Oregon
Kate Brown, Governor

Department of Land Conservation and Development
635 Capitol Street NE, Suite 150
Salem, Oregon 97301-2540
Phone: 503-373-0050
Fax: 503-378-5518
www.oregon.gov/LCD

**NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION**

Date: September 21, 2015

Jurisdiction: Multnomah County

Local file no.: PC-2013-2931

DLCD file no.: 001-14

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 09/18/2015. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office.

Notice of the proposed amendment was submitted to DLCD 39 days prior to the first evidentiary hearing.

Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR chapter 661, division 10).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or plan.amendments@state.or.us

001-14 {22343}

DLCD FORM 2

# NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION



Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption**. (*See* OAR 660-018-0040). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use Form 4 for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use Form 5 for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use Form 6 with submittal of an adopted periodic review task.

Jurisdiction: Multnomah County

Local file no.: **PC-2013-2931**

Date of adoption: 9/3/2015 Date sent: 9/15/2015

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1was submitted): 7/21/2015

No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes

If yes, describe how the adoption differs from the proposal:

**The County Board of Commissioners modified the text of three policies contained in the plan but did not change the policy direction or intent of the policies. A more complete description of the modifications is included with this submission.**

Local contact (name and title): Kevin Cook, Planner

Phone: 503-988-0188 E-mail: kevin.c.cook@multco.us

Street address: 1600 SE 190th Ave City: Portland Zip: 97233

## PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

**For a change to comprehensive plan text:**

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

The ordinance repeals and replaces the original 1997 Sauvie Island/Multnomah Channel Rural Area Plan, and amends the Westside Rural Multnomah County Transportation System Plan, which are component plans of the Multnomah County Comprehensive Framework Plan. The new 2015 Rural Area Plan and updated Transportation System Plan comport with the applicable statewide planning goals; 1,2,3, 5, 6, 7, 11, 12, 13, 14, and 15. Appendix 7 (included in the submission) provides additional information on compliance with applicable statewide planning goals.

**For a change to a comprehensive plan map:**

Identify the former and new map designations and the area affected:

Change from to acres. A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address):

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary

**If the comprehensive plan map change is a UGB amendment** including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

| | |
|---|---|
| Exclusive Farm Use – Acres: | Non-resource – Acres: |
| Forest – Acres: | Marginal Lands – Acres: |
| Rural Residential – Acres: | Natural Resource/Coastal/Open Space – Acres: |
| Rural Commercial or Industrial – Acres: | Other: – Acres: |

**If the comprehensive plan map change is an urban reserve** amendment including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

| | |
|---|---|
| Exclusive Farm Use – Acres: | Non-resource – Acres: |
| Forest – Acres: | Marginal Lands – Acres: |
| Rural Residential – Acres: | Natural Resource/Coastal/Open Space – Acres: |
| Rural Commercial or Industrial – Acres: | Other: – Acres: |

**For a change to the text of an ordinance or code:**
Identify the sections of the ordinance or code that were added or amended by title and number:

**For a change to a zoning map:**
Identify the former and new base zone designations and the area affected:

| | | |
|---|---|---|
| Change from | to | Acres: |
| Change from | to | Acres: |
| Change from | to | Acres: |
| Change from | to | Acres: |

Identify additions to or removal from an overlay zone designation and the area affected:

| | | |
|---|---|---|
| Overlay zone designation: | Acres added: | Acres removed: |

Location of affected property (T, R, Sec., TL and address):

List affected state or federal agencies, local governments and special districts:
Army Corps of Engineers, NOAA Fisheries, West Mult. Soil and Water Conservation Dist., Grande Rond Tribe, ODFW, Sauvie Island Drainage Co., DEQ, SHPO, Burlington Water Dist., ODOT, SI Fire Dist., Scappoose Fire, Trimet, DSL, City of Portland, ODA.

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

1. Cover Letter (includes description of modified policies).
2. Ordinance
3. 2015 Suavie Island/Multnomah Channel Rural Area Plan.
4. TSP
5. Appendix 7 (Consistency with Statewide Planning Goals)

**BEFORE THE BOARD OF COUNTY COMMISSIONERS**
**FOR MULTNOMAH COUNTY, OREGON**

**ORDINANCE NO. 1224**

Adopting the 2015 Sauvie Island/Multnomah Channel Rural Area Plan; Amending the Westside Rural Multnomah County Transportation System Plan as Part of the Multnomah County Comprehensive Framework Plan; and Repealing Ordinance 887.

**The Multnomah County Board of Commissioners Finds:**

a. On October 30, 1997, the original Sauvie Island/Multnomah Channel Rural Area Plan was adopted through Ordinance number 887. On July 2nd, 1998, the Westside Rural Multnomah County Transportation System Plan was adopted through Ordinance number 911.

b. The 2015 Sauvie Island/Multnomah Channel Rural Area Plan provides community level land use and transportation planning policies and is an element of the County's Comprehensive Framework Plan. The planning area includes the portion of Sauvie Island in Multnomah County and the portion of Multnomah Channel in Multnomah County and outside the boundaries of the City of Portland. The Comprehensive Framework Plan interrelates all statewide planning goals and presents broad public planning policy for the county's unincorporated areas.

c. In 2013, Staff conducted a Scoping Project to determine the need for and benefit of updating the planning policies for the Sauvie Island/Multnomah Channel (SI/MC) planning area. Finding the existence of both the need for and benefits of updating the planning policies for the SI/MC, the County commenced the plan update process by appointing an 18 member Community Advisory Committee (CAC). Over the course of 13 months and 13 public meetings, the CAC, together with assistance from several subcommittees, identified opportunities, issues and solutions within the following topic areas: Public and Semi-Public Facilities; Natural and Cultural Resources; Agriculture and Agri-Tourism; Transportation; and Marinas and Floating Homes.

d. At the conclusion of the CAC meetings, Staff forwarded a proposed new plan, the 2015 Sauvie Island/Multnomah Channel Rural Area Plan to the Multnomah County Planning Commission.

e. Policies are proposed that affect the permissible uses of property. Therefore, the County mailed notices to individual property owners as required by state law ("Ballot Measure 56 notice"). Notice of the Planning Commission hearing was timely published in the Oregonian newspaper and on the Land Use Planning Program internet pages. The Planning Commission held a public hearing which stretched over a number of meetings held January 5, February 2, March 2, March 16, April 6, April 23, May 4, and June 1, 2015 to consider the Rural Area Plan. The Planning Commission held a public hearing on August 3rd, 2015 to consider the Transportation System Plan. All interested persons were provided an opportunity at the public hearing to appear and be heard.

f. On June 1, 2015, the Multnomah County Planning Commission recommended adoption of the 2015 Sauvie Island/Multnomah Channel Rural Area Plan.

g. On July 22, 2015, the draft 2015 Sauvie Island/Multnomah Channel Rural Area Plan was sent to the Oregon Department of Land Conservation and Development for a 35-day review period. On July 6, 2015, the draft 2015 Sauvie Island/Multnomah Channel Transportation System Plan was sent to Oregon Department of Land Conservation and Development for review.

h. On July 27, 2015, notice of the Board's public hearing on this matter was mailed to all property owners and interested parties.

i. On August 3, 2015, the Multnomah County Planning Commission considered and recommended adoption of transportation policies that, if adopted, would constitute an amendment of the Westside Rural Multnomah County Transportation System Plan.

**Multnomah County Ordains as Follows:**

**Section 1.** The 2015 Sauvie Island/Multnomah Channel Rural Area Plan attached as Exhibit A is adopted as a component of the Multnomah County Comprehensive Framework Plan.

**Section 2.** The Amended West Side Transportation System Plan attached as Exhibit B is adopted as a component of the Multnomah County Comprehensive Framework Plan.

**Section 3.** Ordinance 887 is repealed.

FIRST READING: August 27, 2015

SECOND READING AND ADOPTION: September 3, 2015

BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

Deborah Kafoury, Chair

REVIEWED:
JENNY M. MADKOUR, COUNTY ATTORNEY
FOR MULTNOMAH COUNTY, OREGON

By_____
Jed Tomkins, Assistant County Attorney

SUBMITTED BY: Kim Peoples, Director, Department of Community Services.

Department of Community Services
Land Use and Transportation Planning Program
www.multco.us/landuse

Multnomah County

1600 SE 190th Avenue, Portland Oregon 97233-5910 • PH. (503) 988-3043 • Fax (503) 988-3389

# Memorandum

Date: September 15, 2015
To: DLCD Plan Amendment Specialist
From: Kevin Cook, Planner
CC: Adam Barber, Interim Planning Director;
Joanna Valencia, Senior Transportation Planner
Subject: Notice of Adopted Change to Multnomah County Comprehensive Framework Plan

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## I. Introduction

I am pleased to submit the adopted 2015 Sauvie Island/Multnomah Channel Rural Area Plan and Transportation System Plan.

Our previous submission on July 21 contained the Planning Commission's final versions of the Rural Area Plan and TSP. On September 3, 2015 the Board of County Commissioners unanimously approved the plans with text amendments to three of the plan policies. For your convenience, I have highlighted those changes below (new text in red double underline and deleted text in ~~red strikeout~~):

**Equity Policy**

**Goal:** To support access to all and ensure that policies and programs are inclusive.

**Policy 1.0**

Acknowledge the needs of low-income and minority populations in future investments and programs, including an equity analysis consistent with required federal, state and local requirements.

**Strategies:**

1. Incorporate an equity analysis when developing implementation standards and processes that accounts for health, safety and disparate impacts on low income, communities of color, and immigrant and refugee communities.

2. Review and work towards removal of barriers to equity through targeted outreach that results in meaningful participation and feedback.

3. Use the county Equity and Empowerment Lens when developing policy, implementing codes, and capital projects.

**Policy 5.8**

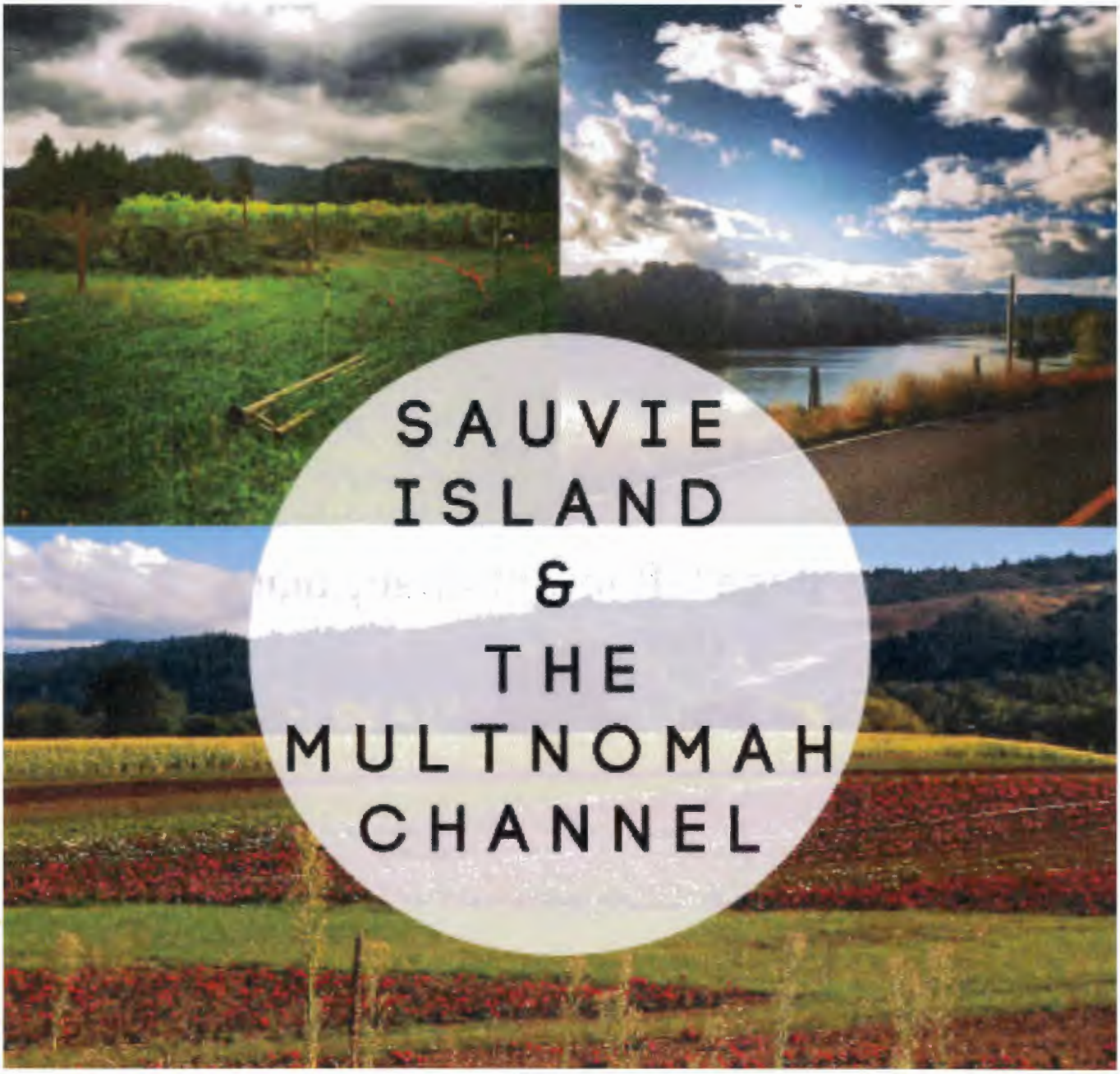
Maintain and improve the transportation system for all modes of travel with the following goals: reducing vehicle miles travelled, minimizing carbon emissions, reducing conflict between travel modes, and improving the natural environment by minimizing stormwater runoff and facilitating wildlife movement. ~~in a manner that reduces conflict and minimizes impacts to the natural environment, and~~ Ensure that the transportation system reflects the community's rural character while ensuring efficiency and connectivity.

**Policy 5.9**

Implement a range of Transportation Demand Management (TDM) policies encouraging existing businesses and requiring new development (beyond single family residential use and agricultural uses) to help reduce vehicle miles traveled (VMT), ~~maximize use of existing facilities~~ and alleviate congestion on US 30 and county roads caused by seasonal and special event traffic. ~~Support the use of bicycle transportation alternative to automotive use without encouraging purely recreational bicycle activities that may increase this level of vehicle conflict on roadways.~~

## II. Items Included in this Packet

1. DLCD Form 2
2. Ordinance
3. Sauvie Island/Multnomah Channel Rural Area Plan
4. Transportation System Plan
5. Appendix 7 (Consistency with Statewide Planning Goals)




# Rural Area Plan
# August 27, 2015

Multnomah County

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This Sauvie Island and Multnomah Channel Rural Area Plan (SIMC Plan) is a statement of policies meant to guide and govern the future of land use within the plan area. The Rural Area Plan is a tool for governance of public decisions on land use policy including the development of land use codes and the promotion of inter-government coordination, collaboration and partnerships. Implementation of this plan requires flexibility because the weight given to the goals and policies will vary based on the issue being addressed.

## Contents



## Appendices

# Acknowledgments

Multnomah County appreciates the conscientious service of the Community Advisory Committee (CAC) and Technical Advisory Committee (TAC) throughout this process.

## Community Advisory Committee

- Cindy Reid-Sauvie Island resident (Agriculture & Agri-Tourism; Public & Semi-Public Facilities Subcommittees)
- Angela Schillereff- Sauvie Island Kennels (Public & Semi-Public Facilities Subcommittee)
- Timothy Larson- Floating home resident (Marinas & Floating Homes Subcommittee)
- Mark Greenfield- Sauvie Island resident (Agriculture & Agri-tourism Subcommittee)
- Mike Hashem- Bella Organics (Agriculture & Agri-tourism Subcommittee)
- Diane Kunkel- Columbia Farms (Agriculture & Agri-tourism Subcommittee)
- Julie Samples- Oregon Law Center (Public & Semi-Public Facilities; Transportation Subcommittees)
- Linda Wisner-President, Sauvie Island Community Association (Natural & Cultural Resources Subcommittee)
- Jan Hamer-Moorage owner (Natural & Cultural Resources; Marinas & Floating Homes Subcommittees)
- Stan Tonneson- Moorage owner (Marinas & Floating Homes Subcommittee)
- Cherie Sprando- Moorage owner (Marinas & Floating Homes Subcommittee)
- John Nelson- Moorage owner (Marinas & Floating Homes Subcommittee)
- Roselie Fulkman- Floating home resident (Public & Semi-Public Facilities Subcommittee)
- Ericka Dickey-Nelson- Sauvie Island resident (Transportation Subcommittee)
- Stephan Morris- Bicyclist (Transportation Subcommittee)
- Martha Berndt- Sauvie Island resident (Transportation Subcommittee)
- Ron Spada- Duck hunter
- Jeremy Sievert- Multnomah County Planning Commission

## Technical Advisory Committee

- Dick Springer- West Multnomah Soil & Water Conservation District
- Mark Doyle- Burlington Water District
- Sue Beilke- Oregon Department of Fish & Wildlife
- Tami Hubert- Oregon Department of State Lands
- Erin Mick- City of Portland Bureau of Development Services
- Jim Johnson- Oregon Department of Agriculture
- Carl Larson- Bicycle Transportation Alliance
- Anne Squier- Houseboat resident (previously Governor Robert's Natural Resource Advisor)
- Doug Drake- Oregon Department of Environmental Quality
- Tim Couch- Sauvie Island Drainage Company
- Jane Hartline- Sauvie Island Habitat Partnership
- Esther Lev- Wetlands Conservancy
- David Smith- Oregon Department of Transportation, Rail Division
- Jeff Fisher- National Oceanic and Atmospheric Administration, Fisheries Division
- John Niiyama- Multnomah County Road Maintenance
- Norvin Collins- Sauvie Island Fire District #30
- Chris Worth- Multnomah County Vector Control
- Chris Foster- Multnomah County Planning Commission
- Michael Karnosh- Grand Ronde Tribe
- Brian Vincent- Multnomah County Road Services Manager
- John Mullen- Oregon State Parks
- Tina Birch- Multnomah County Department of Emergency Management
- Ben Baldwin-Trimet
- Monte Reiser- Multnomah County Sheriff's Office
- Glen Higgins- Columbia County Planning Department
- Darla Meeuwsen- Director, Sauvie Island Academy

# Project Team

This plan was truly a collaborative effort between Multnomah County Land Use and Transportation planning staff and the Winterbrook Planning consultant team.

## Multnomah County Land Use and Transportation Division

- Karen Schilling- Planning Director
- Kevin Cook- Land Use Project Manager
- Joanna Valencia, AICP- Transportation Project Manager
- Adam Barber- Senior Planner
- Maia Hardy- Assistant Planner & Public Involvement Manager

## Winterbrook Planning consultant team

- Greg Winterowd, Principal- Project Manager
- Doug Zenn (Zenn Associates) - Public Engagement
- Duncan Brown- Senior Planner/ Natural &Cultural Resources Policy
- Ron Eber- (Eber Land Use Planning) Agricultural Land Policy
- Ben Schonberger, AICP- Senior Planner Project Support

# Sauvie Island & Multnomah Channel Plan Introduction

Since adoption of the first Sauvie Island – Multnomah Channel Rural Area Plan (SIMC Plan) in 1997, Sauvie Island's and the Multnomah Channel's role as a regional recreational and tourist destination has increased substantially – as have the cumulative environmental and social impacts of increased visitation and more intensive use of the Island's and the Channel's many amenities.

The 2015 update of the SIMC Plan focuses on six primary themes identified in a 2013 Scoping Report (Appendix 1) and reinforced through an extensive community involvement process:

1. Protect Sauvie Island's agricultural land and recognize the importance of agri-tourism in supporting commercial farming operations – while limiting agri-tourism impacts consistent with state law.
2. Clarify the process for development within existing marinas and houseboat moorages while minimizing impacts to water quality and endangered salmon species.
3. Recognize and support efforts to protect, restore and enhance the planning area's extraordinary natural and cultural resources.
4. Provide for a variety of transportation modes that ensure safe, equitable and efficient access to and within Sauvie Island and the Multnomah Channel.
5. Recognize Sauvie Island's role as a regional recreational and tourist destination.
6. Provide effective and equitable measures to mitigate the cumulative impacts of recreational and agri-tourism activities.

# Sauvie Island & Multnomah Channel Plan Area

The Sauvie Island/Multnomah Channel Rural Area includes those portions of Sauvie Island and the Multnomah Channel within Multnomah County. The Plan Area is bounded by U.S. Highway 30 on the west, Columbia County on the north, the Columbia River on the east, and the Willamette River and the city of Portland on the south. The area is dominated by agricultural uses and a wildlife area, with various water-related uses on and along Multnomah Channel, ranging from protected wetlands to marinas and houseboat moorages.

# Historical Context

The following statement is taken from The Willamette River Guide (Oregon State Marine Board) and provides historical context for the SIMC Plan:

"The island was once a center of trade for Native Americans stretching from the Willamette Valley to Idaho and Wyoming. Meriwether Lewis and William Clark, explorers for the young republic of the United States, noted the island during their 1804-06 expedition, calling it Wapato Island after the large beds of arrowhead, or wild potato, growing there. The Native American name for the plant is Wapato. A French-Canadian employee of the Hudson's Bay Company, Laurent Sauve, for whom Sauvie Island is now named, established the first non-native settlement in 1838—a dairy.

Since then, little other than agricultural development has occurred on the island. The channel is mostly a peaceful water way featuring quiet moorages, lush vegetation, plentiful song birds and waterfowl. Multnomah Channel begins three miles upstream from the Willamette's main confluence with the Columbia. It traverses the west bank of Sauvie Island for 21 miles until it, too, connects with the Columbia River (at St. Helens)."

# Chinookan Tribal History & Information

(Provided by the Sauvie Island Academy 3rd grade class)
"Imagine yourself paddling a canoe with the rest of you commoners you know in your village.
Imagine yourself gathering Wapato from the wetlands-in the canoe it goes!
The first people to use Sauvie Island were the Chinook. The wildlife around them was very important.
Having Western Red Cedar wood was very good to have.
Chinook used it for their plank houses (replica created by 3rd grade class below),
clothing, baskets, and canoes for transportation.
Chinook used Cedar for a lot of stuff.

The Chinook had quite a bit of food.
They stored a lot for winter.
Fish, berries, acorns, Wapato and sometimes women would gather roots and other plants.
The Chinook would collect Wapato by going in shallow water and would loosen up the Wapato with their feet.
Or they would go in a canoe and do the same.
If the acorns they harvested were bitter, they would dig a hole and put the acorns in the hole.
The hole would have water in it to help wash away the bitter taste.
Clothing for the Chinook was made out of Western Red Cedar wood.
They soften the wood to make it bendy and comfortable.
The Chinook transported by canoes. They used paddles to help.
The canoes were made out of Western Red Cedar wood.
Now that you have read this, I hope you know more about the Chinook!"

**Introduction**

# EQUITY

Throughout the process the concept of equity and impacts were raised, especially during transportation policy conversations. This included concerns of impacts of any policies around exploring the development of user fees and impacts to low-income and minority groups and their access to the area. In addition to impacts to users, there was interest in ensuring that accountability measures to ensure that transportation investments account for impacts on health and safety, in addition to equity are in place. There were also discussions around prioritization of investments to the degree to which they provide basic access (emergency services, public services, and health care) to disadvantaged communities.

Equity policies were initially proposed only under the Transportation Chapter but have since been pulled out to serve more as a general policy for the whole Rural Area Plan. This recognizes the importance of ensuring equitable decision making and the need to consider the needs of low-income and minority populations for all policies and in moving forward with implementation of the plan.

## Equity Policy

**Goal:** To support access to all and ensure that policies and programs are inclusive.

**Policy 1.0**

Acknowledge the needs of low-income and minority populations in future investments and programs, including an equity analysis consistent with required federal, state and local requirements.

**Strategies:**

1. Incorporate an equity analysis when developing implementation standards and processes that accounts for health, safety and disparate impacts on low income, communities of color, and immigrant and refugee communities.

2. Review and work towards removal of barriers to equity through targeted outreach that results in meaningful participation and feedback.

3. Use the county Equity and Empowerment Lens when developing policy, implementing codes, and capital projects.

# Community Vision

The policies in this document should be read in harmony with the following vision statement. This statement was developed with the Community Advisory Committee & broader public to be a compass that directs the policy framework.

The vision for the Sauvie Island & the Multnomah Channel planning area is to retain its cherished rural character and agricultural productivity, to enhance resource protections, and to reduce and manage cumulative impacts of recreation, visitation, and commercial activities in order to preserve the distinctive character of the island and channel for future generations.

Those who live on, work on, and visit Sauvie Island, value the Island's productive farm land, which provides fresh food for both locals and the region. Many who live here have a deep sense of place and are passionate about protecting and preserving a beloved way of life characterized by the predominance of nature, wildlife and water.

The Multnomah Channel is historically significant concerning the early settlement of the area. The marina community is dedicated to preserving and enhancing the channel environment and wildlife habitat on which they live. They desire to see continuation of floating home moorages as a part of the mix of uses on the channel.

The community strives to coordinate with state and local agencies to implement projects that protect and enhance the natural and cultural features of the area. Community health and safety continue to be a high priority for many residents, particularly the public road system and along the rail line adjacent to the Channel. By providing safe, accessible roads and facilities, the variety of multi-modal users may be accommodated.

Sauvie Island and the Multnomah Channel, as one rural area, both deeply value their commitment to the land and water that surrounds them. The community recognizes and respects the rich cultural history of both the native inhabitants and settlers who followed. It is this history, along with current commitments and values, which has helped create such a strong sense of place and devotion to preserving its uniqueness.

# Rural Character of Sauvie Island and the Multnomah Channel

What is the cherished rural and distinctive character of the island and channel that is to be preserved for future generations?

The SIMC Scoping Report states "Many of the issues identified during the scoping process were directed at keeping the island and channel as a rural area, with a focus on farming, connections to wildlife and nature, and an overarching concern about the future development of the area. Almost every response submitted indicated that the rural character of the area is threatened. Sauvie Island consists primarily of a state wildlife area that occupies most of the northern 2/3rds of the island and agricultural lands in large blocks that occupy most of the southern third of the island. Acreage home sites, many in farm use or habitat restoration, are concentrated in several areas along or near Gillihan Road, Sauvie Island Road and Lucy Reeder Road, and there are several moorages and marinas located up and down the channel. The impression one gets upon visiting the island is of a sparsely occupied area dedicated to agricultural production, wildlife habitat and open space, where people use the land to produce food and share the land with wildlife.
The rural and distinctive character of the SIMC area to be preserved, its "sense of place", includes the following:

- Natural beauty: The openness and greenery of the area, together with expansive views of four Cascade peaks and two rivers, give the island a rare and special beauty in the Portland metropolitan area.
- Sparse population and low-intensity uses: The land is intended for growing food, raising livestock and preserving wildlife and habitat.
- Low environmental impacts: Low-density vehicular traffic, thriving diverse wildlife and plant life, quietude, good air quality, good water quality and availability, and residents committed to protecting and enhancing the environment contribute significantly to low impacts.
- Diverse landscapes, life forms & uses in a single bounded area: Rich productive farm land, rivers and lakes, fields and forests, wildlife, marine life, plant life, all coexist with a small human population in the SIMC area.
- High-value farmland: All of the agricultural land on Sauvie Island is foundation farmland, which is considered by the State of Oregon to be the most highly valued agricultural land in the State. For this reason, Multnomah County and the State of Oregon have designated Sauvie Island as a Rural Reserve.
- Island/Channel community services: There are no sewers or public water facilities. Ground water via wells supply all water needs. Sheriff's patrol and the small volunteer RFPD provide police, fire and emergency services.
- Family-owned farms: Some farms have been in the same families for generations.
- Wildlife and habitat reserves: 11,564 of 26,000 acres of the island area is owned by the Oregon Department of Fish and Wildlife (ODFW) and reserved for wildlife and habitat.
- Finite geographical features: Unlike other rural areas, access and egress and the area itself, are defined by the water on all sides, a single bridge, and minimal road connectivity.
- Undeveloped natural features: There are few paved surfaces other than main roads, minimal signage, an absence of commercial enterprises & buildings other than farms and a few cottage industries, and a notable absence of suburban-like developments and subdivisions.
- Access to community services: Unlike many rural areas, services are easily accessible within 10-15 miles to the north, south and west, in urban areas, including grocery stores, hospitals, and an entire full-service Portland metropolitan area.
- Sense of place: The community and visitors to the island and channel value and are inspired by open farmland, open waterways and vistas, nature, wildlife, habitat and the serene and quiet quality of rural life. Community members are committed to retaining and improving the environmental quality of land, water and sky for future generations and all life forms.
- True rural community: An outstanding example of a supportive rural community, where we are all each other's neighbors, regardless of distance. While interests are diverse, they enjoy each other's company and are there to help one another in times of need."

## Introduction

Threats to rural character include, but are not limited to:
(a) Increased visitation in numbers that often exceed capacity
(b) Excessive entrepreneurial events and mass gatherings unrelated to agricultural activity
(c) Promotion of the SI/MC area as a premier recreation destination, beyond its carrying capacity
(d) Lack of recognition/understanding of the ineffable quality of rural life
(e) Lack of enforcement.

## SIMC RAP Planning and Zoning History

The Multnomah County Comprehensive Framework Plan (Comprehensive Plan) is the guiding document for land uses in unincorporated Multnomah County. The Comprehensive Plan was originally adopted in 1977 and was substantially amended in 1983. In rural areas, the Comprehensive Plan is implemented in two primary ways: first, through the adoption of rural area and transportation system plans; and second, through the adoption of zoning regulations. The Sauvie Island – Multnomah Channel Rural Area Plan is a sub-plan of the Comprehensive Plan.

## The 2013 Scoping Study (Appendix 1)

In response to a growing number of issues raised by community members, Multnomah County (in collaboration with CH2M Hill) initiated a scoping study to identify land use and transportation planning issues and themes that have emerged or intensified since adoption of the 1997 SIMC Plan. The Scoping Study was based on the results of two stakeholder meetings, two open houses, completed questionnaires, two focus groups and a community fair. The Scoping Study identified the following aspirations (or "visions") for the future of the planning area:

### Land Use

- Preserve the rural character of the island
- Preserve the agricultural nature of the island
- Preserve and enhance the natural environment
- Balance island activities (hiking, tourism, farming, bicycling, etc.)
- Land use regulations should be clear, easy to implement, and coordinated between government agencies
- Increase level of disaster preparedness

### Transportation

- Reduce traffic conflicts between modes
- Provide for safe roads/facilities

## The 2015 SIMC Plan Update

In the fall of 2013, County Land Use and Transportation planning staff in coordination with Winterbrook Planning, began to prepare an update to the 1997 SIMC Plan. In the early stages of the update process, the following CAC subcommittees were established to address the topical issues raised in the Scoping Study:

- Agriculture and Agri-Tourism
- Multnomah Channel – Marinas and Floating Homes
- Natural and Cultural Resources
- Public and Semi-Public Facilities
- Transportation

Subcommittees were comprised of representatives from the CAC as well as select TAC members. Each subcommittee met at least twice (the Marinas and Floating Homes Subcommittee met four times), reviewed draft background

reports (included as appendices to the 2015 SIMC Plan), and made specific recommendations to the full CAC. The CAC then made recommendations for changes to the policies of the 1997 SIMC Plan.

### Statewide Regulatory Framework

Oregon's Statewide Planning Goals and implementing "administrative rules" apply when local comprehensive plans are adopted or amended. The SIMC Plan is part of the Multnomah County Comprehensive Plan; therefore, any amendments to the SIMC Plan must comply with applicable Statewide Planning Goals, rules and statutes. Appendix 7: Compliance with Applicable Statewide Planning Goals provides findings explaining how proposed amendments to the SIMC Plan so comply.

### Summary of Key Issues (from Appendix 1 - Scoping Report)

Multnomah County staff summarized the results of the scoping report in a May 6, 2013 Memorandum to the Planning Commission by identifying specific issues that need to be addressed in the SIMC Plan update:

#### Land Use

- Concern regarding the types and degree of promotional activities at farm stands and related offsite impacts.
- Desire to examine the pros and cons of agri-tourism and to form a consensus around the issue of what should or shouldn't be allowed on Sauvie Island farms with respect to farm stands and events.
- Concern for maintaining the rural character and agricultural nature of Sauvie Island.
- Need for clear policies and codes for floating moorages and marinas.
- Desire for preservation, restoration and enhancement of natural habitat.

#### Transportation

- Need for strategies that reduce traffic conflicts between modes on Sauvie Island roads, particularly between bicycles and motorists, but also including farm equipment and pedestrians.
- There is a strong desire for better accommodations for bicycles and pedestrians. The lack of road shoulders and/or multi-use paths is a common theme.
- Need for safety improvements for roads, intersections, and rail crossings.
- Concern regarding the increasing numbers of visitors to Sauvie Island and related issues, such as increased traffic and increased demand on emergency service providers.

The scoping report concludes with a staff recommendation to proceed with an update to the RAP and the TSP:

Based on the number and variety of issues, several of which are new or more pronounced than in 1997, as well as the high level of community interest, staff recommended updating the RAP and the TSP.

### Plan Organization

This plan includes a vision statement, rural character definition, background information, composite inventory and zoning maps and
land use and transportation policies. The SIMC Plan is organized based on the subject areas addressed in background reports considered by relevant subcommittees and the CAC.

The following chapters address the substantive themes covered in the background reports: Agriculture and Agri-Tourism; Marinas and Floating Homes; Natural and Cultural Resources; Public and Semi-Public Facilities; and Transportation.

Each chapter includes an introduction, a summary of background information, a description of the issues to be addressed, and proposed policies related to these issues. Policies that contain the word 'consider' commit the County to propose amendments, as appropriate, to the Multnomah County Code (MCC) and/or the Transportation System Plan in coordination with the CAC and the community for consideration at public hearings by the Planning

Commission and the County Board of Commissioners. This plan provides general discussion and overview of the issues and plan policies. Detailed technical overviews of the issues are found in the background reports, Appendices 1 through 7.

## Appendices (Background Reports)

The following appendices provide the detailed substantive and procedural information leading up to and supporting the adoption of the SIMC Plan:

- Appendix 1: Sauvie Island – Multnomah Channel Scoping Report
- Appendix 2: Agriculture and Agri-Tourism Background Report
- Appendix 3: Marinas and Floating Homes Background Report
- Appendix 4: Natural and Cultural Resources Background Report
- Appendix 5: Public and Semi-Public Facilities Background Report
- Appendix 6: Transportation Background Report
- Appendix 7: Consistency with Applicable Statewide Planning Goals

## Community and Agency Involvement Process & Results

The Community Involvement Plan is based on an extensive Scoping Report prepared by CH2M Hill and County Staff in 2013. The Scoping Study included interviews with residents and business, as well as those who live outside the planning area but who visit Sauvie Island and the Multnomah Channel for recreational or educational activities. The broad categories of issues identified are addressed in this plan.

The outreach plan was designed to address the five topic areas and targeted activities to support decisions on each of these topics. At the same time it recognized the general interest in the plan and provided opportunities for interested community members to follow the progress of the plan and provide input on the areas in which they are interested.

An over-arching theme of the plan is to maintain the rural character of the Island while recognizing the more intensive uses along the Multnomah Channel, and to do so within the framework of applicable statewide planning goals and laws.

The County's ability to address all issues raised by the CAC or its various subcommittees was in some cases limited by applicable state statutes, goals and administrative rules. Nevertheless, the process resulted in the development of a plan that is tailored to the needs of the community, ensures an internally consistent and integrated set of inventories and policies that systematically address issues raised in the Scoping Report.

The outreach program included structured activities related to general and specific topic areas. The program included hosting core community activities including:

- Community Advisory Committee
- Technical Advisory Committee
- CAC Subcommittees
- Planning Commission Briefings and Open Houses
- Mailers and email updates
- Other Community Outreach

Though the Community Advisory Committee was generally representative of the community, additional creative outreach strategies were included in the program to gain input on policies from the broader community. A very useful outreach method was conducting focus groups with community members from around the SIMC area. Focus groups were targeted to young families who live in the SIMC area, as well as people who reside but do not work in the plan area.

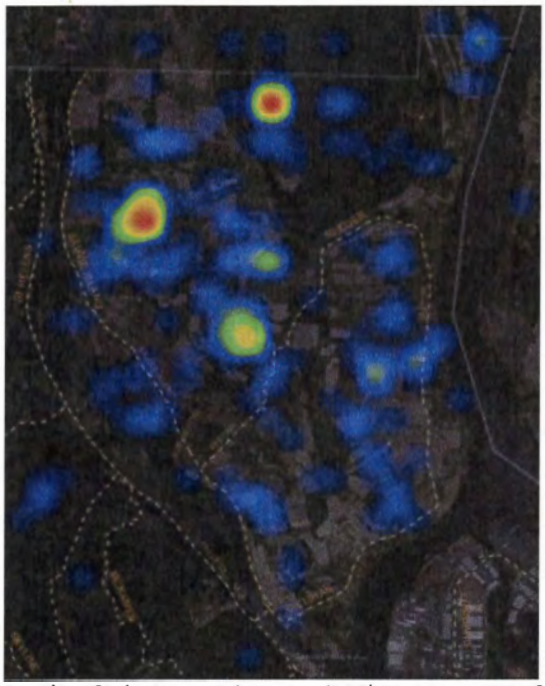
## Introduction

### Sauvie Island Academy

A strong partnership with the Sauvie Island Academy (SIA) further enhanced outreach efforts, which included faculty and students. Through place-based education, SIA offers a curriculum that integrates the natural environment into the student's education giving them the ability to become stewards of the environment. In the update to the SIMC plan, County staff worked with a field study class of 6th-8th graders to educate them on the history of Oregon Land Use (relating to Sauvie Island and Multnomah Channel). The students went on various tours of the island, which included stops at Columbia Farms, Bella Organic Farm, the Sauvie Island Fire Station, and the County Park & Ride lot. The students focused on the following question; "how can we make Sauvie Island and The Multnomah Channel an equitable, accessible place for everyone to live, work, and play?" The students developed surveys that were distributed to people who live, work and play within the plan area. The analysis was summarized in a short video that was shown to the public and the Planning Commission.

### Creative online surveys

Two online surveys were created to capture community perceptions and feedback. A "defining rural character" visual preference survey was created during the beginning of the process to capture what places, words, and photos depicted rural character for the SIMC area. The data were analyzed to determine the differences between people who live in the plan area and visitors. In addition, online policy polls were created near the end of the process for the community to give feedback to staff on policy intent. The policy polls were in conjunction with a community conversation board placed in the park and ride lot at the base of the Sauvie Island Bridge.



*Results of a heat mapping exercise that was a part of the Defining Rural Character Survey. The respondents were instructed to click a spot on the map that they believed depicted rural character. The map represents places that were chosen. The red indicates that 10+ respondents clicked on that spot.*

### COMMUNITY CONVERSATION BOARD


Inspired by artist Candy Chang, the community conversation board combines art and planning into a place-making technique that conjures positive responses and fosters a sense of unity within the community. The board was initially placed at the Park & Ride location, and was intended to encourage people to take the online policy polls. The photo above is the design of the board. The white space is a white board where people can write why they love Sauvie Island.

### Community Advisory Committee

At the core of the community involvement plan is the Community Advisory Committee (CAC). The CAC was comprised of 18 people who represented a broad variety interests and issues raised in the Scoping Report. The CAC met thirteen times over the course of thirteen months to consider information, evaluate alternatives and finalize recommendations forwarded from subcommittees, the public, and the project team. The CAC served as a clearinghouse for information and brought together the many topic areas on which the subcommittees worked. CAC members also served as conduits of information, taking information out to community members and neighbors and bringing input back to the larger group. The CAC meetings were open to and attended by members of the public.

### Technical Advisory Committee

The Technical Advisory Committee (TAC) comprised of 26 individuals with specialized knowledge. Many TAC members represented various partner agencies. Rather than ask the TAC to meet as a group, the project team solicited the advice of the TAC based on their specific expertise. This advice was used in the preparation and review of background reports. TAC members also participated in CAC meetings and subcommittee meetings based on their specific expertise.

### CAC Subcommittees

These small groups worked on the specifics of each topic area in conjunction with the project team to develop recommendations and when appropriate, forwarded topics to the CAC for further discussion. The subcommittees remained small, functioned relatively efficiently and provided information needed by the full CAC to make an informed decision. With the help of select TAC members, the subcommittees helped develop background reports outlining issues, alternatives, and regulatory constraints and ultimately made recommendations to the full CAC.

## Introduction

Each subcommittee met at least twice: first for topic orientation and issue identification and second to finalize the background report before it was presented to the full CAC. Subcommittee meetings were open to interested community members.

### Planning Commission Briefings and Community Open Houses

The project team provided periodic project updates to the Planning Commission on the planning effort. This approach informed the Planning Commission of the latest discussion topics and overall progress of the committees well in advance of the public hearing process. Two Planning Commission members also participated in the CAC and subcommittee meetings. The project team hosted open houses prior to the scheduled Planning Commission briefings. The Open Houses coincided with Planning Commission meetings in January, March and June of 2014.

### Mailing and email updates

The project team developed a mailing list utilizing the extensive scoping work done prior to the CAC kickoff as well as interest expressed at community events. This mailing list continued to grow during the project and was used to apprise interested community members and stakeholders about project progress and upcoming project events. The mailings and email updates provided community members an opportunity to provide written feedback about issues at any time during the project.

### Other Community Outreach

The project team hosted a number of other opportunities for community members to get updates about and provide input into the project including, regular mailings, email updates, and press releases. County staff also attended the Sauvie Island Community Association Community fair in April, 2014 to provide information and answer questions from Community members.

### Land Use and Demographic Information

The study area encompasses approximately 15,400 acres of land and several thousand additional acres of water. About three-fourths of the land acreage (approximately 11,800 acres or 76.6%) is within the Exclusive Farm Use (EFU) zone and about a quarter (3,600 acres or 23.4%) is within the Multiple Use Agriculture-20 (MUA-20) zone. About half (1,700 acres) of the MUA-20 zoned land is within the Sauvie Island Wildlife Area.

Census Tract 71 encompasses all of the SIMC planning area and the Portland West Hills shown to the left of the map below.

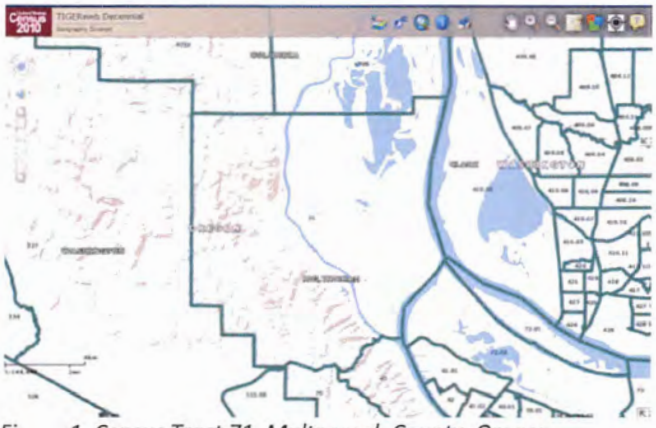


*Figure 1: Census Tract 71, Multnomah County, Oregon*

## Introduction

According to the US Census, Census Tract 71 had 1,216 households and a population of 2,759 in 2010. Census Tract 71 has two block groups: (1) West Hills and (2) Sauvie Island. The demographic data shown in Tables 1 and 2 is for all of Census Tract 71. By applying district-wide occupancy rate (92.8%) and household size (2.22) to the known number of housing units (675) within the planning area, it is possible to estimate that the SIMC planning area had roughly 1,388 people in 2010.

The remainder of this analysis applies to all of Census Tract 71. As shown on Table 1, this area contains a relatively homogeneous and older population, when compared with Multnomah County as a whole. Median age for Tract 71 is nearly 15 years older. Percentage self-identifying as "white", at over 89%, is nearly 15% higher than the overall county. Average household sizes are comparable but slightly smaller for Tract 71. While overall occupation rates are similar, renter-occupied units serve a much lower percentage of households in Tract 71 (17.5%) than Multnomah County as a whole (45.4%).

**Table 1: 2010 Census Data**

| Subject | Census Tract 71 | Multnomah County |
|---|---|---|
| Total Population | 2,759 | 735,334 |
| Median Age | 49.5 | 35.7 |
| 18 yrs and Over | 84.0% | 79.5% |
| 65 yrs and Over | 16.9% | 10.5% |
| Race - White | 89.4% | 76.5% |
| | | |
| Total Households | 1,216 | 304,540 |
| Average HH Size | 2.22 | 2.35 |
| Occupied | 92.6% | 93.8% |
| Owner-Occupied | 82.5% | 54.6% |
| Renter-Occupied | 17.5% | 45.4% |

**Table 2: 2010 Census Data, Hispanic and Latino** – Table 2 shows percentage of population identifying as Hispanic or Latino descent and tenure (type of occupancy) of Hispanic and Latino residents, while Multnomah County is double that percentage at 10.9%. Household ownership rates in Tract 71 for Hispanic or Latino households is about 6% lower than Multnomah County as a whole, and the percentage of renter-occupied units is correspondingly higher. Most of the planning area's Latino population is originally from Mexico.

| Hispanic or Latino Population | Census Tract 71 | Multnomah County |
|---|---|---|
| Any race | 5.4% | 10.9% |
| Mexican | 4.5% | 8.2% |
| Hispanic or Latino Tenure | | |
| Owner-occupied HH | 29.9% | 35.7% |
| Renter-occupied HH | 70.1% | 64.3% |

# CHAPTER 1:

# AGRICULTURE & AGRI-TOURISM

## Chapter 1: Agriculture & Agri-Tourism

Chapter 1 addresses agricultural and agri-tourism issues. Consistent with the Comprehensive Framework Plan, the County is committed to protecting its agricultural land base through the Exclusive Farm Use (EFU) zoning. The County is equally committed to carrying out state law as set forth in ORS 197.215, Goal 3 (Agricultural Lands) and the Agricultural Lands and Urban Rural Reserve administrative rules (OAR Chapter 660, Divisions 033 and 026, respectively).

A principal theme of the SIMC Plan is mitigating adverse impacts from tourism and recreation on the environmental and community values that characterize the Island and Channel planning area. This chapter focuses on agri-tourism issues: including appropriate limitations on (a) farm stands and related promotional activities (which must be allowed when consistent with state law), and (b) optional promotional activities such as agri-tourism events and gatherings on EFU land.

# Key Agriculture and Agri-Tourism Issues (from Appendix 1)

The following issues are quoted directly from the May 6, 2013 staff report to the Multnomah County Planning Commission related to Planning Commission case file PC-2013-2659 (Scoping Report in support of updating to the 1997 Sauvie Island – Multnomah Channel Rural Area Plan). These issues were also considered in Appendix 2: Agriculture and Agri-Tourism Background Report.

### Land Use

- Concern regarding the types and degree of promotional activities at farm stands and related offsite impacts.
- Desire to examine the pros and cons of agri-tourism and to form a consensus around the issue of what should or shouldn't be allowed on Sauvie Island farms with respect to farm stands and events.
- Concern for maintaining the rural character and agricultural nature of Sauvie Island.

### Agricultural & Rural lands

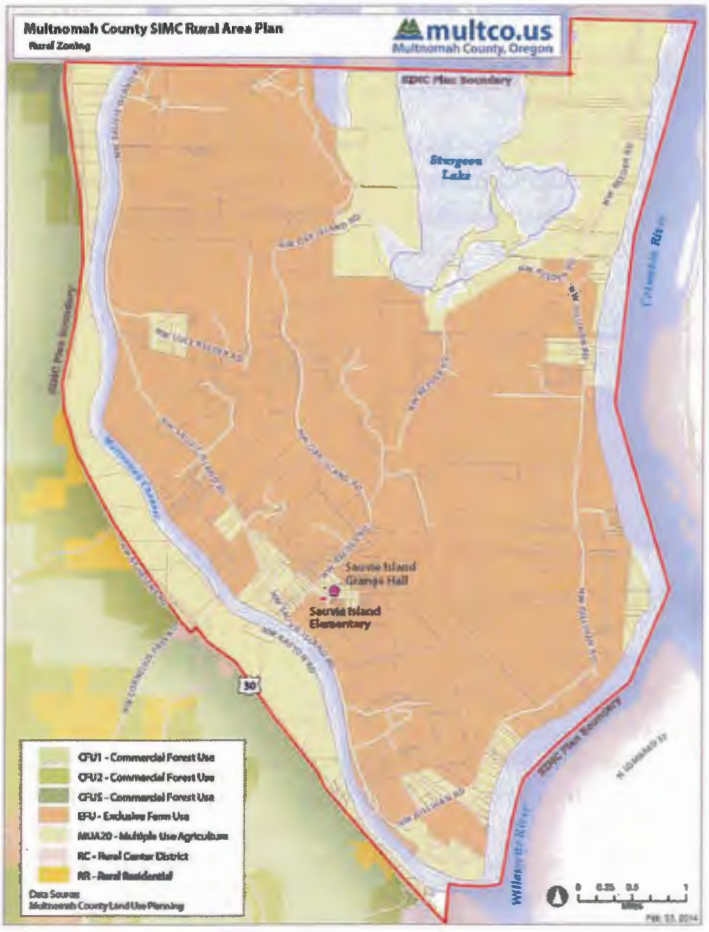
- Explore creation of design review standards for permitting of farm stands and farm stand related activities. Include consideration of cumulative traffic impacts, parking, sanitation, and noise, hours of operation, etc.
- Consider policy addressing non-profit events and mass gatherings. Currently these are not treated as land uses under state law. However their impacts are land use and transportation related so there should be some requirements (Design Review) regarding parking, traffic impacts, sanitation, noise, and other offsite impacts for those who hold larger events and/or events with some regularity.
- Consider a policy creating standards for annual reporting of farm stand retail sales and incidentals in order to insure adherence to the 75/25 rule, which limits sales of incidental items to no more than 25 percent of the total farm-stand retail sales.
- Build consensus around and develop a policy regarding the question of whether limited agri-tourism activities should be allowed (via SB 960) or no additional agri-tourism outside what is currently allowed under farm-stand rules. Explore possible zoning code amendments that would allow two tiers of review for farm stands to separate out the basic farm stand from the farm stand with promotional activities and events.

## 1.1 Information Summary [from Appendix 2]

### Multnomah County Rural Zoning

This chapter focuses on land uses in the County's Exclusive Farm Use (EFU) and Mixed Use Agricultural (MUA-20) zones. The MUA zone encourages smaller-scale agriculture (minimum 20 acres) while allowing very low density rural residential and related uses. When the County applied the MUA-20 zone to land on Sauvie Island, it took an "exception" to the Agricultural Lands Goal – which allowed (among other things) rural residences to be placed on lots of record.

Figure 1.1 SIMC Zoning Map



## Chapter 1: Agriculture & Agri-Tourism

The EFU zone encourages and protects large tracts of land (minimum 80 acres) for commercial agricultural – but allows a variety of other uses specified in state statutes and administrative rules – either as a review use (which the County must approve if specific standards are met) or a conditional use (which the County may approve based on discretionary criteria). The EFU Zone carries out Statewide Planning Goal 3 – Agricultural Lands and its implementing rule – OAR Chapter 660, Division 033 Agricultural Lands.

Note that the following state and county provisions limit the intensity of development in both the EFU and MUA-20 zones:

• Statewide Planning Goal 14 and its implementing rule (OAR 660 Division 004) prohibit urban densities outside UGBs.

• Statewide Planning Goal 11 (Public Facilities and Services) and its implementing rule (OAR Division 011) prohibit the extension of sanitary sewer service outside of urban growth boundaries; the SIMC planning area is outside the Metro, St Helens and Scappoose UGBs.

• Oregon law and the Land Conservation and Development Commission's (LCDC) Urban and Rural Reserves administrative rule (OAR 660, Division 027), authorize each of the three urban counties, in coordination with Metro, to assign urban and rural reserve designations to land outside the regional urban growth boundary (UGB). In 2010, Multnomah County coordinated with Metro to place a "Rural Reserve" designation over the entire SIMC planning area. This designation, as implemented through Multnomah County Framework Plan Policy 6A, means that the area cannot be considered for inclusion within the UGB for at least 50 years, and prohibits comprehensive plan and zoning ordinance amendments that allow new uses or increased density.

### County Zoning Review Types

The Multnomah County Code (MCC) Chapter 34 specifies uses that are allowed or are potentially allowed in the EFU and MUA-20 zones.

• Allowed Uses: The general organization of the zoning sections begins by listing Allowed Uses, which are those uses that are allowed outright and do not require a land use review process (although technical reviews such as building permits, flood permits, grading permits and so on may apply to allowed uses).

• Review Uses: The second tier of uses is Review Uses, which require approval via a land use application. Review uses are allowed in the underlying zone provided that certain criteria are met. How a specific proposal on a specific site can meet the criteria requires findings addressing the approval criteria. The findings taken together inform the decision, which is made at the staff level unless appealed. Neighboring property owners and recognized community associations are required to receive notice and have the opportunity to comment on the application. Farm stands with promotional activities and wineries are "review uses" in the EFU zone.

• Conditional Uses: The third tier of uses listed are those that are potentially allowed as conditional and community service uses, which are special uses by reason of their public convenience, necessity, unusual character or effect on the neighborhood, may be appropriate as specified in each zone district. Conditional and community service uses are reviewed under discretionary criteria and may be conditioned or denied by the County if applicable criteria are not met.

## Commercial Uses in Agricultural Zones

In Oregon, the uses allowed in county EFU zones and the procedures for reviewing them are determined by state statute. Four types of commercial activities on EFU land that may not be directly related to farming on Sauvie Island:

- Farm stands and related promotional activities: Farm stands are authorized ORS 215.283(1) as "review uses" meaning that the County has no choice as to whether to implement this statute; however, the County has limited discretion as to how (under what conditions) to approve farm stands and related promotional activities. The Agriculture and Farm Stands Subcommittee and the full CAC were primarily concerned with limiting the transportation, visual, auditory and agricultural land impacts resulting from existing and potential promotional activities.

- Agri-tourism: Unlike farm stands, the County has a choice as to whether and how to implement ORS 215.283(4) provisions for agri-tourism activities. The Agriculture and Farm Stands Subcommittee and the full CAC were generally opposed to implementation of the agri-tourism statute due to the additional adverse impacts on the rural character of the Island.

- Wineries: There are no commercial wineries on the Island. However, ORS 215.452 and 215.453 allow wineries and related commercial activities to locate on EFU land.

- Gatherings: ORS 433.735-770 allows counties to permit outdoor "mass gatherings" and "other gatherings" up to maximums set by state law. Notably, review of such gatherings is not considered a "land use decision" and therefore is not subject to zoning regulations. However, the County can adopt local review processes and restrict the number, frequency and size of gatherings below the maximums allowed by statute.

## Farm Stands and Promotional Activities (ORS 215.283(1)(o))

There are two types of farm stands: a traditional farm stand comprised of a small, often open-air structure that sells locally grown farm products and incidental items and a farm stand that includes promotional events and activities.

Prior to 1993, farm stands were considered an outright permitted "farm use". However, when some "farm stands" got much larger and sold a wider range of products, the use was specifically listed to the EFU statute to allow counties to review these operations, assure appropriate access, and to limit the sale of items incidental to the sale of farm products and other unrelated activities. The 1993 Oregon Legislature added "farm stands" to the Exclusive Farm Use (EFU) statute in 1993; the statute was amended in 2001 to allow some limited promotional activities. Although a "permitted use," an application is still a "land use decision" under ORS 197.015(10)(a) and reviewed as a "permit" under ORS 215.402.

Nonetheless, a County cannot prevent a "permitted use" or apply any additional local legislative criteria that supplement those in ORS 215.283(1). The County is limited to interpreting the statute.

## Agri-Tourism, Wineries and Mass Gatherings

Aside from farm stands, there are three primary paths for permitting events and activities in EFU zones:

- First, there are the new provisions that permit "agri-tourism and other commercial events or activities that are related to and supportive of agriculture" under ORS 215.283(4) [SB 960 – 2011];
- Second, there are "wineries" under ORS 215.452 and 215.453; and
- Third, there are "outdoor mass" gatherings and "other" gatherings under ORS 433.735 to 433.770.

## Chapter 1: Agriculture & Agri-Tourism

### Agri-Tourism

Counties may elect to adopt "agri-tourism" provisions of ORS 215.283(4), which provide several opportunities for the review and approval of from one to 18 events per year in EFU zones. The provisions require that these events be "incidental and subordinate to existing farm use on the tract" and can occur outdoors and within temporary or existing permanent structures. They permit a County to regulate transportation issues (access, egress, parking and traffic management), hours of operation, sanitation, solid waste and other related matters. Further, they authorize the County to adopt its own regulations in addition to those under ORS 215.283(4). These provisions are very specific and can provide a means for the County, landowners and neighbors to address concerns for events not permitted at farm stands.

### Wineries

Wineries were specifically authorized in 1989 in order to clarify that they were allowed as a non-farm use in an EFU zone and were not a "farm use" under ORS 215.203. Prior to this time they were approved as "commercial activities" in conjunction with farm use. The 2012 Legislature adopted major revisions to the provisions of ORS 215.452 and 215.453. The new law permits a wide range of marketing and private events as well as celebratory gatherings.

### Mass Gatherings

Oregon also has an "Outdoor Mass Gatherings" law that was adopted in 1971 and later amended in 1985. The "outdoor mass gathering" law applies to events not authorized under ORS 215.283(4). ORS 215.283(6)(c) states that: "outdoor mass gathering' and 'other gathering,' as those terms are used in ORS 197.015(10)(d), do not include agri-tourism or farm-stand events and activities."

### Relevant Multnomah County and Agency Plans

The Multnomah County Comprehensive Framework Plan (Comprehensive Plan) includes policies for agricultural land protection. These policies are implemented by the County's EFU zone. In 2010, Multnomah County adopted Policy 6A: Urban and Rural Reserves. Working with Metro, the County applied a Rural Reserves designation to the entire SIMC planning area.

### Rural Reserves

It is the County's policy (Comprehensive Plan Policy 6A) to establish and maintain rural reserves in coordination with urban reserves adopted by Metro and in accord with the following additional policies:

1. Areas shown as Rural Reserve on the County plan and zone map shall be designated and maintained as Rural Reserves to protect agricultural land, forest land, and important landscape features.

2. Rural Reserves designated on the plan map shall not be included within any UGB in the County for 50 years from the date of the ordinance adopting the reserves designations.

3. Areas designated Rural Reserves in the County shall not be re-designated as Urban Reserves for 50 years from the date of the ordinance adopting the reserves designations.

4. The County will participate together with an appropriate city in development of a concept plan for an area of Urban Reserve that is under consideration for addition to the UGB.

5. The County will review the designations of Urban and Rural Reserves, in coordination with Metro and Clackamas and Washington Counties, 20 years from the date of the ordinance adopting the reserves designations, or earlier upon agreement of Metro and the other two counties.

6. The County will not amend the zoning to allow new uses or increased density in rural and urban reserve areas except in compliance with applicable state rules.

# Agriculture & Agri-Tourism Policy Framework

The following policies are designed to address the issues identified in the beginning of this chapter. These policies supplement existing Comprehensive Plan policies that strongly support agricultural land preservation. Policies that address cumulative impacts are noted with an asterisk (*).

## Goal:

To preserve all agricultural land on Sauvie Island and maximize its retention for productive farm use.

## Policies:

***Policy 1.1**

Maximize retention of Sauvie Island's agricultural land base for productive farm use.

**(a)** Ensure that transportation policies and policies related to the regulation of activities and events on Sauvie Island minimize the difficulties conflicting uses impose on farming practices.

***Policy 1.2**

Limit the area, location, design and function of farm stand promotional activities and gatherings to the extent allowed by law to retain a maximum supply of land in production for farm crops or livestock, to ensure public health and safety, minimize impacts on nearby farming operations, residents, roads, traffic circulation, wildlife and other natural resources and maintain the island's rural character.

**(a)** Until standards are established, require applicants for development on land zoned Exclusive Farm Use (EFU) to demonstrate need for the amount of acreage they propose to remove from the agricultural land base for nonfarm uses, including promotional events.

***Policy 1.3**

Develop and adopt a tiered review process for farm stand operations on EFU land distinguishing between operations that include promotional activities and those that do not. Farm stands that occupy one acre or less (including parking) and do not include promotional activities or events shall be reviewed through the County's Type I process, based on objective standards. Farm stands that occupy more than one acre or include promotional events or activities shall be reviewed under the County's Type II application process. Until implementing code is adopted, the following shall apply:

**(a)** Proposed farm stands that would occupy more than one acre or include promotional events or activities shall be sited in order to limit the overall amount of acreage proposed for the farm stand structures and events consistent with the following standards:

**(1)** The amount of land identified for the farm stand structures and associated permanent parking shall not exceed two acres.

**(2)** The amount of land identified for farm stand promotional activities shall be the minimum necessary to accomplish the objective of supporting farming operations on the property. Absent compelling need for additional area, the area identified for promotional events, including corn mazes and event parking, shall not exceed five percent or five acres of the property on which the farm stand is located, whichever is less.

**(3)** An applicant may seek approval to accommodate temporary parking on additional acreage during September and October of a calendar year on areas that have already been harvested or used for pasture during the current growing season. The temporary parking area shall not be graveled or otherwise rendered less productive for agricultural use in the following year.

**(4)** An applicant owning or leasing multiple properties in farm use on Sauvie Island shall be limited to only one Type II farm stand.

**(5)** Multnomah County may require consideration of alternative site plans that use less agricultural land or interfere less with agricultural operations on adjacent lands.

**(6)** Farm stand signage shall comply with county sign ordinance standards to maintain and complement the rural character of the island.

**Policy 1.4**

Amend the Multiple Use Agriculture zoning code to include deed restrictions protecting surrounding agricultural practices as a requirement for approval of new and replacement dwellings and additions to existing dwellings.

***Policy 1.5**

Develop and adopt a unified permitting process for review of mass gatherings and other gatherings. Establish more restrictive permitting thresholds for the number of visitors and the frequency or duration of events than the maximums authorized by state law.

**(a)** Provide appropriate public notice of applications for gatherings and coordinate these activities with affected local public agencies.

**(b)** Require through conditions that noise levels associated with gatherings comply with state and local noise ordinances to maintain the rural character of the island.

***Policy 1.6**

Do not adopt the agri-tourism provisions of ORS chapter 215 due to the island's limited road infrastructure and already high levels of visitation.

***Policy 1.7**

Support the direct sale of farm crops and livestock raised on Sauvie Island farms through u-pick facilities and farm stands in a manner that retains a maximum supply of agricultural land in productive farm use and minimizes impacts on nearby farming operations, residents, roads, traffic circulation, wildlife and other natural resources.

**Policy 1.8**

Fee-based promotional activities at farm stands shall be limited to those that promote the contemporaneous sale of farm crops or livestock at the farm stand and whose primary purpose is significantly and directly related to the farming operation.

**(a)** Permitted farm stand promotional activities include harvest festivals, farm-to-plate dinners, corn mazes, hayrides, farm animal exhibits, cow trains, small farm-themed gatherings such as birthday parties and picnics, school tours, musical acts, farm product food contests and food preparation demonstrations, and similar activities consistent with this policy.

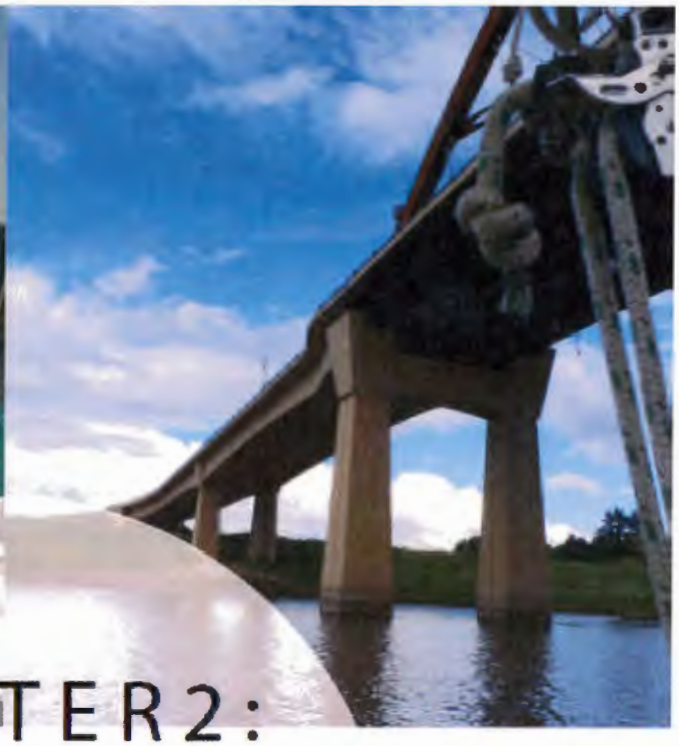
**(b)** Unless authorized at farm stands by statute, administrative rule or an appellate land use decision, fee-based weddings, corporate retreats, family reunions, anniversary gatherings, concerts, and amusement park rides, and other activities for which the primary focus is on the underlying cause for the gathering or activity rather than the farm operation, are prohibited.

**Policy 1.9**

The County shall develop reporting requirements in sufficient detail to assess compliance with the 25% total limit on annual farm stand income from fee-based promotional events and from the sale of retail incidental items, including food or beverage items prepared or sold for on-site consumption. The County may audit farm stands to ensure compliance with this requirement. Implementation of this policy should balance a reasonable expectation of financial privacy and burden with the need to request information necessary to reasonably demonstrate compliance with the 25% total limit standard.

**Policy 1.10**

Require that noise levels associated with events and gatherings comply with state and local noise ordinances to maintain the rural character of the island.



# CHAPTER 2:
# MARINAS
# &
# FLOATING HOMES

## Chapter 2: Marinas & Floating Homes

This chapter addresses the uses allowed on the Multnomah Channel and adjacent shore – boat marinas, floating homes (houseboats), and "live-aboards" (boats used as residences in a marina). The CAC considered a number of issues related to development along the Multnomah Channel:

- Floating homes should meet building code and sanitation standards similar to building and sanitation standards that apply to land based dwellings;
- County standards should include mitigation of adverse impacts on fish habitat;
- All live-aboards should meet safety and sanitation standards;
- Whether and how to permit new and existing floating home moorages;
- How to treat live-aboard boats that are being used as residences within marinas.
- Whether it is feasible to retain the residential density standard of one floating home per 50 feet of shoreline standard that is in current county code.
- Whether floating homes can or should be classified as water-dependent uses under Goal 15, Willamette River Greenway.

## 2.2- Key Multnomah Channel Issues (from Appendix 3)

The following issues are quoted directly from the May 6, 2013 staff report to the Multnomah County Planning Commission related to PC-2013-2659 (Scoping Report in support of updating to the 1997 Sauvie Island – Multnomah Channel Rural Area Plan).

1. Desire for preservation, restoration and enhancement of natural habitat.

2. Need for clear policies and codes for floating moorages and marinas.

3. Examine consistency of Policy 15 Willamette River Greenway with corresponding statewide planning goal. Incorporate changes needed to maintain consistency into policy and land use regulations WRG, base zones, and conditional/community service use regulations.

4. Examine zoning code provisions for riparian habitat protection along the channel for consistency with community goals and both state and federal law.

5. Review and if necessary amend MCC Policy 26 Houseboats to ensure consistency of the County's regulatory program with other applicable plan policies and federal, state or local policies. State wide Planning Goals 11, 14, and related case law.

6. Review and if necessary amend Sauvie Island/Multnomah Channel RAP policies 10 through 17 for consistency with state and federal law. Include both houseboat and marina facilities in consistency review.

7. Consider code amendments to adopt building and fire codes for floating structures to be consistent with City of Portland and Marine Board rules.

8. Consider update to natural disaster policies in RAP that recognize natural gas/petroleum products pipelines that run through the Island and across the Channel.

## Chapter 2: Marinas & Floating Homes

### Subcommittee Key Issue Clarification

The Subcommittee generally agreed that our attention should be focused on "key issues". Based on review of the general issues identified above and the Subcommittee meeting summary, the following key issues are identified (or clarified and made more specific) below:

1. Need to define "rural character" specifically for the Multnomah Channel – which has a different character than Sauvie Island itself.

2. Need to clarify whether Goal 14 Urbanization in combination with Policy 6A Urban and Rural Reserves limits the ability of marina owners to redevelop as "community service" uses in the MUA-20 Zone.

3. Need standardized definitions for the terms related to marinas used in the SIMC Plan.

4. Need to coordinate with ODOT Rail and railroad companies regarding long trains that block normal and emergency road access to marinas; a related need to have an emergency plan to address spills or oil tanker fires – especially in cases where such incidents are combined with blocked access.

5. Need to review Policy 10 which in 1997 was intended as a short-term option for recognizing existing marinas.
a. Need to prohibit the expansion of existing marina footprints – as opposed to redevelopment within existing footprints.

6. There is a need to streamline and clarify the permitting process for redevelopment of marinas within their existing footprints for floating home moorages.
a. Need to ensure that floating homes meet the building and safety code standards for plumbing, water, electrical and structural permits.
b. Need to ensure that redevelopment of existing marinas is consistent with the Endangered Species Act and Clean Water Act.
c. Need to determine which agency (agencies) is (are) primarily responsible for implementing the Clean Water Act and Endangered Species act along the channel. Multnomah County, the City of Portland (under contract with Multnomah County), the Oregon Department of State Lands and the Oregon Department of Environmental Quality all have some responsibility.
d. Need to clarify how the County's Willamette River Greenway provisions apply, in practice, to redevelopment proposals for existing marinas, and to define the terms "water-dependent" and "water-related" as they apply to proposed WRG developments.

7. Need to address issue of live-aboard boats being used as permanent residents. It is reported that live-aboards use is wide spread. Additionally, there is need to address the problems associated with live-aboard boats, especially electrical hazards and lack of sanitary systems.

## Chapter 2: Marinas & Floating Homes

### Information Summary

This section includes an inventory of approved marinas on the Multnomah Channel and evaluates state and local regulations affecting the development of floating home moorages and live-aboard boats.

### Inventory of Multnomah Channel Marinas and Floating Home Moorages

Multnomah Channel has 18 marinas. The Department of State Lands (DSL) has approved leases over public water for each of these marinas. Table 2.1 provides a summary of the marinas inventory prepared by County staff in 2014.[1] Immediately following adoption of the 1997 SIMC Plan, the County initiated an inventory of existing floating homes.

- The second column under "Number of Floating Homes" shows the results of this 1997 inventory.
- The third column indicates the number of existing floating homes identified in Multnomah County Division of Assessment, Recording and Taxation records.
- The fourth column shows the number of floating homes that have County land use approval.

**Table 2.1: Multnomah Channel Marinas Floating Home Inventory**

| | 1997 Inventory | Existing 2014 (DART Records) | County Land Use Approval |
|---|---|---|---|
| Totals | 233 | 255 | 337 |

Source: Multnomah County Land Use and Transportation

Some conclusions can be drawn from Table 2.1. The number of floating homes increased by 9.4% over the last 17 years – from 233 in 1997 to 255 in 2014 and the number of approved floating homes is 32% greater than the number of existing floating homes; 255 floating homes exist and 337 have been approved.

### Background

The Multnomah Channel is home to 18 marinas and moorages (17 of which are within the boundaries designated by Comprehensive Plan Policy 26), which include a mix of floating homes and boat slips. All marina/moorage properties are located within the MUA-20 zone district. The majority of the moorages/marinas are located along the west side of the Multnomah Channel and east of Highway 30 and the Burlington Northern railroad. A number of topics were considered during the course of the planning project, which included four subcommittee meetings and two CAC meetings.

### Habitat

The CAC identified the need for stronger protections of salmon and riparian habitat associated with any development and/or reconfiguration of marinas and moorages along the Multnomah Channel. NOAA Fisheries, the Oregon Department of Fish and Wildlife, DEQ, and the West Multnomah Soil and Water Conservation District among others have indicated willingness to work with County staff and the community in the development of enhanced habitat protection standards.

### Health and Safety

The CAC also recognizes the need for health and safety standards for floating homes and live-aboard boats (boats occupied for short-term and long term stays within a marina/moorage). Future code amendments should include standards for floating homes similar to building codes applicable to dwellings on land. Code amendments should also include sanitation, plumbing, and electrical standards for floating homes, occupied live-aboard boats, and other floating structures such as boathouses. The subcommittee and many community members strongly recommend pump-out facilities for any boats that are occupied within a marina or moorage.

[1] A more detailed inventory is available at the Land Use Planning office.

## Chapter 2: Marinas & Floating Homes

### Residential Density at Marinas and Moorages

Many of the marinas and moorages along the Multnomah Channel were established several decades ago. Since the mid- 1970s a number of these facilities have added floating homes and expanded the number of slips for boat storage. A number of moorages gained approval for additional floating homes through the Community Service application process. However some moorages grew over time and did not gain approval for additional floating homes.

In 1997 a reconciliation process provided a path to gain recognition of the number of floating homes in existence as of July 1, 1997 at a participating moorage subject to other existing approvals (i.e. DSL water leases, and septic system approvals).

The current status of the marina/moorages is that the 18 facilities are recognized through previous Community Service permit approvals and/or through Policy 10 reconciliation. The marinas and moorages are collectively approved for 337 floating homes and there are 255 existing floating homes. Most facilities are currently at or below their approved number of floating homes, while a few appear to have exceeded their approvals.

Floating home moorages and expansions of existing moorages are permitted in the MUA-20 zone subject to the Community Service approval provisions. The County's Waterfront Uses code allows a maximum number of floating homes based on a formula calculated at 1 floating home per 50 feet of waterfront. For example, a moorage associated with a property that has 500 feet of shoreline could potentially qualify for up to 10 floating homes. This formula is commonly referred to as the 1:50 density standard.

The subcommittee and the CAC contemplated a fundamental question: Can floating home moorages retain the ability to increase the number of floating homes up to the 1:50 standard with an updated Rural Area Plan? A second, related fundamental question was, should moorages be able to increase the number of floating homes up to the 1:50 standard or should the moorages retain their existing approved number of floating homes without the possibility of adding floating homes. Many marina/moorage owners, including owners serving on the CAC, expressed the desire to retain the 1:50 density standard into the new RAP. A number of factors were considered during the examination of the issue:

1. Rural Reserve Designation. The entire plan area, including the Multnomah Channel is located within a designated Rural Reserve. A Rural Reserve prevents the Urban Growth boundary from being expanded into the area. Additionally, changes to zoning that would allow more intensive uses than currently allowed are generally prohibited. Another important feature of the Rural Reserve is that it generally prohibits the ability to take an exception to a statewide planning goal if that exception would result in more intensive uses – this is an important point to consider, because if any of the state goals would normally prohibit residential expansion of moorages the Rural Reserves designation would essentially prohibit the ability to take a goal exception to allow the expansion.

2. State Goal 14 – Urbanization. When the Rural Area Plan is adopted, it must comply with state planning laws. Goal 14 states that urban densities and services should be located within urban growth boundaries associated with urban areas and conversely limits the level of residential density in rural areas. State rules associated with Goal 14 generally prohibit counties from adopting zoning rules that would allow more than one single family dwelling on rural parcels. These rules reference lots and parcels and do not specifically indicate how the rules might apply to floating home moorages. However, the Oregon Department of Land Conservation and Development (DLCD) staff have indicated that they understand Goal 14 rules to prohibit the ability to increase residential density beyond existing approved numbers.

3. State Goal 15 – Willamette River Greenway. State rules govern development activities within and along the entire length of the Willamette River; these rules are applied as the Willamette River Greenway (WRG), which includes the entire length of the Multnomah Channel (a distributary of the Willamette River). The WRG requires most development to be located 150 feet from the river unless the development qualifies as water dependent.

The question of whether a floating home is water dependent was debated among the members of the subcommittee and the CAC. Many believe that because dwellings do not necessarily need to be located on the water, floating homes do not qualify as water dependent (i.e. a dwelling does not need to float on the water and can be located on land). Others believe that floating homes are water dependent because they are designed for placement in the water. Multnomah County has found in previous cases that floating homes are water dependent, however, DLCD staff has indicated that they do not interpret floating homes to be a water dependent use.

4. State Goal 11 – Public Facilities Planning. The implementing rules for Goal 11 generally prohibit the ability to extend sewer service to new uses outside of the Urban Growth Boundary. The applicability of Goal 11 with respect to adding additional floating homes to moorages can be a complicated question subject to interpretation.

The definition of 'sewer system' means in part, a sanitary system serving more than one lot. It is possible that in some or possibly all instances, an exception to Goal 11 would be required for the addition of floating homes. The Rural Reserves rules however, would likely prohibit the goal exception.

5. Portland/Multnomah County Climate Action Plan. 2030 Goal 6 of the plan is to 'Reduce per capita daily vehicle-miles traveled (VMT) by 30 percent from 2008 levels.' Additional dwellings outside of the UGB (relatively far from jobs and services) would certainly result in an increase in VMT contrary to the objective of 2030 Goal 6.

As outlined above, the issues surrounding the question of whether to create policy advocating for retention of the 1:50 floating home density standard vs. policy advocating for capping the existing number of floating homes at existing approved numbers is complicated. The question is further complicated by the fact that a clear consensus on the issue by the CAC was never achieved.

Proposed plan policy 2.1 supports the continuation of moorages including supporting the number of floating homes already allowed by previous approvals. However, Policy 2.1 also makes clear that no new floating homes above existing approved numbers are permitted.

### Live-aboard Boats

It is reported that there are a significant number of boats that have the features of a live-aboard vessel (cooking, sleeping, bathing, and toilet) are being used as full time residences within their respective boat slips along the Multnomah Channel. The subcommittee and the CAC pondered the issue as well as how the use should be considered.

The CAC favored creating standards to accommodate live-aboard boats as residences within a marina but there was not full consensus on just how this should be accomplished. The CAC did agree that regardless of how the use is considered, there ought to be standards that ensure safe water and electrical connections, as well as appropriate handling of sewage generated by live-aboards. The general policy options contemplated by the CAC were:

1. Allow full time residential use of live-aboards within a marina subject to the total number of residences approved in the marina. This option requires Community Service (CS) approval and requires that boats meet health, safety, and environmental standards (i.e. electrical, water and sanitation) for occupied boats docked in a marina.

2. Do not allow full time residential use of live-aboards.

3. Allow full time residential use of live-aboards, but do not count them towards number of approved residences at the facility, do not provide specific caps on the number of live-aboards and do not apply the 1:50 standard.

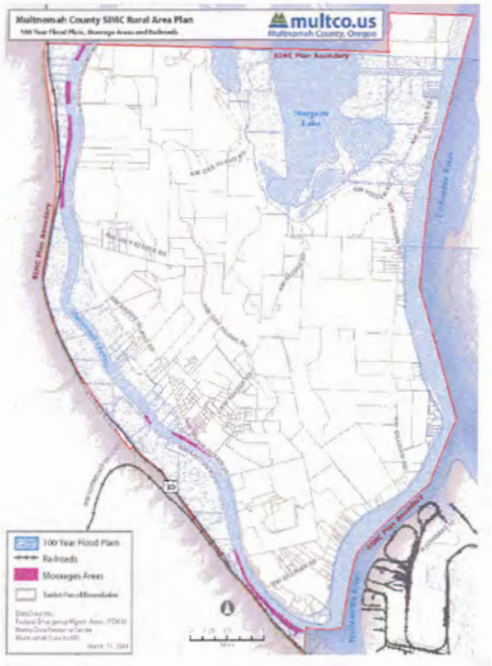
The majority of the CAC preferred the third option, while staff recommended the first option because the third option presents issues with the rural reserve rules by allowing a change to the zoning to allow greater residential density, Goal 14 by allowing urban residential density outside of the Urban Growth Boundary, and is contrary to the Climate Action Plan's goal of reducing VMTs because the option would likely result in an increase in the number of daily trips by single occupancy vehicles.

Part-time occupancy of live-aboards was also considered. Most of the CAC favored allowing an option for temporary occupancy of boats. Some on the CAC favored similar standards to the existing campground standards, which allow for occupancy of sites for up to 90 days per year subject to CS approval, however some on the CAC preferred different thresholds such as 30 days per year. Code updates to the campground standards could include provisions for temporary occupancy of live-aboards subject to CS approval and health, safety, and environmental standards. This option would essentially provide for camping within a marina. The question of maximum duration for temporary occupancy of live-aboards would be considered as part of any code amendments considering residential occupancy within boat slips.

## Inventory

Though the County has an inventory of the number of floating homes and infrastructure at moorages and marinas, the last time county land-use staff conducted a field inventory of all facilities was in 1997 after the adoption of the 1997 plan. Many on the CAC feel that the County should conduct a new field inventory to take account of any unknown quantities such as the number of live-aboard boats and the number of floating homes and other structures that may be being utilized as dwellings.

Figure 2.1: Multnomah Channel Moorages



# Marinas and Floating Homes Policy Framework

The following policies are designed to address the issues identified in the beginning of this chapter. Policies that address cumulative impacts are noted with an asterisk (*).

## Goal:

To support lawfully authorized marinas and moorages and floating residential units along Multnomah Channel that meet health and safety concerns, minimize environmental impacts and comply with state land use requirements.

## Policies:

***Policy 2.1**

Multnomah County recognizes the 17 existing moorage and marina facilities in the Multnomah Channel within the area designated in Comprehensive Plan Policy 26 as appropriate for marina development. Existing marina and moorage facilities may be reconfigured within their respective DSL lease areas. No new floating homes will be approved beyond the existing approved number of dwelling units.

**(a)** Significant reconfigurations within existing marina and moorage facilities shall only occur through the Community Service and Conditional Use process subject to all applicable County zoning standards. A reconfiguration shall not create more than a single row of floating residential units.

**(b)** Coordinate with the National Oceanic and Atmospheric Administration Fisheries Division (NOAA Fisheries) to amend the Willamette River Greenway overlay zone to include objective design standards that protect salmon habitat and fish passage within and along the Multnomah Channel.

Coordinate with the Oregon Department of State Lands (DSL) to ensure compliance with the Endangered Species Act (ESA) through its in-water leasing program.

**(c)** Adopt building, plumbing, electrical and mechanical standards for floating structures.

**(d)** As directed by Portland's Bureau of Environmental Services and/or Oregon's Department of Environmental Quality, marina and moorage owners must provide for safe and easy collection and disposal of sewage from marine uses in Multnomah Channel.

**(1)** Require marinas and moorages with floating structures to meet state standards for sewage collection and disposal similar to those standards that apply to dwellings on land.

**(2)** Boat slips serving boats with onboard cooking and/or sanitation facilities must be provided with an on-site mechanism for disposal of sewage, either through connections at each slip or through the availability of on-site alternative pump out facilities which are reasonably safe from accidental spillage.

**(e)** The number of floating homes, combos and live-aboards at a marina or moorage facility shall not in combination exceed the number of floating residential units for which the facility has obtained county land use approval.

Where the number of existing floating residential units at a marina or moorage facility exceeds the number of floating residential units that the County has approved at that marina or moorage on the effective date of this 2015 SIMC Rural Area Plan, then within one year following that date the marina or moorage owner shall provide the County with a plan to bring the facility into compliance over the coming years.

**Policy 2.2**

Maintain a current inventory of all marinas and moorages. Include all dwellings, boat slips, floating structures, live-aboards and supporting infrastructure in the inventory. The County Transportation and Land Use Planning Department shall notify all moorage owners to submit the required inventory within 120 days of the effective date of this plan and may require updates as needed.

**Policy 2.3**

Review consistency of definitions of floating home, houseboats, boathouses, live-aboards, combos, etc. used by agencies such as the Multnomah County Assessor, the City of Portland and the State when amending the Zoning Ordinance. Adopt a definition that includes all of these in some category (such as floating residential units) to which all policies apply.

**Policy 2.4**

Allow live-aboards to be used as full time residences within a marina or moorage and count the live-aboard slip in the total number of residences approved for the marina or moorage. This option requires Community Service (CS) approval and requires that boats meet health, safety, and environmental standards (i.e. electrical, water and sanitation) for occupied boats docked in a marina or moorage.

**Policy 2.5**

Consider standards to allow temporary use of live-aboard boats within marinas and moorages. This option requires that boats meet health, safety, and environmental standards (i.e. electrical, water and sanitation) for occupied boats docked in a marina or moorage.

**Policy 2.6**

Amend Comprehensive Plan Policy 26 to be consistent with policy 2.1.

# CHAPTER 3:

# NATURAL & CULTURAL RESOURCES

## Chapter 3: Natural & Cultural Resources

### Introduction

This plan update is timely with Multnomah County having the opportunity to work collaboratively with Island and Channel residents, farmers, property owners, natural resource conservation groups, the Sauvies Island Grange, the Sauvie Island Drainage Improvement Company, the West Multnomah Soil & Water Conservation District, Metro and state agencies to provide a comprehensive survey of natural features on and adjacent to the Island.

The CAC recommended inventorying and protecting additional significant wetlands and riparian corridors on Sauvie Island, coordinating with NOAA in the adoption of effective fish passage standards for development along the Multnomah Channel, working with state agencies and non-profits in voluntary efforts to restore and enhance wildlife habitat, and coordinating road maintenance and mosquito control efforts to minimize adverse impacts on wildlife habitat.

### KEY NATURAL RESOURCE AND NATURAL HAZARD ISSUES (FROM APPENDIX 1)

The following issues are quoted directly from the May 6, 2013 staff report to the Multnomah County Planning Commission related to PC-2013-2659 (Scoping Report in support of updating to the 1997 Sauvie Island – Multnomah Channel Rural Area Plan).

1. Concern for maintaining the rural character and agricultural nature of Sauvie Island.

2. Desire for preservation, restoration and enhancement of natural habitat.

3. Examine zoning code provisions for riparian habitat protection along the channel for consistency with community goals and both state and federal law.

4. Consider new RAP policy regarding acknowledging the history, prehistory, and cultural resources of the Island and Channel (Native Americans, Lewis and Clark, settlers, and early farming and dairying through to present day) in consultation with SHPO, Historic Society, Tribes, and other stakeholders.

5. Consider expanding wildlife tax deferral option to more zones.

6. Review and if necessary amend RAP and TSP policies for consistency with the 2009 Climate Action Plan. Consider Plan Objective #7 (Climate Change Preparation – community resilience, adaptation, levees /flood control), and Objective #4 (Forests and Natural Systems - with consideration of watershed health).
Information Summary (Appendix 4).

## Natural and Cultural Resources Inventory

This section includes a discussion of Goal 5 inventory information found in the 1997 SIMC Plan and the Multnomah County Comprehensive Framework Plan and inventory information provided by other governmental and non-governmental organizations. It will serve as a base for identifying and analyzing natural resources and developing coordinated programs for their protection, restoration and enhancement.

Figure 3.1: 1997 SIMC Plan Area


Figure 3.2: 2012 Aerial Photos


Figure 3.3: Public Lands (1997 SIMC Plan

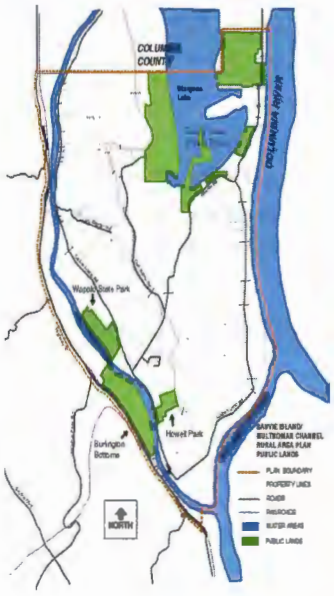



Figure 3.4: Public Lands (2014)
Note the Addition of the North and South Multnomah Channel Marshes and Duck Lake.

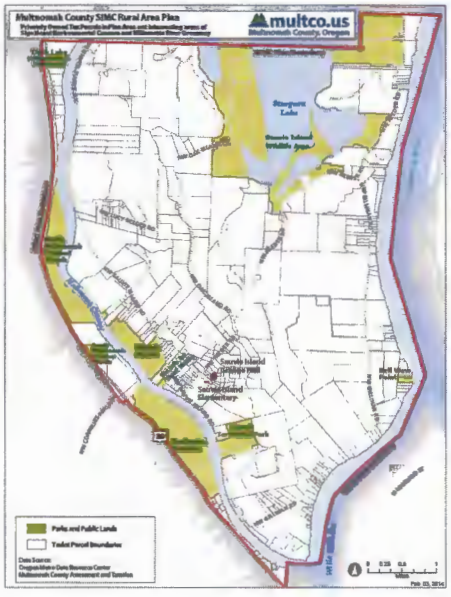


Figure 3.5: 100-year Floodplain from 1997 Plan

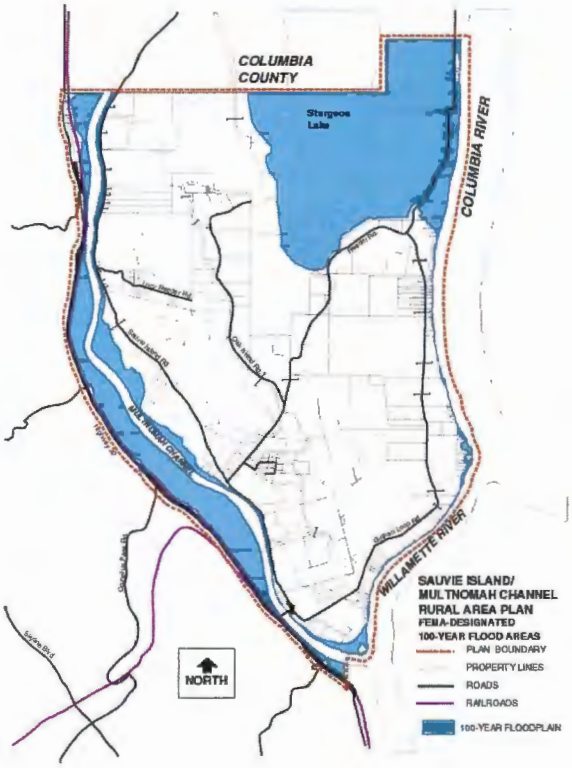
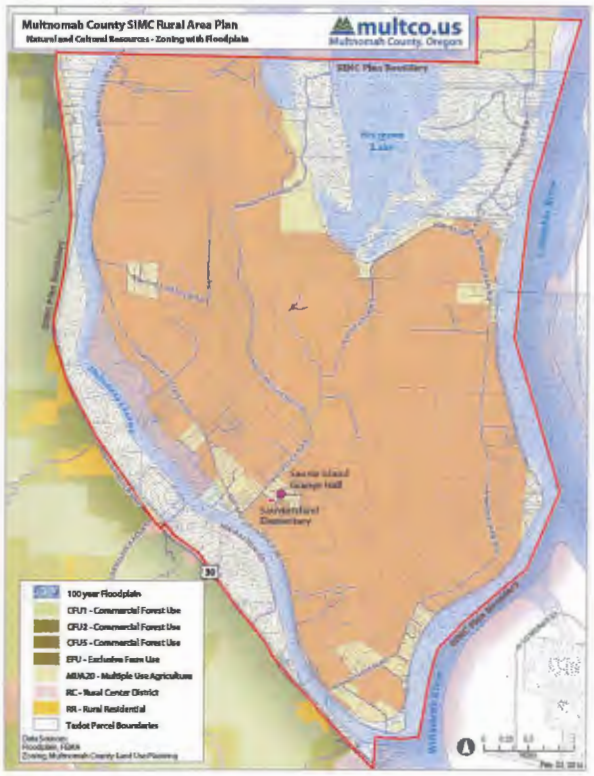



Figure 3.6: Floodplain and Base Zoning




As noted in the 1997 SIMC Plan:
The floods of 1996 showed the need for emergency communications and evacuation plans during natural disasters such as flooding, or other potential disasters such as earthquakes or wildfire. Among the needs the flooding demonstrated are: method of notice for evacuation, method of distributing emergency information to Sauvie Island residents, and the need for coordination between Multnomah County, the Sauvie Island Drainage District and the Sauvie Island Fire Protection District. Another expressed need is a flood monitoring station for the reach of the Willamette and Columbia between Portland and St. Helens.

The 1997 SIMC Plan also recognizes high ground-water conditions on the Island:
In Multnomah County a high ground water table is defined as groundwater between 0 and 24 inches below the surface. Areas with period high groundwater levels include parts of Sauvie Island. Groundwater is a significant factor in determining the suitability of an area for development. High groundwater tables can cause septic tank malfunction, basement flooding and can affect surface drainage.

The 1997 SIMC Plan identified three types of natural resource sites – and determined that all three were "significant":

1. Large-Scale Significant Resource Sites
2. Historical and Cultural Sites
3. Wetlands

Additionally, Multnomah County identified large-scale significant resources:
Multnomah County has conducted two levels of analysis for significant natural and environmental resources on Sauvie Island and Multnomah Channel. The first, done at the time of the initial adoption of the Multnomah County Comprehensive Framework Plan in 1980, identified several large-scale significant resource sites and historic and archaeological sites. The second, done in 1990, identified significant wetlands.

### Large-Scale Significant Resource Sites

Sturgeon Lake: This site of approximately 3,000 acres encompasses that portion of the State wildlife area boundaries in Multnomah County as well as some adjacent private lands along Reeder Road north of its confluence with Gillihan Road. The site is designated as sensitive waterfowl habitat by the Oregon Department of Fish & Wildlife. Additionally, this area was found to have significant natural areas, water areas, wetlands, and groundwater resources, all categories for protection under Goal 5 of the Oregon Statewide Planning Program. Multnomah County protected these natural and environmental resources by placing the Significant Environmental Concern (SEC) Zoning Overlay on the site. This overlay requires review of all non-agricultural development in order to minimize or eliminate impacts to wildlife habitat, wetlands, water areas, and groundwater resources.

West Side of Multnomah Channel: This site is bounded by Highway 30 on the west. It includes open space, fish and wildlife habitat, natural areas, water areas, wetlands, and groundwater resources which are significant. Multnomah County protected these natural and environmental resources by placing the Willamette River Greenway (WRG) Zoning Overlay on the site. This overlay requires review of all nonagricultural development in order to minimize or eliminate impacts to open space, fish & wildlife habitat, natural areas, wetlands, water areas, and groundwater resources.

Howell Lake and Virginia Lakes: These two sites are found to be significant as open space, fish and wildlife habitat, natural areas, water areas, wetlands, and groundwater resources. Howell Lake is located on the Bybee-Howell County Park (now owned by Metro). Virginia Lakes (now known as the Wapato State Park) are located on the east side of Multnomah Channel, west of Sauvie Island Road north of its intersection with Reeder Road. Multnomah County protected these natural and environmental resources by placing the Willamette River Greenway (WRG) Zoning Overlay on the sites. This overlay requires review of all non-agricultural development in order to minimize or eliminate impacts to open space, fish & wildlife habitat, natural areas, wetlands, water areas, and groundwater resources.

### Historical and Cultural Sites

Bybee-Howell House: This Greek revival styled home was constructed in 1856, and is the oldest structure in rural Multnomah County. It is part of the Bybee-Howell County Park (now administered by Metro). The Oregon Historical Society has completely restored the house and it is listed on the National Register of Historic Places. It is considered protected because of its listing and its location within a public park.

### Native American Archaeological Sites

The area around the confluence of the Willamette and Columbia Rivers was a well-known and favored location for Native American settlements from perhaps 3,500 years ago up through the early 1800's. Sauvie Island has several known village sites which were mapped by the Lewis and Clark expedition, as well as the Sunken Village site, located on Multnomah Channel near the southern end of the island. Information about these sites is not made known to the general public, due to the potential for abuse and concern for the private property rights of affected landowners.

### Wetlands

As part of the State Goal 5 process, Multnomah County undertook a wetlands and riparian areas inventory during the spring and summer of 1988. Areas surveyed included Sauvie Island and Multnomah Channel.
Riparian areas adjacent to the wetlands and water areas were also evaluated and mapped as part of the inventory because of the interrelationship they have for wildlife habitat. The consultant's final report produced the following significant wetland and riparian areas for Sauvie Island and Multnomah Channel, along with each area's wildlife assessment rating, which measures its value as wildlife habitat (More detailed discussion of the wildlife habitat value of each site can be found in the original report):

1. Virginia Lakes (Score: 79-81 Points) -- now known as Wapato Access Greenway: The Virginia Lakes area is approximately 280 acres, bordered on the south by Multnomah Channel and Sauvie Island Road to the north. It is a complex of six different vegetative community types. Most of Virginia Lakes is owned and managed by the State of Oregon as a state park. The site is protected by the Willamette River Greenway Overlay Zone, which prevents all non-agricultural disruptions of the significant wetland area.

2. Rafton Tract [*Now known as the J.R. Palensky Wildlife Area*](Score: 74 Points): Rafton Tract (Burlington Bottoms) is located west of Sauvie Island, on the west side of Multnomah Channel. The site is a mosaic of riparian forest, emergent wetland, marshes and sloughs and grass/sedge meadows. Once a high quality wetland and wildlife habitat site, due to its species and structural diversity, the area's value has been greatly diminished by intensive cattle grazing. In 1993 the Bonneville Power Administration (BPA) purchased most of the Rafton-Burlington Bottoms site as mitigation for impacts to wetlands elsewhere in the Northwest. It is anticipated that the BPA will transfer ownership of its holdings to Metro. The BPA, in coordination with the Oregon Department of Fish & Wildlife, produced an analysis of existing conditions on this land in 1994. In 1995, Portland area voters approved a bond issue for Metro Parks and Greenspaces. This bond issue authorized Metro to purchase lands to the north of the BPA holdings in Burlington Bottoms for protection as open space and wetlands preservation. The Burlington Bottoms area has potential as a wildlife viewing area which could relieve the pressure of such recreational uses on the Sauvie Island Wildlife Area. The site is protected by the Willamette River Greenway Overlay Zone, which prevents all non-agricultural disruptions of the significant wetland area.

3. Sturgeon Lake (Score: 71-73 Points): Sturgeon Lake is a maze of floodplain lakes influenced by the Columbia River. Inflow and outflow of this shallow-bottomed lake is through the Gilbert River. The lake area is 2,928 acres with an elevation of eight feet and occupies the middle of Sauvie Island. Water levels are determined by Willamette Valley and Columbia River tidal influences. The lake complex receives a lot of human use: bird watching, hiking, canoeing, fishing and seasonal hunting on some portions of the lake. Much of the land surrounding Sturgeon Lake is owned by Oregon Department of Fish and Wildlife and is managed as a wildlife area, primarily for water fowl. The oak woodlands of Oak Island border Sturgeon Lake to the west with agricultural land to the south. Sturgeon Lake and the surrounding lands are zoned with the Significant Environmental Concern (SEC) overlay zone. This zone prevents all non-agricultural/forest disruptions of the significant wetland areas.

4. Multnomah Channel (Score: 65 Points): Multnomah Channel, located on the west side of Sauvie Island, flows north from the Willamette to the Columbia River. The Channel is approximately seven miles long. The degree of slope and type and width of riparian vegetation varies along the channel. The greatest wildlife habitat function of Multnomah Channel is as a travel corridor. The water and adjacent riparian vegetation provide habitat for waterfowl, heron, cormorants and kingfishers. Human use of the channel is high, including several boat moorages, log rafts, day boaters and fishers. Multnomah Channel is zoned with the Willamette River Greenway (WRG) zoning overlay district. This zone prevents all non-agricultural/forest disruptions of significant wetland areas, and requires review of all development proposals for their impact upon such wetlands and wildlife habitat.

5. Dairy Creek, Gilbert River and Misc. Drainage ways (Score: 56 Points): The riparian strips along the water features are predominantly black cottonwood and Oregon Ash dominated with alder, willow, cherry, hawthorn and big leaf maple. The wildlife habitat value of these riparian strips on Sauvie Island varies depending upon the width of the riparian strip and the adjacent land uses. These waterways are mostly privately owned. The Gilbert River serves as the main drainage way for the Sauvie Island Drainage District's [now the SI Drainage Improvement Company] system. Both of these streams are zoned with the SEC overlay zone which protects the wetlands associated with them from non-agricultural development. "Related drainage ways" are not protected with the SEC overlay zone, because they are of relatively insignificant value as wetland wildlife habitat.

6. Sand Lake (Score: 49 Points): Sand Lake is a small isolated lake on Sauvie Island surrounded by agricultural land and houses. The land around Sand Lake is privately owned. Residents pump water in and out of the lake and have also

treated the lake with chemicals to eradicate algal blooms. These activities effect the wildlife habitat value and use of the lake. Sand Lake is zoned with the SEC overlay zone, which prevents non-agricultural disruptions of the significant wetland areas.

7. Howell Lake (Score: 47 Points): Howell Lake and the adjacent wetland are located north of the Bybee Howell House. The lake is primarily open-water with about 5% of the surface area covered with emergent aquatic vegetation. Adjacent land use is agricultural. The lake receives limited human use by bird watchers and visitors to the By-bee Howell House. Most of the wetland areas are part of the Bybee-Howell Park, administered by METRO. METRO is currently preparing a master plan for the park. The site is zoned with the Willamette River Greenway (WRG) zoning overlay district, which prevents all non-agricultural and non-forest disruptions of significant wetland areas.

8. Small lake near Wagonwheel Hole Lake (Score: 47 Points): This small linear lake is densely vegetated with willow, black cottonwood and ash on one side and steep banks with reed canary grass on the other. The impacts of diking, roads and fences limit the wildlife use of this site. The site is privately owned. The SEC overlay zone which has been placed on the site prevents all non-agricultural disruptions of the significant wetland area.

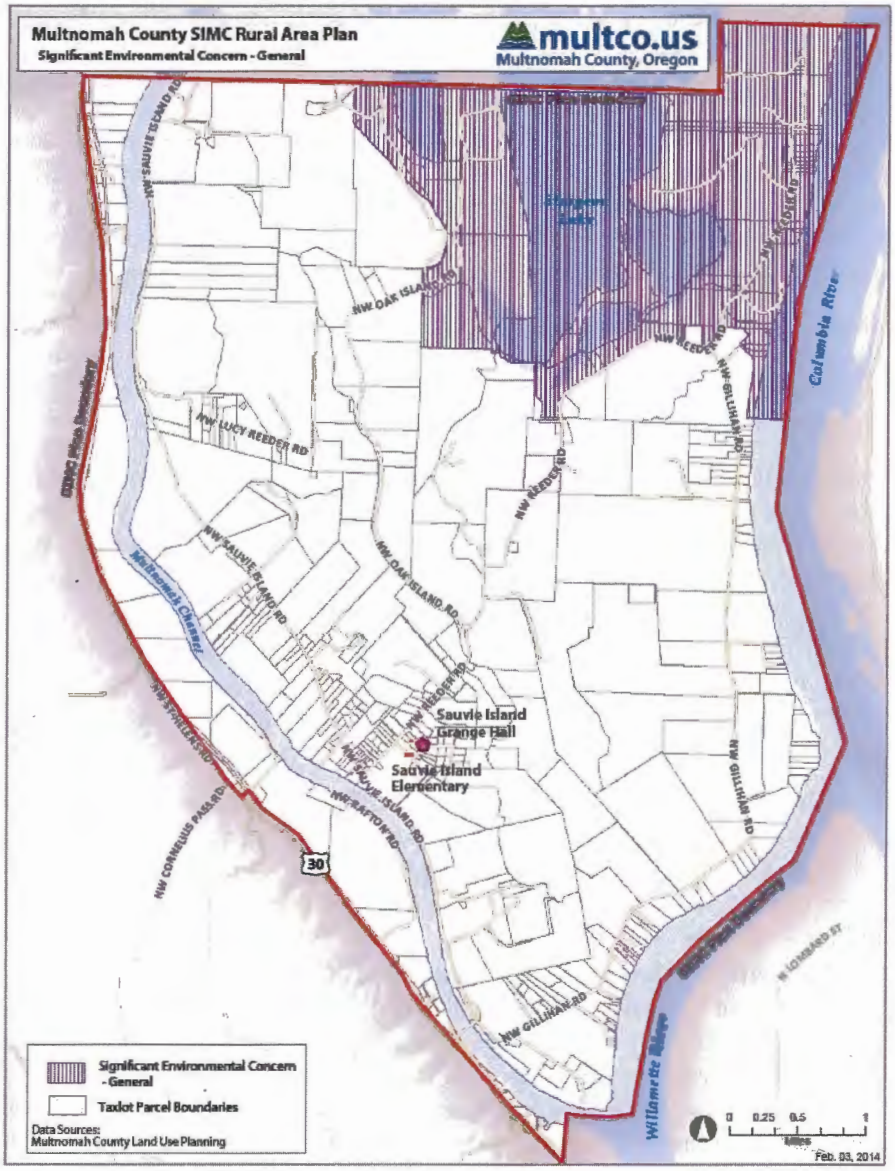
9. Agricultural Ditches and Sloughs on Sauvie Island (Score: 37-40 Points): The majority of the waterways bisect agricultural lands. The steep banks and dense mat of vegetation limit access to and from the water for some wildlife species. Water quality may be affected by chemical runoff from adjacent agricultural fields. Water levels in these ditches fluctuate seasonally. These ditches and sloughs are privately owned. Some of the ditches are maintained by the Sauvie Island Drainage District, while the rest are the responsibility of individual property owners. These sites are not protected by the SEC overlay zone because of their small, fragmented nature, and the fact that they are all zoned for rural uses. Most are zoned Exclusive Farm Use, and any non-agricultural use must be approved through a conditional use permit process. Such a process would serve to protect significant wetlands from development or degradation.

10. Wagonwheel Hole Lake (Score: 37 Points): This is a small body of open water at the northern limit of the county on Sauvie Island. The banks have been severely disturbed and are eroding. Human use, primarily fishing, is heavy. The site is mainly important due to its location between Sturgeon Lake and wetlands and Multnomah Channel to the west. Significant wetlands on this site are protected from non-agricultural disruptions by the SEC zoning overlay.

### Application of the SEC Overlay to Natural Resource Sites

Figure 3.7 shows water resource sites within the SIMC planning area that are currently protected by the Significant Environmental Concern (SEC) overlay. The general SEC overlay applies primarily to land within the Sauvie Island Wildlife Area; however, some private land in the Sturgeon Lake area is also protected by the SEC overlay. Note that this overlay does not limit normal agricultural operations. The Willamette River Greenway overlay protects significant natural resources along the Multnomah Channel. Figure 3.7 shows the SEC general overlay applied to public and private land within the SIMC planning area.

Figure 3.7: SEC Overlay




Figures 3.8 and 3.9 show additional riparian areas and wetlands mapped since 1997. There have been numerous voluntary projects to restore and enhance these water resources since the SIMC Plan was adopted in 1997. The "significance" of water resources outside of the SEC and WRG overlays has not been determined. Water resources outside of the SEC and WRG overlay zones currently are regulated by the Department of State Lands (DSL) but lack County Goal 5 protection.

Figure 3.8: Riparian Areas

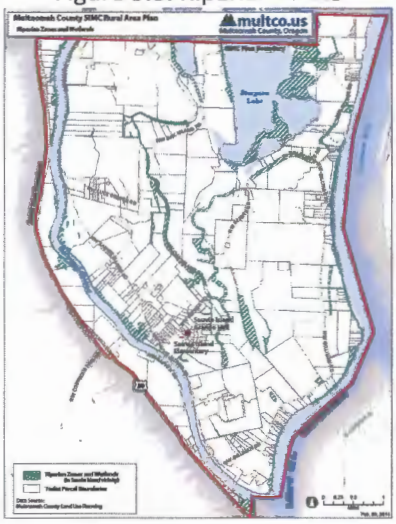



Figure 3.9: Wetlands


Figure 3.10: Geography Prior to Levees

## Geography and Natural History

The following maps provide some context for our current planning efforts – and a reference point as we collaboratively pursue programs to restore and enhance natural resources within this planning area. The maps below provide a snapshot of the SIMC planning area before engineering projects changed the Island's ecology in the latter half of the 19th Century.

Figure 3.11: Historic Vegetation Cover

As the Island and vicinity developed over time:

- Bridge construction improved vehicular access;
- Levee construction protected agricultural areas; and
- Wetlands and water bodies were "filled or modified to provide irrigation, drainage, and flood control.

This land "reclamation" process resulted in is a series of small wetlands and areas of vegetation that are often isolated from each other, preventing the interaction that promotes biodiversity and functioning as part of the regional natural resource network. The maps on the following page show existing wetlands and vegetation.

- Figure 3.12 shows historic vegetation types that provide wildlife habitat that are valued by Indian tribes.
- Figure 3.13 shows soil types based on information from a 1919 soil survey.

Over the last few decades, the need to restore and enhance natural systems within the SIMC planning area has resulted in collaborative efforts by Island residents, governmental and non-profit organizations. The following is a partial listing of the ongoing voluntary projects and mapping efforts that are beginning to change the ecological structure of area.

Figure 3.12: Historic Vegetation/Habitat

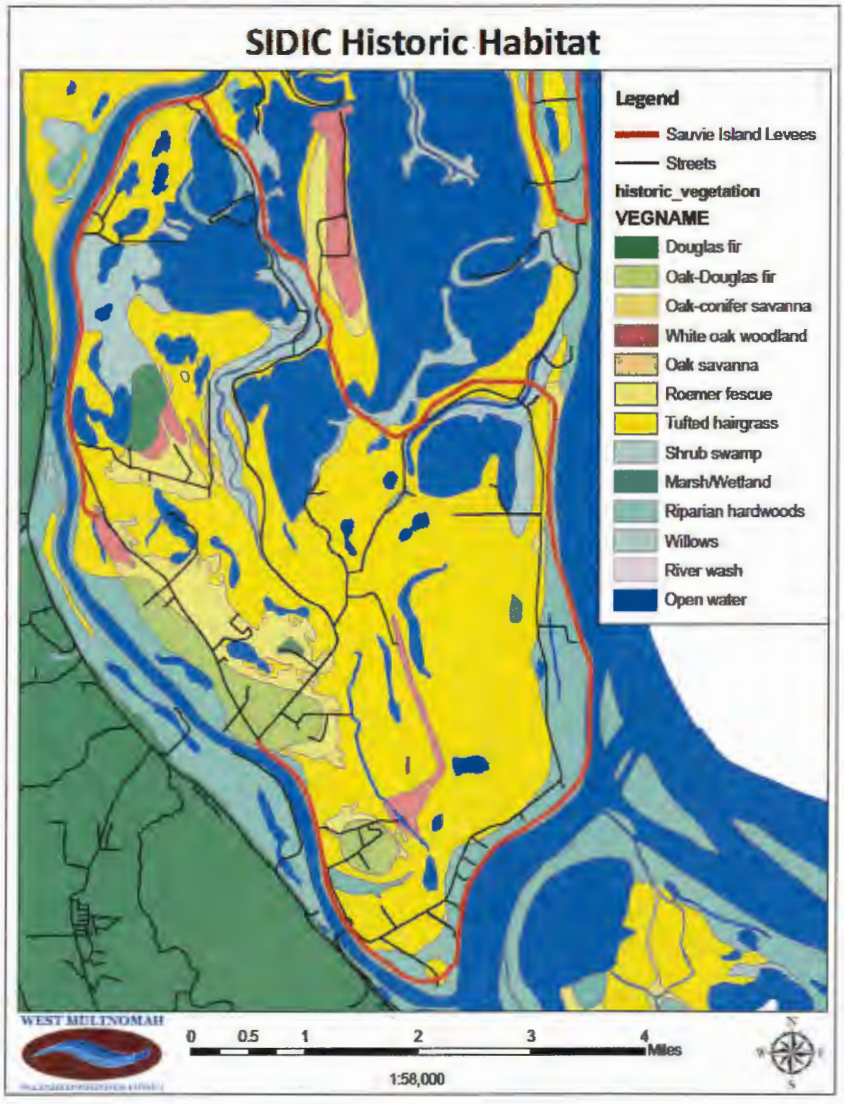
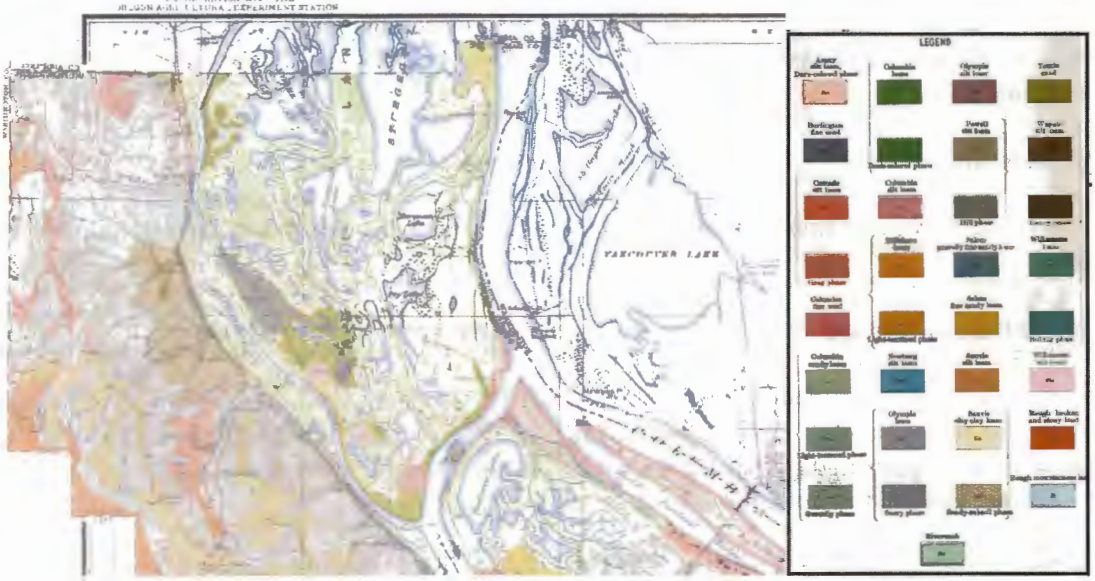


Figure 3.13: Historic Soils Survey (1919)




## Metro Maps

Metro has prepared a number of natural resource inventories and maps. Specific to the SIMC Plan are identification of wetlands and historic vegetation, shown below. Note that Metro's riparian and wetland map shows a number of riparian areas and wetlands that do not appear on the 1997 SIMC Map – which was based on wetlands identified in the National Wetlands Inventory (NWI).

Figure 3.14: Wetlands (2014)


Figure 3.15: Vegetation (2014)

## West Multnomah Soil & Water Conservation District

The West Multnomah Soil and Water Conservation District was established almost 70 years ago as the Sauvie Island Soil Conservation District. It provides funding and technical assistance on restoration projects, farm and agricultural issues, invasive plants, native plants, and oak habitat protection. The Conservation District has coordinated a variety of projects on Sauvie Island including:

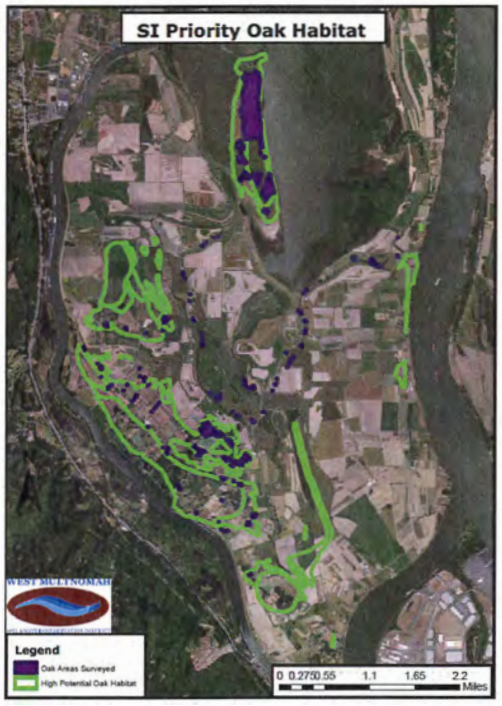
- The Sturgeon Lake Restoration Project;

- Private landowner restoration projects (mud and manure management, riparian and oak habitat restoration, and pasture management);

- Technical assistance to the Sauvie Island Drainage Improvement Company with its hydrology study.

The Conservation District has also provided technical assistance on the SIMC Plan project team by providing mapping of historic and present day soils, wetlands and water bodies, habitat public lands, upland oak locations, and cultural resources. This information is incorporated throughout Appendix 4 as specific resources or resource areas are discussed. Figure 3.16 shows existing and potential oak habitat on the Island.

Figure 3.16: Existing/Potential Oak Habitat




## Sauvie Island Habitat Partnership

The mission of the Sauvie Island Habitat Partnership (SIHAP) is conservation and restoration of Sauvie Island habitats and species. SIHAP has an unpaid director and is loosely governed by representatives of organizations that have a stake in habitat work on the island.

## Sauvie Island Wildlife Area

The 12,000-acre Sauvie Island Wildlife Area is located on the north portion of Sauvie Island, spanning Columbia and Multnomah Counties. Owned by the State, it is habitat for wintering waterfowl, swans, herons, sandhill cranes, bald eagles and 250 other species. Waterfowl number reach 200,000 and shorebird numbers reach 30,000. Bald Eagles and Peregrine Falcons occur in the Wildlife Area. These wetlands also play an important role in the endangered salmonid life cycles. Active Heron rookeries are located in the Johnson Unit and Footbridge Unit.

Access is restricted during hunting season and spring. The wildlife area includes wetlands, savannah, cottonwood bottomlands, and upland Oregon White Oak forest managed by the Oregon Department of Fish and Wildlife as a Wildlife Area. On the southwest side of the island, Oregon State Parks owns and manages a 180-acre parcel that contains many of the native habitats found elsewhere on the island. Figure 3.17 shows the southern portion of the Sauvie Island Wildlife Area.

## The Wetland Conservancy

The Wetland Conservancy has recently applied for a Bullitt Foundation grant to support a sub-regional natural resource survey and community outreach effort, with the intent of preparing a voluntary conservation plan as part of a regional conservation strategy.

Figure 3.17: Sauvie Island Wildlife Area - Southern Portion


## Scappoose Bay Watershed

The Scappoose Bay Watershed program complements The Regional Conservation Strategy prepared by the Intertwine Alliance in 2012, the vision of which is to create an interconnected system of functioning natural areas that protect the region's air and water quality, help species and habitats recover from past degradation and increase their resilience to change, and promote the role of working lands and built landscape in supporting regional biodiversity.

## Scappoose Watershed Council

The Scappoose Bay Watershed consists of a series of creeks on the west side of Multnomah Channel that drain primarily portions of Columbia County, but also a small area in Multnomah County (Jackson and South Scappoose Creeks). Figure 3.18 shows the Scappoose Bay Watershed.

## Oregon Natural Heritage Program

The Portland State University Institute for Natural Resources (successor to the Oregon Natural Heritage Program) indicated that there are no recognized "natural areas" in the SIMC Plan area. Scappoose Bay is, however, a recognized "natural area".

## Grand Ronde Tribal Efforts to Restore Cultural & Archeological Resources

The Grand Ronde Tribe actively participates in cultural and archeological resource identification and protection efforts by working collaboratively with property owners, local governments, the State Historic Preservation Office (SHPO) and the US Department of the Interior.

Figure 3.18: Scappoose Bay Watershed

## Flood Hazard Mitigation

Figure 3.6 shows the base flood (commonly referred to as the "100-year floodplain") boundaries, encompassing the area that has a one percent chance of flooding each year based on FEMA (Federal Emergency Management Agency) maps. The 1996 flood exceeded the base flood event. For a base flood, the water level is established by FEMA outside of the levees at approximately 31 feet at the south end of the island and 29 feet at the Multnomah/Columbia County boundary, so all land unprotected by levees below that level within the Multnomah County portion of the Island would be inundated.

## Sauvie Island Drainage Improvement Company

The Sauvie Island Drainage Improvement Company (Drainage Company) was created to manage flood control works constructed by the US Army Corps of Engineers in the late 1930's and early 1940's. The Drainage Company is working collaboratively with state agencies and non-profit organizations to carry out its mission in an environmentally sensitive manner.

## Useful Resource Categories

It is useful to categorize resource inventories based on existing levels of Goal 5 protection. This can help identify future programs and activities necessary to protect, enhance, or expand specific resources to optimize their potential values. Suggested categories are:

- Resource Sites in Public Ownership. These lands are owned and managed for a specific conservation purpose. The reason for their protection is well defined, and often accompanied by a management plan or future development plan that may be limiting, and will need to be considered in analyzing future protection measures.
- Resource Sites in Private Ownership and Protected With Conservation Easements. Similar to public ownership, resource protection through easement is well defined, although management of the area may not be. Resource values protected through easements need to be considered, but development or enhancement of additional values can be considered.
- Resource Sites in Private Ownership with WRG or SEC Protection. This category includes land that is zoned WRG or SEC. These resources may also be regulated by state or federal agencies (as is the case with wetlands and the Multnomah Channel).
- Resource Sites in Private Ownership without Regulatory or Ownership Protections. This category may include resources that do not meet the regulatory definitions of wetland or water body, or are upland habitats, but are important in the overall functioning of the Island ecosystem. Examples may include small drainageways, wetlands that did not appear on the National Wetlands Inventory (NWI), hedgerows, and forested areas or oak groves. These resources may be protected through a combination of educational, incentive and regulatory programs.

## Statewide Regulatory Framework and Relevant County and Agency Plans

To the extent that additional natural resource sites are inventoried and determined to be "significant" from a Goal 5 perspective, the County must follow the "new Goal 5" rule (OAR 660 Division 023), which spells out ESEE (economic, social, environmental and energy) analysis process and steps that must be followed prior to application of the SEC-w or SEC-s overlay districts to significant resource sites.

Figure 3.19: Public and Private Land

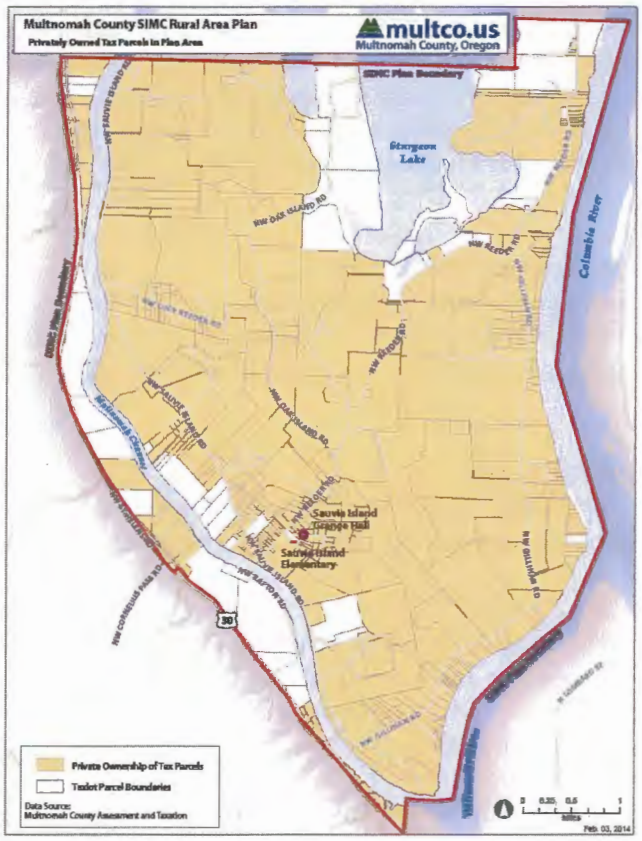
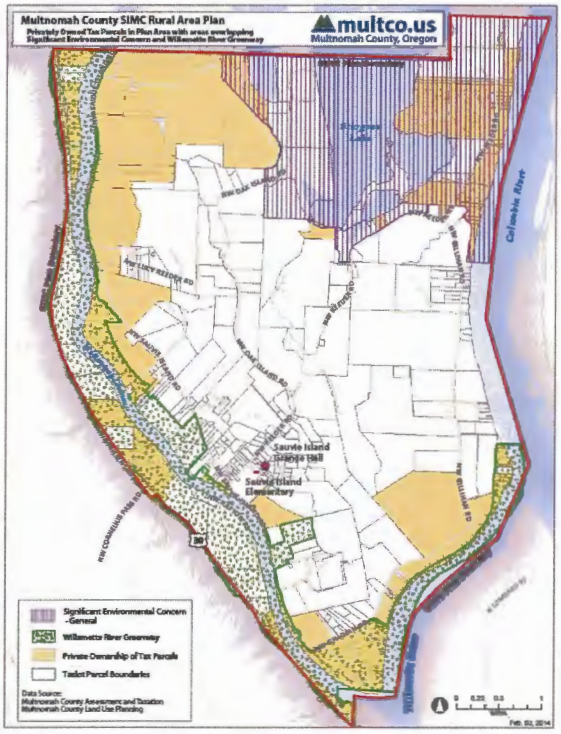



Figure 3.20: WRG and SEC Zoning




Figures 3.19 and 3.20 show the location of the Willamette River Greenway (WRG) and Significant Environmental Concern (SEC) overlay zones in relation to property ownership. The majority of land protected by SEC and WRG regulations is publicly-owned.

# Natural & Cultural Resources Policy Framework

The following policies are designed to address the issues identified in the beginning of this chapter. Policies that address cumulative impacts are noted with an asterisk (*).

## Goal:

To protect and restore natural and cultural resources and conserve scenic and historic areas and open spaces on Sauvie Island and Multnomah Channel and maintain their rural character.

## Policies:

**Policy 3.1**

Collaborate and partner with private, public and non-profit organizations and tribes to adopt and maintain an inventory of natural systems in the planning area, document restoration projects, and develop strategies to address natural resource issues including but not limited to hydrology, climate change, changes in regional geography, wildlife and habitat conservation, restoration and enhancement, and educational programs.

**Policy 3.2**

Encourage voluntary conservation efforts such as conservation easements and community-based restoration projects that complement Multnomah County's Goal 5 (Natural and Cultural Resources) and Goal 15 (Willamette River Greenway) regulatory programs and if possible, extend the Wildlife Habitat tax deferral to MUA lands.

**Policy 3.3**

Coordinate with federal and state agencies, including National Oceanic and Atmospheric Administration Fisheries Division (NOAA Fisheries) to develop design standards that protect salmon habitat and fish passage within and along the Multnomah Channel and its tributaries and ensure compliance with the Endangered Species Act (ESA).

**Policy 3.4**

Update the inventory of surface water resources and associated riparian areas in compliance with Goal 5 requirements. Apply the Significant Environmental Concern overlay to significant wetlands (SEC-w) and streams (SEC-s) in the planning area.

**Policy 3.5**

Where possible, streamline and simplify the Multnomah County Code to provide and encourage fish and wildlife habitat restoration and enhancement projects on public and private lands conducted by natural resource public agencies such as Metro, Multnomah Soil and Water Conservation Districts and Oregon Department of Fish and Wildlife.

**Policy 3.6**

Multnomah County should work collaboratively with the Sauvie Island Drainage Improvement Company, state and federal agencies, and non-profit organizations to maintain the drainage and flood-control functions provided by the Company while restoring natural systems where appropriate.

**Policy 3.7**

Adopt a "dark sky" ordinance for the planning area and work with the City of Portland, Port of Portland and other adjacent jurisdictions and agencies towards reducing light pollution from sources beyond the plan area.

**Policy 3.8**

Encourage educational programs regarding the maintenance and restoration of wildlife habitat in the planning area, including programs addressing:

**(a)** Maintenance and restoration of wildlife corridors.

**(b)** Restoration and enhancement of wetlands, riparian areas and grasslands.

**(c)** Planting of native vegetation hedgerows.

**(d)** Conserving Oregon white oak habitat and bottomland cottonwood/ash forests.

**(e)** Use of wildlife-friendly fencing.

**Policy 3.9**

Coordinate with Native American tribes and the Oregon State Historic Preservation Office (SHPO) to adopt a program to inventory, recover and protect archaeological and cultural resources and prevent conflicting uses from disrupting the scientific value of known sites. Adopt a process that includes timely notice to tribes and SHPO of applications that could impact cultural resource sites, and develop standards to evaluate comments received from the tribes and SHPO.

**Policy 3.10**

Require reporting of the discovery of Native American artifacts and other cultural resources to SHPO and the Native American tribes.

**Policy 3.11**

Where development is proposed on areas of cultural significance, encourage evaluation of alternative sites or designs that reduce or eliminate impacts to the resource.

**Policy 3.12**

Recognize and celebrate the heritage value of the natural resources of Sauvie Island to Native American tribes, including historic wetlands, riparian areas, water bodies and oak uplands. Encourage and support the protection and restoration of these resources.

**Policy 3.13**

Continue to explore and encourage opportunities to conduct selected dredging to increase depth, flows, flushing, and circulation action in Sturgeon Lake in coordination with partner agencies and organizations. Support the dredging and reconstruction of the Dairy Creek Channel between the Columbia River and Sturgeon Lake to allow it to remain open for 8-10 months of each year, and contribute to the cost of replacing two failed culverts where Reeder Road crosses Dairy Creek.

**Policy 3.14**

Direct the Multnomah County Vector Control staff to coordinate with Oregon Department of Fish and Wildlife, using that agency's map of sensitive areas and their Vector Control Guidance for Sensitive Areas to identify important habitat for sensitive species like red-legged frogs and native turtles where an altered protocol should be used. The county's vector control staff is encouraged to act as a resource in efforts to educate and collaborate with landowners about natural means of mosquito control.

**Policy 3.15**

Recommend that any fill generated as a result of dredging activities be located on Sauvie Island only under the following conditions:

**(a)** To assist in flood control.

**(b)** Not on designated wetlands.

**(c)** Not on high value farmland unless placement of such fill improves a farm's soils or productivity.

**(d)** In areas where it will not negatively impact wildlife habitat.

**Policy 3.16**

Review internal protocols related to road and right-of-way maintenance, including roadside hedgerow trimming and weed eradication. Work with the West Multnomah Soil & Water Conservation District, ODFW and the Sauvie Island Habitat Partnership to protect wildlife and manage invasive plant species to ensure that habitat and water resource restoration projects are coordinated with county road maintenance and drainage control programs.

Ensure that non-profit organizations and property owners are aware of county programs that may limit wildlife habitat restoration projects, and that road county staff are aware of existing and completed habitat restoration projects when they conduct their operations.

To implement this policy, the County Road Maintenance program will review the following recommendations:

**(a)** Except in emergency situations, County road mowing should be done between August 15 and March 15 to minimize impact to nesting birds, and workers should avoid mowing at identified turtle, frog and salamander crossings during nesting season (May and September).

**(b)** Culverts under county roads should be surveyed, then repaired and replaced as needed to limit barriers to fish and wildlife passage.

**(c)** County staff should work with ODFW and the Sauvie Island Habitat Partnership to identify and mitigate in areas where concentrations of small wildlife cross county roads.

**(d)** Mowing equipment should be regularly cleaned so that seeds of invasive plants are not spread into areas where they have not yet been introduced.

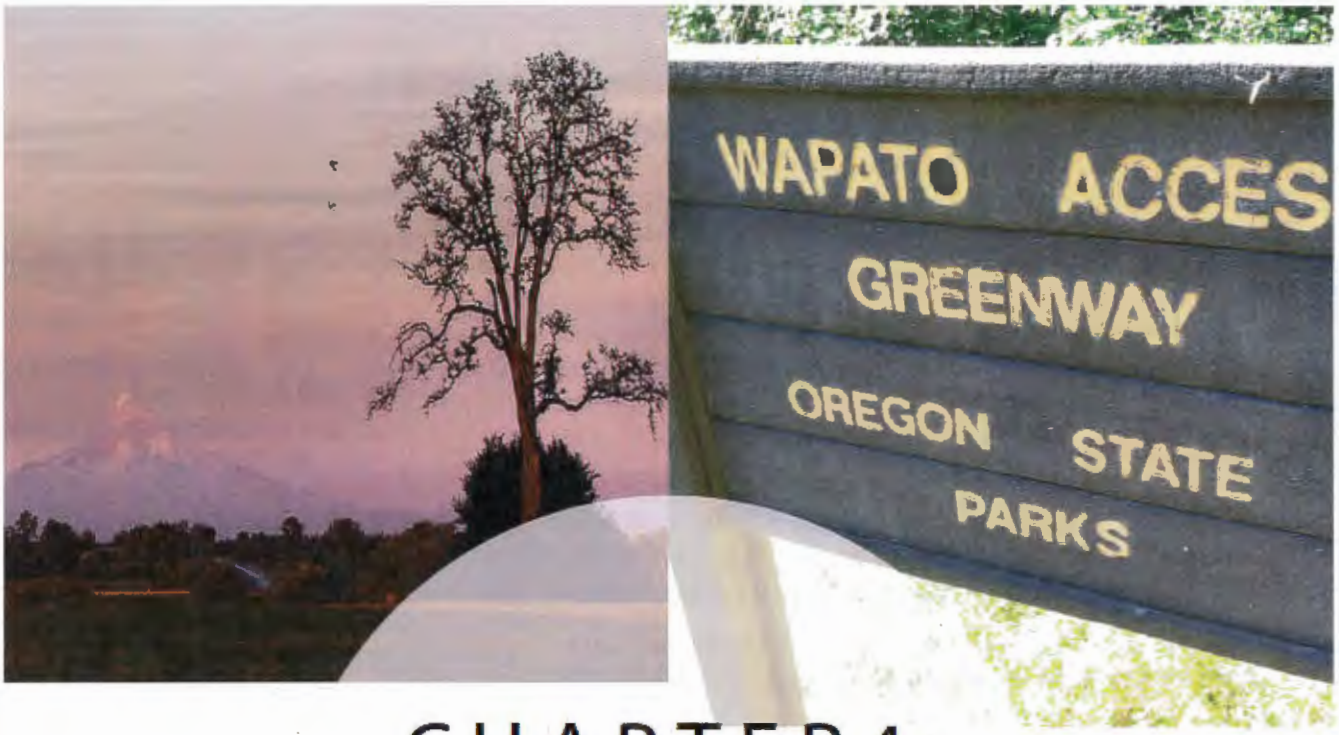
**(e)** County staff should confer with the West Multnomah Soil & Water Conservation District on best management practices before removing invasive weeds along road right-of-way.

**(f)** County staff should be trained to recognize invasive and desirable native plant species; Multnomah County should prioritize plant species for control.

**(g)** County staff should inform property owners of the existing Owner Vegetation Maintenance Agreement, which allows abutting property owners to maintain right-of-way vegetation.

**Policy 3.17**

Update the Willamette River Greenway standards in the Multnomah County Code for clarity consistent with implementing rules and statutes.




# CHAPTER 4:
# PUBLIC & SEMI-PUBLIC FACILITIES

## Chapter 4: Public & Semi-Public Facilities

### Introduction

Public and semi-public facilities serve residents, workers and visitors to Sauvie Island. Public facilities include state, regional and local parks, wildlife areas, the school, the water district, utilities and similar publicly-owned facilities. Semi-public facilities are those which serve or pass through the plan area but are not publicly-owned, such as railroads, the drainage company, natural gas pipeline, farm-worker housing and the grange. The major issue identified by the Public and Semi-Public Facilities subcommittee was traffic and other impacts from increased use of public facilities.

Appendix 5 identifies public and semi-public facilities within the SIMC planning area – as well as their functions and impacts. As shown on Figure 4.1, the SIMC planning area includes Sauvie Island, the Multnomah Channel, and land between US Highway 30 and the Multnomah Channel.

### Key Public & Semi-Public Facility Issues (from Appendix 1)

The following issues are quoted directly from the May 6, 2013 staff report to the Multnomah County Planning Commission related to PC-2013-2659 (Scoping Report in support of updating to the 1997 Sauvie Island – Multnomah Channel Rural Area Plan) or were identified by the Public and Semi-Public Facilities Subcommittee.

1. Concern regarding the increasing numbers of visitors to Sauvie Island and related issues, such as increased traffic and increased demand on emergency service providers.

2. Consider policy acknowledging farm stand role as source of food and incidentals for local residents and tourists – partially fulfilling the role of 'Rural Center' uses that are lacking on the island. (Note that new 'Rural Center' zones are not possible under the Rural Reserve Designation).

3. Consider new RAP policy that promotes coordination with ODFW and Columbia County regarding managing impacts of beach users such as traffic, parking (and parking fees), and litter.

4. Consider update to natural disaster policies in RAP that recognize natural gas/petroleum products pipelines that run through the Island and across the Channel.

5. Identify needed support facilities for seasonal farm workers and evaluate potential locations and funding options for such facilities.

### New Public and Semi-Public Facility Issues (Identified by Subcommittee)

1. Increasing the amount of parking at parks could in turn accommodate more visitors. Care should be taken regarding expansion of parking areas at parks. Staff indicates that parking and visitation data are important to help inform the transportation system plan.

2. Public safety agencies bear extra burden from high numbers of visitors. There is a desire to increase public safety coverage during high visitation and a desire to seek additional funds for this purpose.

3. Consider user fee concept that would help capture visitor impacts to roads and emergency services. User fee could apply to parks and possibly events parking.

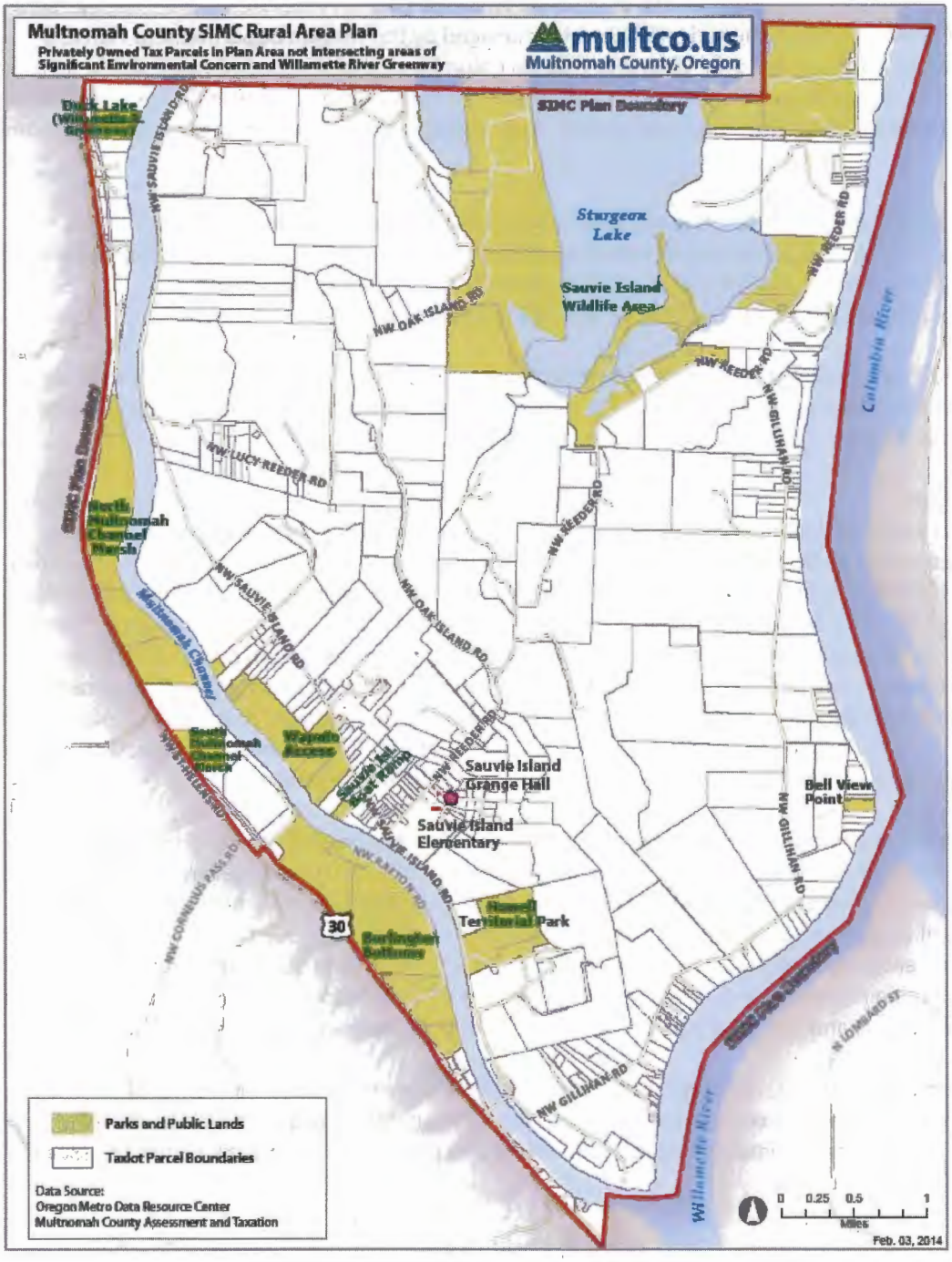
4. The term carrying capacity should be defined. Perhaps this can be used as a baseline when considering applications for facilities and parks upgrades and/or expansion proposals.

5. There is a need to understand the number of farm workers commuting to the Island. Some outreach is needed in this area.

6. Consider electrical transmission lines along the west side of Multnomah Channel as a facility in addition to gas pipeline.

7. Policy considering potential for rail disaster should be included along with any disasters and hazards policies.

Figure 4.1: Public Lands in the SIMC Plan Area



## Chapter 4: Public & Semi-Public Facilities

### Information Summary (from Appendix 5)

Information regarding public and semi-public facilities in the SIMC planning area is provided below.

### Sauvie Island Wildlife Area (SIWA)

The Sauvie Island Wildlife Area was established in 1947 and is managed by the Oregon Department of Fish and Wildlife (ODFW). The wildlife area covers over 18 square miles in Columbia and Multnomah County; about 3.75 square miles (2,398 acres) are located in Multnomah County portion of Sauvie Island. The wildlife area includes Sturgeon Lake which straddles the County line and Columbia River public beaches which are entirely within Columbia County.

The SIWA is zoned a combination of Multiple Use Agriculture (MUA-20) and Exclusive Farm Use (EFU).
The MUA-20 zone allows "Public and private conservation areas and structures for the protection of water, soil, open space, forest and wildlife resources" and the EFU zone allows Wildlife Habitat Conservation and Management Plan pursuant to ORS 215.800 to 215.802 and ORS 215.806 to 215.808."

The SIWA Plan (ODFW 2010) is based on an ecosystem management philosophy. The primary goal of the plan is to protect, enhance and manage wetland habitats to benefit native fish and wildlife species. The plan also considers strategies to manage the impacts of increasing beach visitation.

As noted in the SIWA Plan:
"Sauvie Island has become one of the most visited locations in Oregon, even surpassing Crater Lake National Park almost two fold (counts in 2008 – 415,686 visitors at Crater Lake and nearly 800,000 at SIWA). Public use on the wildlife area was 989,361 visitor days in 2009. Due to its close proximity to the Portland Metropolitan Area SIWA staff expects public use to continue to climb. In particular, the beaches of SIWA receive 55% of the total annual public use. Unfortunately, high levels of public use can impact fish and wildlife species through disturbance at critical times in their life cycle or physical alteration of their habitats. Public use can also occasionally exceed the physical capacity of facilities needed to accommodate these uses (e.g. parking areas). Depending on the level of impacts, it is likely that some public uses may need to be restricted in the future. The department will determine when and how to restrict uses, and provide the physical means (e.g. signage, kiosks) to implement such restrictions.

The number of visits by the public varies widely depending on weather conditions, with the heaviest use occurring in the summer. For example, over the entire year of 2009, a peak number of 989,361 visitor use days was recorded at SIWA, with 55% of all uses occurring on the beaches. During the summer of 2009, records show that, among all wildlife area uses, 85% of visitors recreated on the beaches. The current estimate of beach visitors is over 600,000 use days. Currently, seasonal entry restrictions are in place from October 1 through April 30. In recent years, biologists have recorded delayed spring migration of cackling Canada geese; therefore this closure period has been temporarily adjusted to a later date (May 1) and will be reassessed with the intent of maintaining this date in the future."

During the peak summer usage months, traffic must pass through the Multnomah County portion of the Island to reach Columbia River beaches. Ongoing coordination with ODFW and Columbia County is needed to address increased visitation and transportation impacts. Policies addressing this paramount "cumulative impacts" issue is addressed in Chapter 5: Transportation.

### Wapato Park

Wapato Park is a 156-acre nature preserve located on the Sauvie Island side of the Multnomah Channel and is managed by the Oregon State Parks and Recreation Department (OPRD). The park has a public boat ramp. The park property was purchased by OPRD as part of a conservation "greenway" plan to preserve lands of high resource value in the Willamette River/Multnomah Channel corridor, a critical habitat area for resident and migratory fish and wildlife in this region.

The site has diverse and high quality habitat; however, cattle grazing for several decades prior to OPRD ownership degraded the Wapato Access wetland. In 2010, the Lower Columbia Estuary Partnership (Estuary Partnership) completed the Wapato Access Floodplain Reconnection Feasibility Study, which identifies potential restoration opportunities for the site. The primary goal of this project is to restore the hydrologic connection between the disconnected floodplain wetland and the Multnomah Channel, and to enhance the capacity of the site for juvenile salmonid rearing and refuge habitat, as well as habitat conditions for multiple native species including birds, herptiles, plants and mammals.

Wapato Park is zoned EFU and MUA-20 with a Willamette River Greenway (WRG) overlay. Parks are allowed through the conditional use / community service use processes.

### Howell Territorial Park

Metro manages this 120 acre park which is located on the west side of Sauvie Island. The park includes the Bybee-Howell House, which is on the National Register of Historic Places. This Greek revival structure was built in 1856. The park also includes picnic facilities, a pioneer orchard, Howell Lake and associated wetlands. The restored farmhouse is closed to the public and no public tours are available at this time.

Metro's plans are to use of the farm house and park as an educational facility highlighting Native American culture and early Oregon events, and wildlife study and viewing. The site is zoned entirely EFU with a WRG overlay. Future development of the site for park and educational uses is managed through the conditional use process, where on- and off-site impacts are considered.

### J.R. Palensky Wildlife Mitigation Area (formerly Burlington Bottoms)

The 417-acre Palensky Wildlife Mitigation Area is owned by the Bonneville Power Administration and managed by ODFW as a wildlife habitat mitigation site on the west side of Multnomah Channel. The site is a mosaic of riparian forest, emergent wetland, marshes and sloughs and grass/sedge meadows. Once a high quality wetland and wildlife habitat site, due to its species and structural diversity, the area's value has been greatly diminished by intensive cattle grazing.

A 1994 Environmental Assessment and Management Plan recommended the site be managed for wildlife values, recognizing the diversity of fish and wildlife species. The management plan limits public access consistent with protecting the habitat values of the site. Small groups may access the site for low-impact activities, bird watching, and small research projects with local college students and volunteers who help with habitat restoration activities.

In 1995, Portland area voters approved a bond issue for Metro Parks and Greenspaces. This bond issue authorized Metro to purchase lands to the north of the BPA holdings in Burlington Bottoms for protection as open space and wetlands preservation. The Burlington Bottoms area has potential as a wildlife viewing area which could relieve the pressure of such recreational uses on the Sauvie Island Wildlife Area.

### Sauvie Island Drainage Improvement Company

The Sauvie Island Drainage Improvement Company (Drainage Company) was created to maintain and manage the flood control works built by the Army Corp of Engineers in the late 1930's and early 1940s. Originally created as a Drainage District, the district reorganized as an Oregon nonprofit corporation in 1995 and is governed by a three member Board of Directors, elected from within the district. The Drainage Company serves most of the Multnomah County portion of the Island: the service area includes over 11 square miles (11,170 acres), 18 miles of levees, over 35 miles of drainage ditches, four internal pump stations and four large volume pumps at the main pumping plant. The main pumping plant has a pumping capacity of about 125,000 gallons per minute.

Figure 4.2: Drainage Company Canal System


The Drainage Company may need to update the levee system in the near term. Upgrades to infrastructure typically require County review of Grading and Erosion Control and Flood Development permits. Review by the US Army

Corps of Engineers and the Division of State Lands will also be required. Environmental impacts and opportunities related to Sauvie Island's drainage system are also considered in Chapter 4: Natural and Cultural Resources. As noted in Chapter 4, the Drainage Company is working with Sauvie Island Habitat Partnership, ODFW and other organizations to manage drainage in an environmentally conscious manner.

### Sauvie Island Academy

Sauvie Island Academy is a K-8 public charter school located of NW Reeder Road near the Sauvies Island Grange. The Academy is within the Scappoose School District. Academy students are actively involved in restoration and enhancement projects on the Island. According to the Academy website: Through the philosophy of place-based education, Sauvie Island Academy offers a unique educational experience to all our students. We give our students the opportunity to learn through the values of stewardship and by using the community and natural surroundings as a learning environment that extends beyond the classroom, immersing children in the local heritage and cultural landscape. The school site is zoned MUA-20, which allows schools expansions subject to a Community Service Permit.

## Burlington Water District

The Burlington Water District serves nearly 200 homes, businesses and institutional customers along 4.0 miles of Hwy 30 as well as marinas and moorages along the mainland side of the Multnomah Channel. The District has been in continuous operation since the 1920s. The District purchases drinking water from the City of Portland Water Bureau through a master meter located near NW Harborton Road. The Water System Master Plan was prepared in 1990 and, through periodic updates, generous grants and loans has been systematically implemented. Most of the original recommendations for improvements have been completed or will have been completed in 2014. The District has adequate capacity to provide safe and reliable water supplies for all projected future conditions of population growth and fire protection within its service area.

## Fire Districts

The 1997 SIMC Plan includes the following discussion which remains valid today:
The Sauvie Island/Multnomah Channel Rural Area is served by three different fire and emergency services providers -- Multnomah County Rural Fire District # 30 (Sauvie Island FD), Scappoose Fire District, and the City of Portland Fire Bureau.

- The Multnomah County Rural Fire District #30 serves Sauvie Island from a station on Charlton Road. The District has a limited agreement with Portland for use of a fire boat for marine fires. The District's fire and emergency response force serve not only Sauvie Island residents, but also the 1.5 million visitors per year who visit Sauvie Island.
- The Scappoose Fire District serves the northern portion of the mainland side of Multnomah Channel, south to Burlington. The Burlington Water District provides fire protection services to land within its boundaries. Currently it contracts with the City of Portland to provide fire and emergency services.
- The Portland Fire Bureau services the Burlington area from Station # 22, located in St. Johns, with a response time to the area of 15-20 minutes. Due to the lengthy response time the district receives a low level of current services.

## Sauvies Island Grange #840

Located on property adjacent to the Sauvie Island Academy, the Grange hall serves as a community meeting place and community focal point. Clubs and fraternal organizations are listed as "community service uses" in the MUA-20 and are reviewed for on-and off-site impacts through the conditional use process.

## Natural Gas Pipeline

Williams Northwest Pipeline operates a natural gas pipeline that crosses the Multnomah Channel and the southern portion of Sauvie Island. A facility on the southern portion of the island distributes some of the gas into Northwest natural pipes that serve Island residents. The natural gas pipeline infrastructure crosses EFU and MUA-20 zones. The EFU district treats utility infrastructure as a Review Use and the MUA-20 requires a Community Service Permit review for new or expanded facilities. Concerns were raised during the community scoping process and at Public and Semi-Public Subcommittee level regarding potential pipeline leak and/or explosion hazards. The pipeline operator has easements that follow the path of the pipeline which include restrictions on development and activities on and over the pipelines.

## Bonneville Power Transmission Lines

Bonneville Power Administration regional electric power transmission lines run north/south between Hwy. 30 and the Multnomah Channel. Typical high voltage transmission lines and related towers run north/south along the west side of the Multnomah Channel.

## Seasonal Farm Worker Housing and Support Facilities & Services

There are two registered farm worker housing sites on Sauvie Island – one in each county. Seasonal farm and construction workers also commute to the Island. Concerns were raised during the community outreach process about the lack of choice in groceries and services on the Island, especially for workers who do not own a private vehicle to travel off the Island.

## Statewide Regulatory Framework and Relevant County and Agency Plans

Statewide Planning Goal 11 (Public Facilities and Services) and its implementing rule (OAR 660 Division 011) limit the county's ability to extend sanitary sewer systems outside of UGBs to serve rural areas:

"...Local Governments shall not allow the establishment or extension of sewer systems outside urban growth boundaries or unincorporated community boundaries, or allow extensions of sewer lines from within urban growth boundaries or unincorporated community boundaries to serve land outside those boundaries, except where the new or extended system is the only practicable alternative to mitigate a public health hazard and will not adversely affect farm or forest land.

Local governments may allow residential uses located on certain rural residential lots or parcels inside existing sewer district or sanitary authority boundaries to connect to an existing sewer line under the terms and conditions specified by Commission rules.

Local governments shall not rely upon the presence, establishment, or extension of a water or sewer system to allow residential development of land outside urban growth boundaries or unincorporated community boundaries at a density higher than authorized without service from such a system."

The Department of Environmental Quality (DEQ) has ultimate responsibility for approving on-site sewage disposal systems. Multnomah County contracts with the Portland Bureau of Development Services (BDS) to review applications for on-site sewage disposal systems for marinas and floating home moorages along Multnomah Channel. The provision of sewer and water systems to marinas and floating home moorages is addressed further in the Marinas and Floating Homes Background Report.

# Public & Semi-Public Facilities Policy Framework

The following policies are designed to address the issues identified in the beginning of this chapter. Policies that address cumulative impacts are noted with an asterisk (*).

## Goal:

To coordinate and collaborate with service providers and affected agencies to provide an appropriate level of public services to Sauvie Island and Multnomah Channel consistent with their Rural Character.

## Policies:

**Policy 4.1**

Cooperate with the Sauvie Island Drainage Improvement Company and state and local agencies to address drainage, flood control, and roadway functions of existing levees while restoring natural systems where appropriate.

Provide notice to the Drainage Company of any proposed code amendment or development on lands on and/or adjacent to Drainage Company infrastructure.

**Policy 4.2**

Continue to coordinate with Metro to ensure compliance with Rural Reserve designations, implementation of Metro's Greenspaces Master Plan and planning for Howell Park. In particular, work with Metro to:

**(a)** Ensure activities will complement natural and environmental resources of local and regional significance; and

**(b)** Ensure that Howell Territorial Park uses and improvements maintain harmony with the rural character of the plan area as well as natural and cultural resources.

**Policy 4.3**

Support only those recreational activities within the rural plan area that are complementary to and do not negatively impact natural and environmental resources on Sauvie Island and along the Multnomah Channel and its tributaries that are identified in Goal 5 and in the Metro Greenspaces Master Plan and lands approved in Metro's Acquisition Refinement Plan.

**Policy 4.4**

Coordinate with the Sauvie Island Rural Fire Protection District (RFPD) on emergency/disaster preparedness planning and evacuation plans for Sauvie Island residents.

# CHAPTER 5:

# TRANSPORTATION

## Chapter 5: Transportation

### Introduction

The transportation system of Sauvie Island and the Multnomah Channel serves and supports a number of different transportation modes for the area. These modes include motor vehicles, bicyclists, pedestrians, horses and farm equipment. As part of the scoping process for the update a number of concerns were raised regarding safety, conflicts between modes, and increased traffic and demand on the transportation system. The issue of "cumulative impacts" from increased tourism and recreational use of the Island was especially a focus of discussion of transportation issues at the Transportation Subcommittee and CAC level. The proposed policies are intended to address cumulative impacts from the transportation perspective.

### Key Transportation Issues

The following issues are quoted directly from the May 6, 2013 staff report to the Multnomah County Planning Commission related to PC-2013-2659 (Scoping Report in support of updating to the 1997 Sauvie Island - Multnomah Channel Rural Area Plan).

1. Need for strategies that reduce traffic conflicts between modes on Sauvie Island roads, particularly between bicycles and motorists, but also including farm equipment and pedestrians. There is a strong desire for better accommodations for bicycles and pedestrians. The lack of road shoulders and/or multi-use paths is a common theme.
2. Need for safety improvements for roads, intersections, and rail crossings.
3. Concern regarding the increasing numbers of visitors to Sauvie Island and related issues, such as increased traffic and increased demand on emergency service providers.

See also Chapter 4: Public and Semi-Public Facility which identifies "cumulative impact" issues related to increased tourism and recreational activities on the Island.

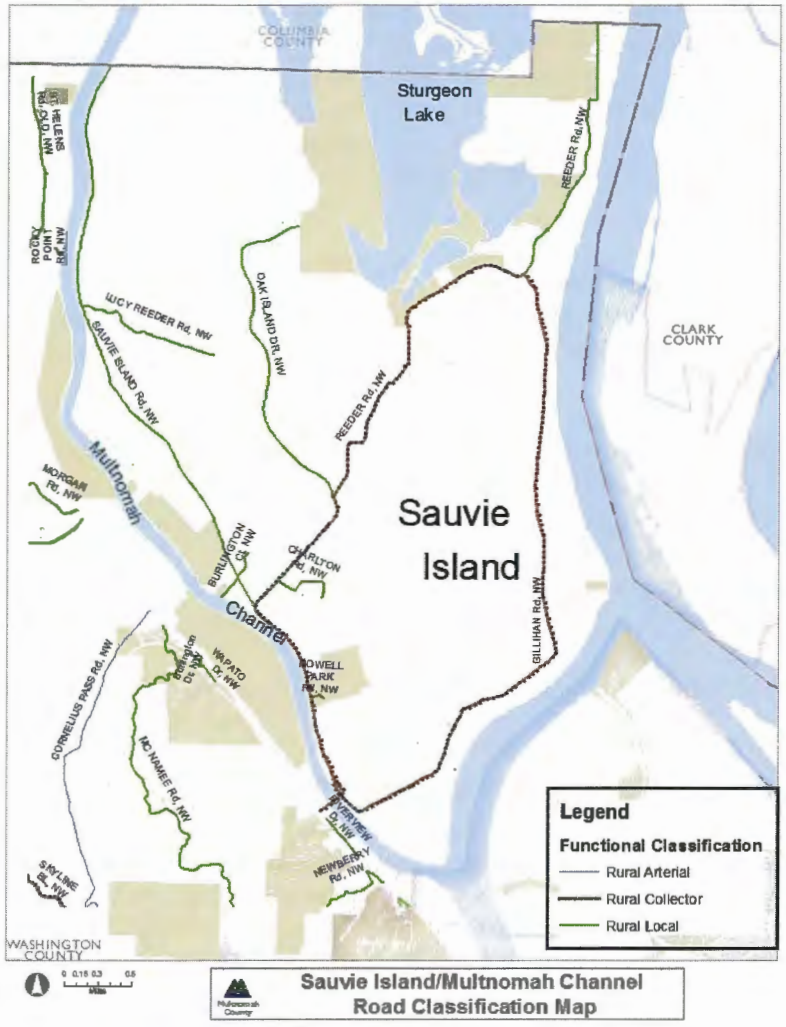
### Information Summary (from Appendix 6)

The transportation system in the area consists of a series of roads that serve a variety of uses. The area is dominated by agricultural uses and a wildlife area, with various water-related uses on and along Multnomah Channel ranging from protected wetlands to marinas. The Sauvie Island Road system is largely served by a main loop made up of a Rural Collector road system. They are Gillihan Rd, Reeder Rd. and Sauvie Island Rd. Rural Collector roads distribute traffic over large areas and generally connect to urban streets or rural arterials. They also provide for necessary truck transport (agriculture, timber or minerals) out of rural areas. All other roads in the Sauvie Island/Multnomah Channel Rural Area are Rural Local roads. Local roads provide access to abutting land uses and are generally low traffic volume and low speed facilities. All road access to Sauvie Island runs across the Sauvie Island Bridge, which crosses Multnomah Channel near the south end of the island.

Access to properties along the Channel mainly comes off US Highway 30 which is an Oregon Department of Transportation (ODOT) facility. These roads are mainly classified as Rural Local or Local Roads and mainly serve the adjacent land uses. These roads include: Wapato Drive, Burlington Drive, Wapato Avenue, and Lower Rocky Point Road. County standards for Rural Collector roadways include two 12-foot wide travel lanes and two 8-foot wide paved shoulders. Gillihan Road, Reeder Road and Sauvie Island Road are not currently constructed to the County standards for Rural Collector roads. While right-of-way is owned to accommodate these standards, there are no plans to reconstruct the roadways. Widening the paved surface would require extensive fill to widen the dike to accommodate an additional 16 feet for paved shoulders.

## Chapter 5: Transportation

Figure 5.1: Functional Classification of Roadways



# Transportation Policy Framework

The following policies are designed to address the issues identified in the beginning of this chapter. Policies that address cumulative impacts are noted with an asterisk (*).

## Goal:

To provide a safe and efficient transportation network for all modes of travel that serves Multnomah Channel and Sauvie Island and reduces congestion on Sauvie Island roadways.

## Policies:

**Policy 5.1**

The Multnomah County Bicycle and Pedestrian Advisory Committee should maintain continuous Sauvie Island representation to the extent possible.

**Policy 5.2**

Identify and implement short- and long- term solutions to safely accommodate bicyclists, pedestrians, and motor vehicles on Sauvie Island including on-road bikeways, separated multi-use paths, and funding options.

**Policy 5.3**

Oppose placement of new regional roadways in the Sauvie Island/Multnomah Channel Rural Area, should such roadways be contemplated by any regional transportation authority in the future.

**Policy 5.4**

Consider context sensitive design when reviewing rural roadway standards to determine appropriate paved shoulder widths to preserve the rural character of roads. Shoulder widening should aim to achieve a minimum 3 foot paved width.

**Policy 5.5**

Coordinate with ODOT Rail and Public Transit Division to promote appropriate safety devices at crossings.

***Policy 5.6**

Coordinate with the Oregon Department of Fish and Wildlife (ODFW) and Columbia County to manage and reduce demand on the Sauvie Island transportation system, especially during peak use periods, by making more efficient use of capacity on the system through strategies such as user fees, shuttles, and parking management programs. Strategies may include, but are not limited to:

**(a)** Encourage and support action by the Oregon Fish and Wildlife Commission to increase daily fees during peak use periods to an amount that will effectively reduce the traffic burden on Sauvie Island roads and reduce adverse wildlife impacts resulting from heavy traffic, noise and dust.

**(b)** Encourage Columbia County and the Columbia County Sheriff to prohibit parking on county roads outside designated parking areas and to post and enforce its parking restrictions.

**(c)** Encourage the use of ride sharing, and support safe and convenient park-and-ride facilities for carpools and transit service in convenient and appropriate off-island locations.

**(d)** Explore options for shuttle support and traffic reduction strategies such as traffic fees and parking management programs.

**(e)** Coordinate with transit agencies and service providers to identify existing transit deficiencies and the improvements necessary to increase accessibility to transit service by potential users.

**Policy 5.7**

Promote a transportation system that prioritizes and supports the efficient and safe movement of farm vehicles and equipment.

**Policy 5.8**

Maintain and improve the transportation system for all modes of travel with the following goals: reducing vehicle miles travelled, minimizing carbon emissions, reducing conflict between travel modes, and improving the natural environment by minimizing stormwater runoff and facilitating wildlife movement. Ensure that the transportation system reflects the community's rural character while ensuring efficiency and connectivity.

***Policy 5.9**

Implement a range of Transportation Demand Management (TDM) policies encouraging existing businesses and requiring new development (beyond single family residential use and agricultural uses) to help reduce vehicle miles traveled (VMT), and alleviate congestion on US 30 and county roads caused by seasonal and special event traffic.

**Policy 5.10**

Work with the Oregon Office of Emergency Management, Multnomah County Emergency Management and Multnomah County rural fire protection district to ensure that the transportation system supports effective responses to emergencies and disasters.

**Policy 5.11**

Promote effective use of signage designed to educate the public about farm equipment using roadways, wildlife crossings and bicycle and pedestrian safety. Work with businesses to create additional way-finding signs that can help visitors get to their destinations more efficiently.

**Policy 5.12**

Coordinate and work with transit agencies and service providers to identify existing transit deficiencies and the improvements necessary to increase access to transit services by potential users.

**Policy 5.13**

Encourage the Multnomah County Sheriff's Office to explore increased patrols and service to the island and keep the Sherriff's Office apprised of identified peak periods (days and seasons).

**Policy 5.14**

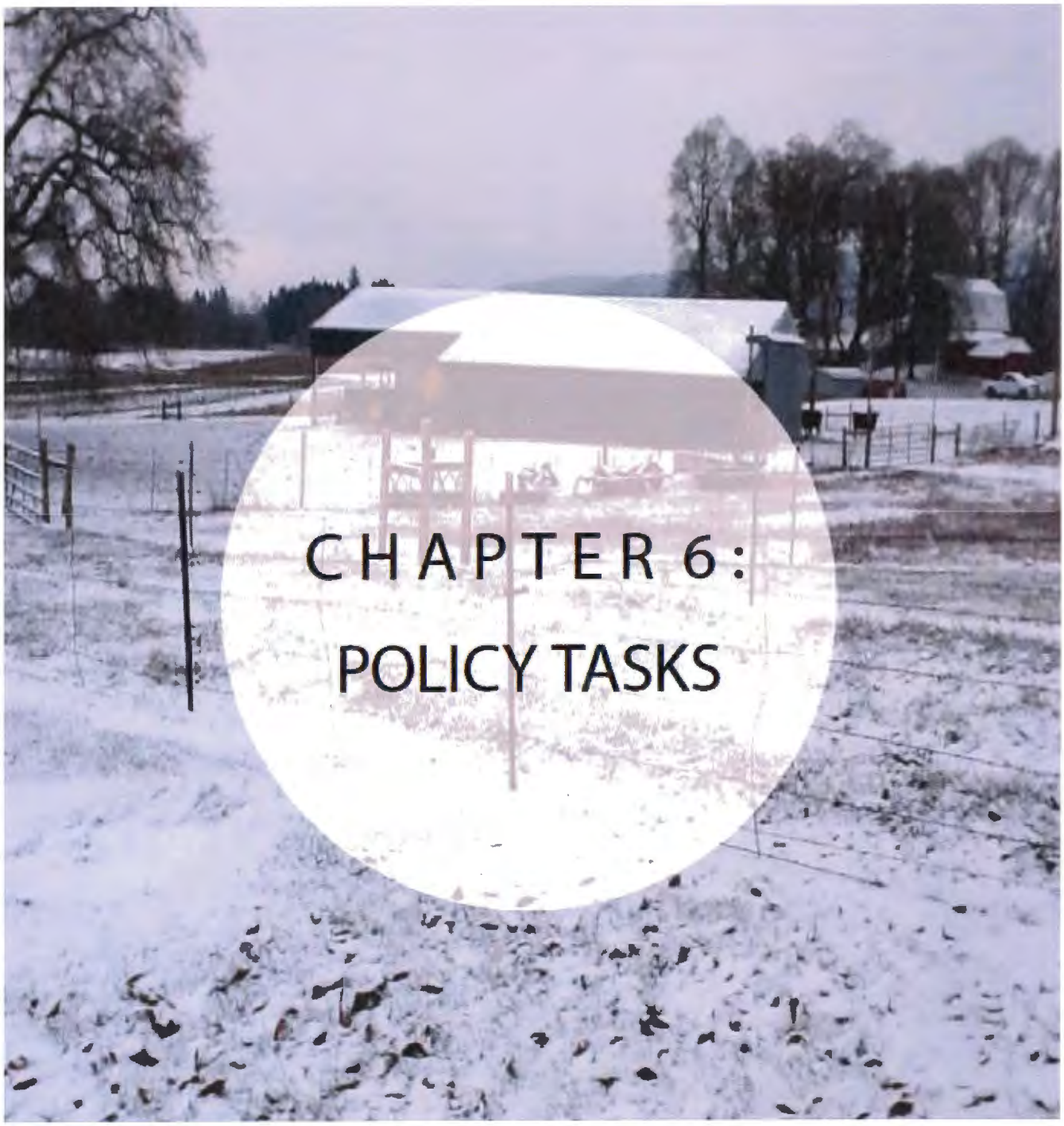
Maintain updated traffic counts for the plan area capturing peak season volumes.

**Policy 5.15**

Explore opportunities to connect Marina Way to Larson Road and extend Larson Road north of the Sauvie Island Bridge to provide safer and more convenient access for marina residents and patrons along Multnomah Channel.

**Policy 5.16**

Explore opportunities to provide public restroom facilities for Sauvie Island visitors.



# CHAPTER 6:
# POLICY TASKS

# SIMC Policy Tasks

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| Equity | | | | | |
| **Policy 1.0**<br><br>**Goal:** To support access to all and ensure that policies and programs are inclusive.<br><br>Acknowledge the needs of low-income and minority populations in future investments and programs, including an equity analysis consistent with required federal, state and local requirements.<br><br>**Strategies:**<br><br>1. Incorporate an equity analysis when developing implementation standards and processes that accounts for health, safety and disparate impacts on low income, communities of color, and immigrant and refugee communities.<br><br>2. Review and work towards removal of barriers to equity through targeted outreach that results in meaningful participation and feedback.<br><br>3. Use the county Equity and Empowerment Lens when developing policy, implementing codes, and capital projects. | ✓ | ✓ | ✓ | | ✓ |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| Agriculture and Agri-Tourism | | | | | |
| ***Policy 1.1**<br><br>Maximize retention of Sauvie Island's agricultural land base for productive farm use.<br><br>**(a)** Ensure that transportation policies and policies related to the regulation of activities and events on Sauvie Island minimize the difficulties conflicting uses impose on farming practices. | ✓ | | | | ✓ |
| ***Policy 1.2**<br><br>Limit the area, location, design and function of farm stand promotional activities and gatherings to the extent allowed by law to retain a maximum supply of land in production for farm crops or livestock, to ensure public health and safety, minimize impacts on nearby farming operations, residents, roads, traffic circulation, wildlife and other natural resources and maintain the island's rural character.<br><br>**(a)** Until standards are established, require applicants for development on land zoned Exclusive Farm Use (EFU) to demonstrate need for the amount of acreage they propose to remove from the agricultural land base for nonfarm uses, including promotional events. | ✓ | | | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| ***Policy 1.3**<br><br>Develop and adopt a tiered review process for farm stand operations on EFU land distinguishing between operations that include promotional activities and those that do not. Farm stands that occupy one acre or less (including parking) and do not include promotional activities or events shall be reviewed through the County's Type I process, based on objective standards. Farm stands that occupy more than one acre or include promotional events or activities shall be reviewed under the County's Type II application process. Until implementing code is adopted, the following shall apply:<br><br>**(a)** Proposed farm stands that would occupy more than one acre or include promotional events or activities shall be sited in order to limit the overall amount of acreage proposed for the farm stand structures and events consistent with the following standards:<br><br>**(1)** The amount of land identified for the farm stand structures and associated permanent parking shall not exceed two acres.<br><br>**[continued on following page]** | ✓ | ✓ | | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| **Policy 1.3 [continued from previous page]**<br><br>**(2)** The amount of land identified for farm stand promotional activities shall be the minimum necessary to accomplish the objective of supporting farming operations on the property. Absent compelling need for additional area, the area identified for promotional events, including corn mazes and event parking, shall not exceed five percent or five acres of the property on which the farm stand is located, whichever is less.<br><br>**(3)** An applicant may seek approval to accommodate temporary parking on additional acreage during September and October of a calendar year on areas that have already been harvested or used for pasture during the current growing season. The temporary parking area shall not be graveled or otherwise rendered less productive for agricultural use in the following year.<br><br>**(4)** An applicant owning or leasing multiple properties in farm use on Sauvie Island shall be limited to only one Type II farm stand.<br><br>**(5)** Multnomah County may require consideration of alternative site plans that use less agricultural land or interfere less with agricultural operations on adjacent lands.<br><br>**(6)** Farm stand signage shall comply with county sign ordinance standards to maintain and complement the rural character of the island. | | | | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| **Policy 1.4**<br><br>Amend the Multiple Use Agriculture zoning code to include deed restrictions protecting surrounding agricultural practices as a requirement for approval of new and replacement dwellings and additions to existing dwellings. | ✓ | ✓ | ✓ | | |
| ***Policy 1.5**<br><br>Develop and adopt a unified permitting process for review of mass gatherings and other gatherings. Establish more restrictive permitting thresholds for the number of visitors and the frequency or duration of events than the maximums authorized by state law.<br><br>**(a)** Provide appropriate public notice of applications for gatherings and coordinate these activities with affected local public agencies.<br><br>**(b)** Require through conditions that noise levels associated with gatherings comply with state and local noise ordinances to maintain the rural character of the island. | ✓ | ✓ | ✓ | | |
| ***Policy 1.6**<br><br>Do not adopt the agri-tourism provisions of ORS chapter 215 due to the island's limited road infrastructure and already high levels of visitation. | | | | ✓ | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| ***Policy 1.7**<br><br>Support the direct sale of farm crops and livestock raised on Sauvie Island farms through u-pick facilities and farm stands in a manner that retains a maximum supply of agricultural land in productive farm use and minimizes impacts on nearby farming operations, residents, roads, traffic circulation, wildlife and other natural resources. | ✓ | | | | |
| **Policy 1.8**<br><br>Fee-based promotional activities at farm stands shall be limited to those that promote the contemporaneous sale of farm crops or livestock at the farm stand and whose primary purpose is significantly and directly related to the farming operation.<br><br>**(a)** Permitted farm stand promotional activities include harvest festivals, farm-to-plate dinners, corn mazes, hayrides, farm animal exhibits, cow trains, small farm-themed gatherings such as birthday parties and picnics, school tours, musical acts, farm product food contests and food preparation demonstrations, and similar activities consistent with this policy.<br><br>**[continued on following page]** | ✓ | | | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| **Policy 1.8 [continued from previous page]**<br><br>**(b)** Unless authorized at farm stands by statute, administrative rule or an appellate land use decision, fee-based weddings, corporate retreats, family reunions, anniversary gatherings, concerts, and amusement park rides, and other activities for which the primary focus is on the underlying cause for the gathering or activity rather than the farm operation, are prohibited. | | | | | |
| **Policy 1.9**<br><br>The County shall develop reporting requirements in sufficient detail to assess compliance with the 25% total limit on annual farm stand income from fee-based promotional events and from the sale of retail incidental items, including food or beverage items prepared or sold for on-site consumption. The County may audit farm stands to ensure compliance with this requirement. Implementation of this policy should balance a reasonable expectation of financial privacy and burden with the need to request information necessary to reasonably demonstrate compliance with the 25% total limit standard. | | ✓ | | | |
| **Policy 1.10**<br><br>Require that noise levels associated with events and gatherings comply with state and local noise ordinances to maintain the rural character of the island. | ✓ | ✓ | ✓ | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| Marinas and Moorages | | | | | |
| ***Policy 2.1**<br><br>Multnomah County recognizes the 17 existing moorage and marina facilities in the Multnomah Channel within the area designated in Comprehensive Plan Policy 26 as appropriate for marina development. Existing marina and moorage facilities may be reconfigured within their respective DSL lease areas. No new floating homes will be approved beyond the existing approved number of dwelling units.<br><br>**(a)** Significant reconfigurations within existing marina and moorage facilities shall only occur through the Community Service and Conditional Use process subject to all applicable County zoning standards. A reconfiguration shall not create more than a single row of floating residential units.<br><br>**(b)** Coordinate with the National Oceanic and Atmospheric Administration Fisheries Division (NOAA Fisheries) to amend the Willamette River Greenway overlay zone to include objective design standards that protect salmon habitat and fish passage within and along the Multnomah Channel.<br><br>Coordinate with the Oregon Department of State Lands (DSL) to ensure compliance with the Endangered Species Act (ESA) through its in-water leasing program.<br><br>**[continued on following page]** | ✓ | | ✓ | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| **Policy 2.1 [continued from previous page]**<br><br>**(c)** Adopt building, plumbing, electrical and mechanical standards for floating structures.<br><br>**(d)** As directed by Portland's Bureau of Environmental Services and/or Oregon's Department of Environmental Quality, marina and moorage owners must provide for safe and easy collection and disposal of sewage from marine uses in Multnomah Channel.<br><br>**(1)** Require marinas and moorages with floating structures to meet state standards for sewage collection and disposal similar to those standards that apply to dwellings on land.<br><br>**(2)** Boat slips serving boats with onboard cooking and/or sanitation facilities must be provided with an on-site mechanism for disposal of sewage, either through connections at each slip or through the availability of on-site alternative pump out facilities which are reasonably safe from accidental spillage.<br><br>**[continued on following page]** | | | | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| **Policy 2.1 [continued from previous page]**<br><br>**(e)** The number of floating homes, combos and live-aboards at a marina or moorage facility shall not in combination exceed the number of floating residential units for which the facility has obtained county land use approval.<br><br>Where the number of existing floating residential units at a marina or moorage facility exceeds the number of floating residential units that the County has approved at that marina or moorage on the effective date of this 2015 SIMC Rural Area Plan, then within one year following that date the marina or moorage owner shall provide the County with a plan to bring the facility into compliance over the coming years. | | | | | |
| **Policy 2.2**<br><br>Maintain a current inventory of all marinas and moorages. Include all dwellings, boat slips, floating structures, live-aboards and supporting infrastructure in the inventory. The County Transportation and Land Use Planning Department shall notify all moorage owners to submit the required inventory within 120 days of the effective date of this plan and may require updates as needed. | | ✓ | | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| **Policy 2.3**<br><br>Review consistency of definitions of floating home, houseboats, boathouses, live-aboards, combos, etc. used by agencies such as the Multnomah County Assessor, the City of Portland and the State when amending the Zoning Ordinance. Adopt a definition that includes all of these in some category (such as floating residential units) to which all policies apply. | ✓ | | ✓ | | |
| **Policy 2.4**<br><br>Allow live-aboards to be used as full time residences within a marina or moorage and count the live-aboard slip in the total number of residences approved for the marina or moorage. This option requires Community Service (CS) approval and requires that boats meet health, safety, and environmental standards (i.e. electrical, water and sanitation) for occupied boats docked in a marina or moorage. | ✓ | | ✓ | | |
| **Policy 2.5**<br><br>Consider standards to allow temporary use of live-aboard boats within marinas and moorages. This option requires that boats meet health, safety, and environmental standards (i.e. electrical, water and sanitation) for occupied boats docked in a marina or moorage. | ✓ | | ✓ | | |
| **Policy 2.6**<br><br>Amend Comprehensive Plan Policy 26 to be consistent with policy 2.1. | ✓ | | | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| Natural and Cultural Resources | | | | | |
| **Policy 3.1**<br><br>Collaborate and partner with private, public and non-profit organizations and tribes to adopt and maintain an inventory of natural systems in the planning area, document restoration projects, and develop strategies to address natural resource issues including but not limited to hydrology, climate change, changes in regional geography, wildlife and habitat conservation, restoration and enhancement, and educational programs. | | ✓ | ✓ | | |
| **Policy 3.2**<br><br>Encourage voluntary conservation efforts such as conservation easements and community-based restoration projects that complement Multnomah County's Goal 5 (Natural and Cultural Resources) and Goal 15 (Willamette River Greenway) regulatory programs and if possible, extend the Wildlife Habitat tax deferral to MUA lands. | ✓ | ✓ | ✓ | | |
| **Policy 3.3**<br><br>Coordinate with federal and state agencies, including National Oceanic and Atmospheric Administration Fisheries Division (NOAA Fisheries) to develop design standards that protect salmon habitat and fish passage within and along the Multnomah Channel and its tributaries and ensure compliance with the Endangered Species Act (ESA). | ✓ | | ✓ | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
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| **Policy 3.4**<br><br>Update the inventory of surface water resources and associated riparian areas in compliance with Goal 5 requirements. Apply the Significant Environmental Concern overlay to significant wetlands (SEC-w) and streams (SEC-s) in the planning area. | ✓ | | | | |
| **Policy 3.5**<br><br>Where possible, streamline and simplify the Multnomah County Code to provide and encourage fish and wildlife habitat restoration and enhancement projects on public and private lands conducted by natural resource public agencies such as Metro, Multnomah Soil and Water Conservation Districts and Oregon Department of Fish and Wildlife. | ✓ | | ✓ | | |
| **Policy 3.6**<br><br>Multnomah County should work collaboratively with the Sauvie Island Drainage Improvement Company, state and federal agencies, and non-profit organizations to maintain the drainage and flood-control functions provided by the Company while restoring natural systems where appropriate. | | | ✓ | | |
| **Policy 3.7**<br><br>Adopt a "dark sky" ordinance for the planning area and work with the City of Portland, Port of Portland and other adjacent jurisdictions and agencies towards reducing light pollution from sources beyond the plan area. | ✓ | | ✓ | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
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| **Policy 3.8**<br><br>Encourage educational programs regarding the maintenance and restoration of wildlife habitat in the planning area, including programs addressing:<br><br>**(a)** Maintenance and restoration of wildlife corridors.<br><br>**(b)** Restoration and enhancement of wetlands, riparian areas and grasslands.<br><br>**(c)** Planting of native vegetation hedgerows.<br><br>**(d)** Conserving Oregon white oak habitat and bottomland cottonwood/ash forests.<br><br>**(e)** Use of wildlife-friendly fencing. | ✓ | | ✓ | | |
| **Policy 3.9**<br><br>Coordinate with Native American tribes and the Oregon State Historic Preservation Office (SHPO) to adopt a program to inventory, recover and protect archaeological and cultural resources and prevent conflicting uses from disrupting the scientific value of known sites. Adopt a process that includes timely notice to tribes and SHPO of applications that could impact cultural resource sites, and develop standards to evaluate comments received from the tribes and SHPO. | ✓ | | ✓ | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| **Policy 3.10**<br><br>Require reporting of the discovery of Native American artifacts and other cultural resources to SHPO and the Native American tribes. | ✓ | | ✓ | | |
| **Policy 3.11**<br><br>Where development is proposed on areas of cultural significance, encourage evaluation of alternative sites or designs that reduce or eliminate impacts to the resource. | ✓ | ✓ | ✓ | | |
| **Policy 3.12**<br><br>Recognize and celebrate the heritage value of the natural resources of Sauvie Island to Native American tribes, including historic wetlands, riparian areas, water bodies and oak uplands. Encourage and support the protection and restoration of these resources. | ✓ | | ✓ | | |
| **Policy 3.13**<br><br>Continue to explore and encourage opportunities to conduct selected dredging to increase depth, flows, flushing, and circulation action in Sturgeon Lake in coordination with partner agencies and organizations. Support the dredging and reconstruction of the Dairy Creek Channel between the Columbia River and Sturgeon Lake to allow it to remain open for 8-10 months of each year, and contribute to the cost of replacing two failed culverts where Reeder Road crosses Dairy Creek. | | | ✓ | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
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| **Policy 3.14**<br><br>Direct the Multnomah County Vector Control staff to coordinate with Oregon Department of Fish and Wildlife, using that agency's map of sensitive areas and their Vector Control Guidance for Sensitive Areas to identify important habitat for sensitive species like red-legged frogs and native turtles where an altered protocol should be used. The county's vector control staff is encouraged to act as a resource in efforts to educate and collaborate with landowners about natural means of mosquito control. | | ✓ | ✓ | | |
| **Policy 3.15**<br><br>Recommend that any fill generated as a result of dredging activities be located on Sauvie Island only under the following conditions:<br><br>**(a)** To assist in flood control.<br><br>**(b)** Not on designated wetlands.<br><br>**(c)** Not on high value farmland unless placement of such fill improves a farm's soils or productivity.<br><br>**(d)** In areas where it will not negatively impact wildlife habitat. | ✓ | | | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
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| **Policy 3.16**<br><br>Review internal protocols related to road and right-of-way maintenance, including roadside hedgerow trimming and weed eradication. Work with the West Multnomah Soil & Water Conservation District, ODFW and the Sauvie Island Habitat Partnership to protect wildlife and manage invasive plant species to ensure that habitat and water resource restoration projects are coordinated with county road maintenance and drainage control programs.<br><br>Ensure that non-profit organizations and property owners are aware of county programs that may limit wildlife habitat restoration projects, and that road county staff are aware of existing and completed habitat restoration projects when they conduct their operations.<br><br>To implement this policy, the County Road Maintenance program will review the following recommendations:<br><br>**(a)** Except in emergency situations, County road mowing should be done between August 15 and March 15 to minimize impact to nesting birds, and workers should avoid mowing at identified turtle, frog and salamander crossings during nesting season (May and September).<br><br>**(b)** Culverts under county roads should be surveyed, then repaired and replaced as needed to limit barriers to fish and wildlife passage.<br><br>**[continued on following page]** | | ✓ | ✓ | | ✓ |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
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| **Policy 3.16 [continued from previous page]**<br><br>**(c)** County staff should work with ODFW and the Sauvie Island Habitat Partnership to identify and mitigate in areas where concentrations of small wildlife cross county roads.<br><br>**(d)** Mowing equipment should be regularly cleaned so that seeds of invasive plants are not spread into areas where they have not yet been introduced.<br><br>**(e)** County staff should confer with the West Multnomah Soil & Water Conservation District on best management practices before removing invasive weeds along road right-of-way.<br><br>**(f)** County staff should be trained to recognize invasive and desirable native plant species; Multnomah County should prioritize plant species for control.<br><br>**(g)** County staff should inform property owners of the existing Owner Vegetation Maintenance Agreement, which allows abutting property owners to maintain right-of-way vegetation. | | | | | |
| **Policy 3.17**<br><br>Update the Willamette River Greenway standards in the Multnomah County Code for clarity consistent with implementing rules and statutes. | ✓ | | | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
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| Public and Semi-Public Facilities | | | | | |
| **Policy 4.1**<br><br>Cooperate with the Sauvie Island Drainage Improvement Company and state and local agencies to address drainage, flood control, and roadway functions of existing levees while restoring natural systems where appropriate.<br><br>Provide notice to the Drainage Company of any proposed code amendment or development on lands on and/or adjacent to Drainage Company infrastructure. | | ✓ | ✓ | | ✓ |
| **Policy 4.2**<br><br>Continue to coordinate with Metro to ensure compliance with Rural Reserve designations, implementation of Metro's Greenspaces Master Plan and planning for Howell Park. In particular, work with Metro to:<br><br>**(a)** Ensure activities will complement natural and environmental resources of local and regional significance; and<br><br>**(b)** Ensure that Howell Territorial Park uses and improvements maintain harmony with the rural character of the plan area as well as natural and cultural resources. | | | ✓ | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
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| **Policy 4.3**<br><br>Support only those recreational activities within the rural plan area that are complementary to and do not negatively impact natural and environmental resources on Sauvie Island and along the Multnomah Channel and its tributaries that are identified in Goal 5 and in the Metro Greenspaces Master Plan and lands approved in Metro's Acquisition Refinement Plan. | | | ✓ | | |
| **Policy 4.4**<br><br>Coordinate with the Sauvie Island Rural Fire Protection District (RFPD) on emergency/disaster preparedness planning and evacuation plans for Sauvie Island residents. | | | ✓ | | |
| Transportation | | | | | |
| **Policy 5.1**<br><br>The Multnomah County Bicycle and Pedestrian Advisory Committee should maintain continuous Sauvie Island representation to the extent possible. | | ✓ | | | |
| **Policy 5.2**<br><br>Identify and implement short- and long- term solutions to safely accommodate bicyclists, pedestrians, and motor vehicles on Sauvie Island including on-road bikeways, separated multi-use paths, and funding options. | | ✓ | ✓ | | ✓ |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| **Policy 5.3**<br><br>Oppose placement of new regional roadways in the Sauvie Island/Multnomah Channel Rural Area, should such roadways be contemplated by any regional transportation authority in the future. | | | | ✓ | |
| **Policy 5.4**<br><br>Consider context sensitive design when reviewing rural roadway standards to determine appropriate paved shoulder widths to preserve the rural character of roads. Shoulder widening should aim to achieve a minimum 3 foot paved width. | | ✓ | ✓ | | ✓ |
| **Policy 5.5**<br><br>Coordinate with ODOT Rail and Public Transit Division to promote appropriate safety devices at crossings. | ✓ | ✓ | ✓ | | ✓ |
| ***Policy 5.6**<br><br>Coordinate with the Oregon Department of Fish and Wildlife (ODFW) and Columbia County to manage and reduce demand on the Sauvie Island transportation system, especially during peak use periods, by making more efficient use of capacity on the system through strategies such as user fees, shuttles, and parking management programs. Strategies may include, but are not limited to:<br><br>**[continued on following page]** | | ✓ | ✓ | | ✓ |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| **Policy 5.6 [continued from previous page]**<br><br>**(a)** Encourage and support action by the Oregon Fish and Wildlife Commission to increase daily fees during peak use periods to an amount that will effectively reduce the traffic burden on Sauvie Island roads and reduce adverse wildlife impacts resulting from heavy traffic, noise and dust.<br><br>**(b)** Encourage Columbia County and the Columbia County Sheriff to prohibit parking on county roads outside designated parking areas and to post and enforce its parking restrictions.<br><br>**(c)** Encourage the use of ride sharing, and support safe and convenient park-and-ride facilities for carpools and transit service in convenient and appropriate off-island locations.<br><br>**(d)** Explore options for shuttle support and traffic reduction strategies such as traffic fees and parking management programs.<br><br>**(e)** Coordinate with transit agencies and service providers to identify existing transit deficiencies and the improvements necessary to increase accessibility to transit service by potential users. | | | | | |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| **Policy 5.7**<br><br>Promote a transportation system that prioritizes and supports the efficient and safe movement of farm vehicles and equipment. | | | | | ✓ |
| **Policy 5.8**<br><br>Maintain and improve the transportation system for all modes of travel with the following goals: reducing vehicle miles travelled, minimizing carbon emissions, reducing conflict between travel modes, and improving the natural environment by minimizing stormwater runoff and facilitating wildlife movement. Ensure that the transportation system reflects the community's rural character while ensuring efficiency and connectivity. | | | | | ✓ |
| ***Policy 5.9**<br><br>Implement a range of Transportation Demand Management (TDM) policies encouraging existing businesses and requiring new development (beyond single family residential use and agricultural uses) to help reduce vehicle miles traveled (VMT), and alleviate congestion on US 30 and county roads caused by seasonal and special event traffic. | ✓ | ✓ | ✓ | | ✓ |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| **Policy 5.10**<br><br>Work with the Oregon Office of Emergency Management, Multnomah County Emergency Management and Multnomah County rural fire protection district to ensure that the transportation system supports effective responses to emergencies and disasters. | | ✓ | ✓ | | ✓ |
| **Policy 5.11**<br><br>Promote effective use of signage designed to educate the public about farm equipment using roadways, wildlife crossings and bicycle and pedestrian safety. Work with businesses to create additional way-finding signs that can help visitors get to their destinations more efficiently. | | ✓ | ✓ | | ✓ |
| **Policy 5.12**<br><br>Coordinate and work with transit agencies and service providers to identify existing transit deficiencies and the improvements necessary to increase access to transit services by potential users. | | ✓ | ✓ | | ✓ |
| **Policy 5.13**<br><br>Encourage the Multnomah County Sheriff's Office to explore increased patrols and service to the island and keep the Sherriff's Office apprised of identified peak periods (days and seasons). | ✓ | ✓ | | | |
| **Policy 5.14**<br><br>Maintain updated traffic counts for the plan area capturing peak season volumes. | | ✓ | | | ✓ |

| Policy | PC Work Program | County Process - Operation Improve-ment | Agency or inter-depart-mental Coordina-tion | Legisla-tive Tracking | TSP |
|---|---|---|---|---|---|
| **Policy 5.15**<br><br>Explore opportunities to connect Marina Way to Larson Road and extend Larson Road north of the Sauvie Island Bridge to provide safer and more convenient access for marina residents and patrons along Multnomah Channel. | | | ✓ | | ✓ |
| **Policy 5.16**<br><br>Explore opportunities to provide public restroom facilities for Sauvie Island visitors. | | ✓ | ✓ | | ✓ |

**Transportation System Plan**

Multnomah County, Oregon

# SAUVIE ISLAND AND MULTNOMAH CHANNEL RURAL AREA TRANSPORTATION SYSTEM PLAN

August 2015


Prepared for:

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Multnomah County

Transportation System Plan

# Sauvie Island and Multnomah Channel Rural Area Transportation System Plan

Multnomah County, Oregon

August 2015

Transportation System Plan

# Sauvie Island and Multnomah Channel Rural Area TSP

Multnomah County, Oregon

Prepared For:
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Project No. 17964

August 2015

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Moving Ahead for Progress in the 21st Century (MAP-21), local government, and the State of Oregon funds.

# TABLE OF CONTENTS

# LIST OF FIGURES

# LIST OF TABLES

# APPENDICES

Appendix 1 Plan Development Workshop Report

Appendix 2 Existing Plans and Policies Review

Appendix 3 Needs, Opportunities, Constraints, and Tools Technical Memorandum

Appendix 4 Techincal Information Memorandum

# PREFACE

The development of this plan was guided by the Project Management Team (PMT) and the Community Advisory Committee (CAC). The PMT and CAC rosters are below, along with members of the consultant team. The CAC members devoted a substantial amount of time and effort and their participation was instrumental in the development of the Sauvie Island and Multnomah Channel Rural Area Transportation System Plan (TSP). The Sauvie Island and Multnomah Channel Rural Area's future transportation system has been enhanced because of their commitment.

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# Section 1
# Introduction

# INTRODUCTION

The Sauvie Island and Multnomah Rural Area Transportation System Plan (TSP) forms the transportation element of the Multnomah County Comprehensive Plan. The TSP is the master plan for how the rural transportation system will evolve and develop for the next 20 years. The plan's primary focus is on enhancing the safety of the transportation system and improving options for agricultural, visitor, residential, bicycle, and pedestrian travel to and from the rural areas. The TSP supports an economically vital and healthy community.

Transportation is the movement of people and goods from one place to another. Our transportation systems affect nearly every aspect of life. We import the basic necessities of life – food, clothing, and building materials – to our homes. A constant flow of freight supplies our lives. We travel to work and school, and move about to socialize and play. Streets create the framework around which our cities and counties are built. Personal choices about how we travel affect our daily lives and our physical and mental well-being. Transportation is the backbone that supports a community as it grows and evolves.

This TSP covers the areas of the County reflected in Figure 1 and is an update to the policies and projects identified in the 1998 Westside Rural Multnomah County TSP. Figure 1 also depicts the functional classification of the roadways within the study area.

This TSP provides Multnomah County with guidance for operating and improving the multimodal transportation system. The TSP includes transportation policies and priorities for projects and programs to implement over the next 20 years. It also provides a vision for longer term projects that could be implemented, should additional funding become available. The TSP is intended to be flexible to respond to changing community needs and revenue sources over the next 20 years and will be updated approximately every 5 to 10 years. The TSP builds consensus among the County, ODOT, and other agencies on area transportation needs and priority projects and informs local citizens on the projects that will be carried forward for funding from local, state, and federal sources.

## GOALS AND POLICIES

Review of the previous TSP, the Multnomah Channel Rural Area Plan (RAP), and input from the Project Management Team (PMT) and Citizen's Advisory Committee (CAC) provided the base for which the goals for this plan were developed. The goals provide a clear vision of what Sauvie Island and Multnomah Channel aims to achieve.

- Goal 1: Implement a transportation system that is safe and efficient in meeting the needs of area residents and those traveling through the area.
- Goal 2: Implement a balanced transportation system that supports all modes of travel.
- Goal 3: Develop a transportation system that supports the rural character of West Multnomah County.
- Goal 4: Develop a transportation system the supports a healthy economy.

- Goal 5: Provide transportation improvements in a timely manner according to funding capability.

## KEY TRANSPORTATION ISSUES

The plan focuses on addressing both current as well as year 2035 needs of the transportation system. The central needs are:

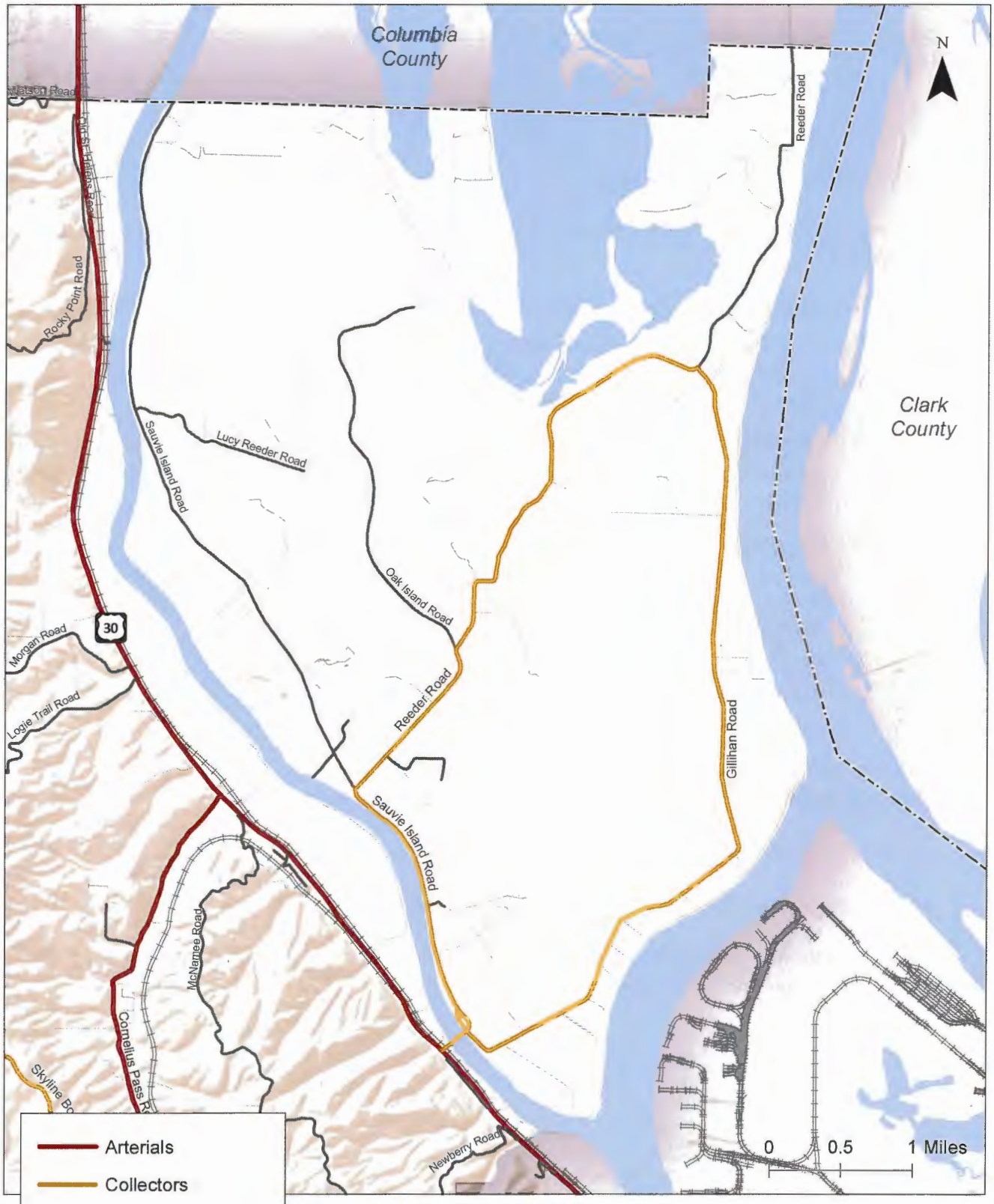
- **Reducing conflicts between different modes** – Sauvie Island is served by two-lane narrow rural roadways. A variety of users with diverse needs and varying speeds (e.g., farm equipment, an active cycling community, pedestrians, and motorists) use the roadway, which can result in conflicts between modes.
- **Increasing safety for all system users** – Recent crash history reflects a tendency toward single vehicle crashes with fixed objects after leaving the roadway. One of the fixed object crashes resulted in a fatality.
- **Managing travel demand** – Peak traffic conditions, resulting from seasonal all-day events (such as access to public beaches and pumpkin patches) and limited duration events (such as concerts and farm-to-table dinners), result in traffic congestion and long vehicle queues. During these times, vehicle queues consistently occur at the US 30/Sauvie Island Road intersection and at the access points to key visitor destinations. In addition to causing delays, highly congested roadways concern Island residents because of the potential impact on emergency response times.

Sections 2 through 4 comprise Volume 1 of the TSP and provide the main substance of the plan. Technical Appendices in Volume 2, which contains the technical memoranda, supplement Volume 1.

Section 2 describes the transportation system existing conditions and needs.

Section 3 presents an overview of each of the solutions included in the TSP.

Section 4 is the Transportation System Plan. This section describes the projects, studies, and programs to implement over the next 20 years.




**Functional Roadway Classifications**
**Multnomah County, Oregon**

Figure **1**

Coordinate System: NAD 1983 CORS96 StatePlane Oregon North FIPS 3601 Ft Intl

\\kittelson.com\fs\H_Portland\proj\file\17694 - Westside Rural Multnomah Co. TSP Update\gis\01 Functional Classifications.mxd - jsommerville - 8:28 AM 8/5/2015

# TSP UPDATE PROCESS

The TSP Update process included a series of technical memoranda, meetings with the Citizens Advisory Committee (CAC), and two plan development workshops. The technical memoranda included a review of existing plans and policies, a traffic data summary, and an overview of the transportation need, opportunities, and constraints. Regular meetings with the PMT allowed for effective coordination throughout the project. All technical memoranda can be found in the Technical Appendices.

The contents of the Needs, Opportunities, Constraints, and Tools memo were presented at a CAC meeting and at a public workshop in April 2015. Based on those meetings, the team developed and summarized feedback in the Draft Plan Development Workshop Report during and after the first workshop and made recommendations on proposed solutions. The team held a second workshop in May 2015 to present potential TSP amendments and discuss the feedback from the previous workshop. Workshop #1 focused on the range of applicable improvement options whereas Workshop #2 focused on details of the recommended treatments and corresponding potential projects. The full workshop report is Appendix 1.

# Section 2
# Existing Conditions

# EXISTING CONDITIONS

The following describes the existing plans, policies, and transportation system needs within the study area of the Sauvie Island and Multnomah Channel Rural Area TSP.

## PLANS AND POLICIES

Plans and documents addressing the Sauvie Island and Multnomah Channel Rural Area that include policies relevant to the Transportation System Plan (TSP) include:

- Sauvie Island Drainage Improvement Company policies;
- Sauvie Island & The Multnomah Channel Rural Area Plan (2015);
- Rural Westside TSP (1998);
- Multnomah County Transportation Capital Improvement Plan and Program Fiscal Years 2014-2018 (2014);
- Sauvie Island Wildlife Area Management Plan (2012); and
- Sauvie Island Wildlife Area Beach Use Plan (1993).

The Existing Plans and Policies Review Memo dated March 2015 in Appendix 2 contains the description of these documents and policies.

## EXISTING TRANSPORTATION SYSTEM NEEDS

This TSP addresses current transportation issues, particularly related to the increasing number of visitors and the need to provide safe, multimodal transportation facilities for residents, visitors, and businesses. A key component of the plan is identifying a range of potential programs, policies, and projects that the County can implement over the next 20 years. The Needs, Opportunities, Constraints, and Tools memo dated May 2015 in Appendix 3 documents the transportation needs as well as tools, opportunities, and potential constraints to future implementation of a variety of policies, programs and projects.

The following sources provided insights on existing transportation needs:

- public outreach related to the County's TSP Update project scoping work in 2013;
- review of relevant plans and policies (see January 22, 2015 Plans and Policies Memo prepared by Kittelson & Associates, Inc.);
- a review of traffic data (see January 27, 2015 Traffic Data Technical Memo prepared by Multnomah County);
- the implementation needs for transportation related policies in the Sauvie Island & Multnomah Channel Rural Area Plan; and,

- stakeholder interviews from November 2014 through February 2015 conducted by the project team to identify needs.

Based on information from the above efforts, the transportation needs in the study area generally fall into the following categories:

- reducing conflicts between different modes;
- increasing safety for all system users; and,
- managing travel demand.

The following sections outline the relevant needs to consider for each of these categories.

## Reducing Modal Conflicts

Sauvie Island is served by two-lane narrow rural roadways. A variety of users with diverse needs and varying speeds (e.g., farm equipment, an active cycling community, pedestrians and motorists) use the roadway, which can result in conflicts between modes. Some of the issues related to these potential conflicts are below.

Roadways on Sauvie Island are operated and maintained by Multnomah County, while ODOT operates Highway 30. Primary travel on the island occurs along a main loop comprised of three rural collector roadways: Gillihan Road, Reeder Road, and Sauvie Island Road. Other roads on Sauvie Island provide access to private property and Oregon Department of Fish and Wildlife (ODFW) lands for recreation and are local roads.

There are no dedicated pedestrian or bicycle facilities along the Island's roadways today, and roadway shoulders are narrow or non-existent in most places. The 1998 Transportation System Plan identified the need for 4 foot shoulders along major segments of Sauvie Island Road, Reeder Road, and Gillihan Road, but the County has not yet implemented these projects. Constraints on most of these roadways include limited right-of-way to provide wider shoulders or a parallel multi-use path and potential improvement costs and construction constraints near the levees create significant barriers to implementation. A complete list of the study area projects included in the County's 2014-2018 Capital Improvement Program (CIP) is provided in the Existing Plans and Policies Review memo in Appendix 2.

Sauvie Island is also a popular destination for recreational cyclists. On the weekends and peak seasons, visitors and residents enjoy cycling along the Island's roadways. In October 2014, daily weekend bicycle volumes were as high as 365 cyclists on Sauvie Island Road north of the Cracker Barrel store. In total, 1,765 cyclists were recorded there during the month of October.

In addition to safer facilities, stakeholders identified the need to provide wayfinding and information related to restrooms, water, and parking locations as well as education and outreach for all road users on sharing and obeying the rules of the road.

Many areas along Sauvie Island Road and Reeder Road are within the Sauvie Island Drainage Improvement Company (SIDIC) levee right-of-way and set back area. Construction along these sections of the roadways require special permitting from the Army Corps of Engineers and can only be considered if they will enhance the structural integrity of the levee. The County or Corps of Engineers would need to determine if construction of a multi-use path parallel to the loop roadways, on the island side of the levee could enhance the structural integrity of the levee and be approved by the Corps.

## Enhancing Safety

Both the County's policies and stakeholder feedback identify the importance of improving safety for all transportation system users on Sauvie Island and the Multnomah Channel.

Multnomah County staff reviewed reported crash data from 2007 through 2013 to establish a baseline for identifying potential safety-related improvements. This review revealed the following:

- There was only one reported crash in the Multnomah Channel area that was not located on Highway 30.
- There were no reported crashes involving pedestrians or bicycles on County facilities on Sauvie Island.
- The majority of crashes on Sauvie Island were reported as fixed object/run off the road.
- There were two recorded fatal crashes. One occurred at the Sauvie Island Road/Reeder Road intersection and one occurred along Gillihan Road south of the Reeder Road intersection.
- Areas with a pattern of crashes include:
    - Sauvie Island Road/US 30
    - Sauvie Island Road/Gillihan Road
    - Sauvie Island Road/Reeder Road
    - Reeder Road/Gillihan Road
    - Reeder Road curves
    - Sauvie Island Road along the levee

County staff also reviewed operating speeds along the rural collector roadway system in an effort to understand how speeds and potential speed differentials may affect safety. Most of the roadways have a posted speed limit of 45 miles per hour, with the exception of Gillihan Road which is not currently

posted and as such Oregon's "Basic Rule[1]" applies. Based on a 2014 County speed study, Reeder Road, Gillihan Road, and Sauvie Island Road all have 85th percentile speeds between 44 and 48 miles per hour, which is consistent with the posted speeds. Even with this speed consistency, this TSP includes treatments that can enhance safety by reducing conflicts between vehicles traveling the speed limit with slower moving agricultural vehicles, pedestrians, and cyclists. The Traffic Data Technical Memo in Appendix 4 provides additional information on the crash reports and speed data.

Stakeholder interviews and reviewed documents identified other safety concerns related to the multiple crossings of the railroad that runs north-south between US 30 and the Multnomah Channel. These concerns primarily relate to the lack of active crossing measures, such as gates and flashing lights at these crossings.

## Manage Travel Demand

The majority of the year the transportation network primarily serves residents, agricultural uses, and daily business operations on the Island and the rural areas. Average daily traffic volumes on most of the roadways throughout Sauvie Island are typically less than 3,000 vehicles per day. The popularity of the beaches, hunting and fishing areas, recreational cycling opportunities, seasonal festivals, and agri-tourism activities lead to significant fluctuations in daily traffic volumes during the summer and fall peak seasons. During these times, Sauvie Island Road can serve as many as 17,000 vehicles per day and 1,800 cyclists per month. These higher demand periods result in traffic congestion and long vehicle queues, especially at the US 30/Sauvie Island Road intersection and at access points to key visitor destinations. In addition to causing delays, highly congested roadways concern Island residents because of the potential impact on emergency response times.

This TSP includes solutions for managing traffic on Sauvie Island during peak events and seasons to ensure safe multimodal travel while supporting a vibrant agricultural and recreational economy over the next 20 years.

[1] The "Basic Rule" is that you may only drive a speed that is "reasonable and prudent" considering traffic, road, weather and other conditions.

# Section 3
# Range of Solutions

# RANGE OF SOLUTIONS

The project team identified four categories of opportunities to address transportation needs: bicycle and pedestrian facilities, safety, signage and signal treatments, and transportation demand management.

Table 1 summarizes the solutions that are included in the TSP. The following pages provide additional information on each of the solutions. The May 2015 Needs, Opportunities, Constraints, and Tools memo in Appendix 3 contains a full list of solutions identified.

**Table 1 Solutions Summary Table**

| Reference Number | Potential Solutions | Transportation Needs Addressed |
|---|---|---|
| **Bicycle and Pedestrian Facilities** | | |
| BPF-1 | Multi-use path | Reduce Modal Conflicts |
| BPF-2 | Advisory bike lane | Reduce Modal Conflicts |
| BPF-3 | Paved shoulder | Reduce Modal Conflicts |
| BPF-4 | Shared-lane roadways | Reduce Modal Conflicts |
| BPF-5 | Bike map | Reduce Modal Conflicts, Manage Travel Demand |
| **Safety** | | |
| SA-1 | Increased shoulder width | Reduce Modal Conflicts, Additional Safety Issues |
| SA-2 | Curve improvements | Additional Safety Issues |
| SA-3 | Rural intersection improvements | Reduce Modal Conflicts, Additional Safety Issues |
| SA-4 | Railroad crossing improvements | Additional Safety Issues |
| **Signage and Signal Treatments** | | |
| SI-1 | Wayfinding signage | Reduce Modal Conflicts, Manage Travel Demand |
| SI-2 | Warning/advisory signs | Reduce Modal Conflicts |
| SI-3 | Speed limit signs | Reduce Modal Conflicts, Additional Safety Issues |
| SI-4 | Signal Controller/Timing Plans | Additional Safety Issues |
| **Transportation Demand Management** | | |
| D-1 | User-generated parking information | Manage Travel Demand |
| D-2 | Real-time parking information | Manage Travel Demand |
| D-3 | Pricing parking permit | Manage Travel Demand |
| D-4 | Parking enforcement | Manage Travel Demand |
| D-5 | Off-island park-n-ride lots | Manage Travel Demand |
| D-6 | On-Island shuttle service | Manage Travel Demand |
| D-7 | Event permit calendar | Manage Travel Demand |
| D-8 | Event-based "TDM" plan | Manage Travel Demand |

The following pages serve as a toolbox of information on the four categories of solutions in Table 1. Each solution has one page describing the solution, pros, cons, applicability to the TSP area, and other information.

# Bicycle and Pedestrian Facilities

## MULTI-USE PATH

Springwater Trail, *Portland, OR*

*Multi-use paths are paved, bi-directional trails separated from roadways that serve both pedestrians and bicyclists. Multi-use paths increase the safety and comfort level of the user. They play an integral role in recreation, commuting, and accessibility due to their appeal to users of all ages and skill levels.*

### TSP Area Applicability

The main loop road that consists of Sauvie Island Road, Reeder Road, and Gillihan Loop Road could benefit from a multi-use path. A multi-use path on Sauvie Island would improve accessibility for residents on the Island and increase safety for all users including recreational cyclists.

### Pros

- Provides facility for both pedestrians and bicyclists in less space than separated facilities.
- Providing separation from motor vehicles can attract pedestrians and cyclists of all ages and abilities.
- Would improve accessibility for residents on the Island and increase safety for all users including recreational cyclists.

### Cons

- May result in conflicts between modes in areas with frequent crossings or driveways.
- May result in conflicts between bicyclists and pedestrians.
- When parallel to roadways, the path must be buffered from motorists which requires substantial right-of-way.
- Speed differentials between more experienced cyclists and slower cyclists and pedestrians can cause conflicts on a shared facility.

### Design Considerations

- Best suited in areas where roadway crossings can be minimized (such as parallel to travel barriers such as highways, railroad tracks, rivers, shorelines, natural areas, etc.). High-visibility treatments are needed at path crossings.
- A minimum width of 10 feet is recommended for low-pedestrian/bicycle-traffic contexts and would be appropriate for some areas of the Island; 12 to 20 feet should be considered in areas with moderate to high levels of bicycle and pedestrian traffic such as the loop.
- Pavement markings can be used to indicate separate space for pedestrian and bicycle travel.
- May need right-of-way acquisition and levee restrictions may alter design and alignment.
- Permeable paving options could help minimize surface water runoff and be compatible with the rural character of the area.

### Complementary Strategies

- Bike map, Wayfinding signage

# Bicycle and Pedestrian Facilities

## ADVISORY BIKE LANE

,Numansdorp, The Netherlands



Hanover, NH
Photo: Danny Kim, The Dartmouth

*Advisory bike lanes, also known as "suggestion lanes," are bicycle lanes that motor vehicles can use to pass oncoming motor vehicles after yielding to bicyclists. Advisory bicycle lanes are used in combination with a single center lane (without a centerline) for bi-directional motor vehicle travel on relatively low-volume streets.*

### TSP Area Applicability

This treatment is applicable to streets with less than 6,000 average daily motorized traffic (ADT) that do not have sufficient width for dedicated bicycle only facilities. Most Sauvie Island roadways have annual average ADT below 3,000; however seasonal traffic peaks result in ADT up to 17,000 vehicles in a day on Sauvie Island Road. Therefore, this treatment is likely to be suitable only on local roads that are not part of "the loop" but that are popular cycling routes.

### Pros

- Provides striped bicycle facility on roadways with very limited right-of-way or pavement width.
- Encourages slower motor vehicle speeds and motorists yielding to bicyclists.
- Inexpensive treatment consisting of only signing and striping.

### Cons

- Motorists may not initially understand advisory lanes due to limited applications in the US to date; educated would be required.
- Does not provide physical protection from vehicles and may not attract bicyclists of all levels.
- Does not improve pedestrian environment.
- No US design guidelines available.

### Design Considerations

- Advisory bike lanes can be striped as 5-7 foot lanes with a single center motorized vehicle lane of 10 to 18 feet.
- Explanatory signage may be helpful in US contexts to communicate to motorists that they must yield to bicyclists before passing oncoming vehicles.

### Complementary Strategies

- Bike map
- Wayfinding
- Speed limit signs



Multnomah County

# Bicycle and Pedestrian Facilities

## PAVED SHOULDER


Tucson, AZ


Boise, ID

*A paved road shoulder can serve as a bicycle and pedestrian facility that provides space separated from motor vehicle traffic in rural areas.*

### TSP Area Applicability

Paved shoulders can be applied to any roadway in the study area but would require special permits to be constructed on roadways on the levee.

### Pros

- Provides a space separated from motorists.
- Requires less right-of-way than a separated multi-use path.
- Standard treatment for Multnomah County and equipment for maintenance available.

### Cons

- Does not provide physical protection from vehicles and may not be comfortable for all users.
- Shoulders serving other uses, such as disabled vehicles, farm equipment, or pedestrians may require bicyclists and pedestrians to use travel lanes.

### Design Considerations

- A 6-foot width is preferred to accommodate bicycle and pedestrian travel, with a 4-foot minimum in constrained areas. Greater widths can be used in higher-speed locations.
- Rumble strips or profiled striping can be used to enhance safety and minimize motorists encroaching on the shoulder.
- May require right-of-way acquisition.
- Levee restrictions may alter design or prohibit construction.

### Complementary Strategies

- Bike map
- Wayfinding
- Rumble strips

# Bicycle and Pedestrian Facilities

## SHARED LANE ROADWAYS




*Shared lane roadways are those where motorists and cyclists share the same travel lanes. Shared lane roadways that are part of a designated bicycle network may include shared lane markings ("sharrows") or signage to indicate the legal presence of bicyclists in the travel lane.*

### TSP Area Applicability

All of the roadways on Sauvie Island are currently shared facilities. Posting "Bikes on Roadway" signs would indicate to road users that bicyclists may be present and are on the roadway.

### Pros

- Allows for bicycle travel when other treatments are not feasible.
- Low- to no-cost.

### Cons

- Does not provide any separation from vehicles.
- Without additional traffic-calming treatments, it is likely to attract only strong and fearless bicyclists.
- Does not improve pedestrian environment.

### Design Considerations

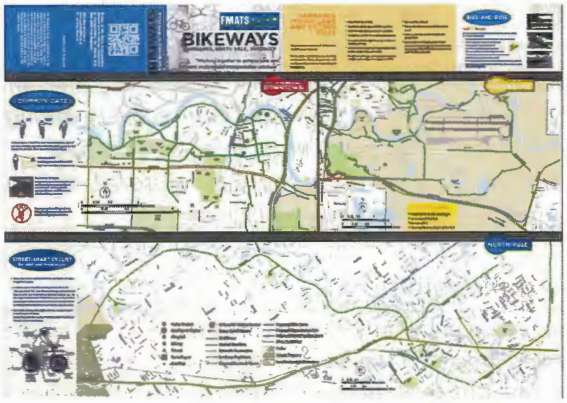
- Provide guidance signage to alert drivers of the shared road. See warning/advisory signs section.
- Educate drivers on the rules of sharing the road.
- Increase signage and pavement markings.

### Complementary Strategies

- Pedestrian path
- Bike map

# Bicycle and Pedestrian Facilities

## BIKE MAP




Source: FMATS Bike Map

*Bike maps generally include the type of bicycle facilities available as well as destinations and other useful information within a defined area.*

### TSP Area Applicability

- Bike maps can provide guidance to infrequent cyclists regarding potential areas of interest such as types and location of recreational activities, bike parking locations, restrooms, and access to drinking water on Sauvie Island.
- Could be privately funded by bike friendly businesses.

### Pros

- Provides valuable information to bicyclists.
- Reduces trespassing.
- Map is portable and could also be available electronically.

### Cons

- Cost of production and regular updates to ensure information remains relevant.

### Complementary Strategies

- Multi-use paths
- Pedestrian side-path
- Advisory bike lanes
- Paved shoulder
- Shared lane roadways
- Off-island Park-N-Rides

# INCREASED SHOULDER WIDTH



*A wide shoulder can be used to provide a separated space for cyclists and pedestrians, assist with vehicular recovery during driver inattentiveness, assist with incidence response and emergency situations, and provide space for motorists to bypass slow moving vehicles such as farm equipment.*

## TSP Area Applicability

During the past five years, nearly 70 percent of the reported crashes on Sauvie Island were single vehicle crashes. Widening the shoulders could be effective at reducing these types of crashes by providing space for recovery, especially along Reeder Road, Sauvie Island Road, and Gillihan Road.

## Pros

- Provides drivers more opportunity to recover before departing the roadway or slow their vehicle to a controlled stop.
- Wider shoulders may be used by pedestrian and bicyclists when other facilities are not present.
- Widening the shoulder could allow for shoulder rumble strips.
- As a current Multnomah County standard, knowledge and equipment for maintenance is available.

## Cons

- Additional right-of-way may be required.

## Design Considerations

- Adequate right-of-way is necessary.
- Levee restrictions may alter design or prohibit construction.

## Complementary Strategies

# CURVE IMPROVEMENTS



Source: MUTCD

*Curve improvements include a variety of treatments that help to inform the driver of the presence and characteristics of curves. Treatments include, but are not limited to, curve warning signs, decreased speed signs, curve delineation posts, and illumination.*

## TSP Area Applicability

Many of the roads on Sauvie Island are winding with limited warning to drivers of the impending curves. In addition, many of the reported crashes on Sauvie Island occur on or around roadway curves. Providing curve warning signs and delineation posts may help to reduce crashes along Island roadways, especially along Reeder Road and Gillihan Road.

## Pros

- Provides advanced notification to road users of location and characteristics of potentially unexpected curves.
- May help to decrease crashes on curves.

## Cons

- Contributes to sign clutter.
- Requires additional cost and maintenance

## Complementary Strategies

- Increased shoulder width

# RURAL INTERSECTION IMPROVEMENTS

*Anchorage, AK*

*Intersection improvements include a variety of treatments to help all modes efficiently and safely travel through intersections. Treatments include, but are not limited to changing intersection control type or changing the stop-controlled approaches, adding turn lanes, adding marked or active crossing treatments, and providing adequate roadway illumination.*

## TSP Area Applicability

Four locations on Sauvie Island would benefit from intersection improvements that help all modes move safely and efficiently on the roadway system. These include:

- Sauvie Island Road/US 30
- Sauvie Island Road/Gillihan Road
- Sauvie Island Road/Reeder Road
- Reeder Road/Gillihan Road

More in depth analysis is necessary to provide recommendations on specific treatments to the intersections.

## Pros

- Lighting increases night-time visibility of roadway users and animals and sense of security for all roadway users.
- Possible improved operations of the intersection.

## Cons

- Cost of design and construction.
- Potential right-of-way acquisition.
- Increased maintenance costs with signals and illumination

## Complementary Strategies

- Shoulder widening
- Rumble strips
- Wayfinding signage

# RAILROAD CROSSING IMPROVEMENTS


Source: www.igtrafficontrol.com

Source: urbanpostmortem.wordpress.com

*Railroad crossings can have passive control (devices that mark the location of a crossing such as cross-bucks and yield or stop signs) or active control (devices that mark the location of a crossing and indicate the approach or presence of a train such as flashing lights and gate arms). Active crossings are relatively expensive to install and maintain but provide increased safety compared to a passive crossing.*

## Design Considerations

For private railroad crossings (those at a driveway or private road), improving the crossing from passive control to active control requires railroad permission and a contract between the property owner and the railroad. Public crossings in Oregon (generally those at a crossing of a public road) are regulated by the Oregon Department of Transportation (ODOT). ODOT's Rail Division follows a federal mandate to consolidate at-grade railroad crossings. The federal direction has resulted in a requirement to close one or more crossings when a new crossing is constructed or an existing crossing is upgraded.

Upgrading crossings to active control in rural areas typically ranges from $200,000 - $500,000. In addition, railroad companies typically require crossing owners to pay $5,000 - $10,000 per year per crossing in annual maintenance fees to compensate for additional weekly inspections and maintenance required over the life of the crossing.

When railroad crossings are upgraded to active crossings the railroad tracks and the road bed typically also require reconstruction to current standards. The road grade at the crossing must have no more than approximately a three inch rise or fall within 30 feet of either side of the tracks per national standards. This can result in the need to re-grade the roadway or railroad track approaches to the crossing.

## TSP Area Applicability

There are approximately eight passive railroad crossings in the study area along Highway 30. Private property owners may be able to get permission to upgrade crossings from the railroad; however, public crossing upgrades will require a plan to consolidate and close one to two other public or private crossings. The best candidates for crossing upgrades are those with flat crossings with good visual clearance.

## Pros

- Provide active control and effectively communicates to vehicles, pedestrians, and bicyclists the need to stop at the railroad crossing.

## Cons

- Costly and likely to require closure of other crossings.

## Complementary Strategies

- Warning/advisory signs

# Signage and Signal Treatments

## WAYFINDING SIGNAGE


Source: Andy Daleiden, Kittelson & Associates, Inc.

*Signage indicating to bicyclists and pedestrians the direction and distance to points of interest along a corridor. Wayfinding signs can also be used to inform drivers of key recreational destinations, parking, etc.*

### TSP Area Applicability

Provide guidance to motorized and non-motorized users to areas of interest such as types and location of recreation, parking, and other key destinations.

### Pros

- Encourages walking and biking by providing access information to major attractions.

### Cons

- Additional cost and maintenance.
- Potential for sign clutter.

### Design Considerations

- Place in key locations/decision points such as intersections.

### Complementary Strategies

- Multi-use paths
- Bike lanes
- Pedestrian paths
- Bike map

# Signage and Signal Treatments

## WARNING/ADVISORY SIGNS

Source: KAI


*Signage providing guidance or warning about unexpected conditions for all users of the roadway.*

### TSP Area Applicability

Signs can be used on Island roadways to inform motorists of bicycles sharing the road, locations of frequent pedestrian crossings, and roadway curvature. Signage may be particularly helpful along those roadways that remain "shared use" as well as areas with limited visibilities of roadway curvature and upcoming intersections.

### Pros

- Provides advanced notification to road users of unexpected conditions; i.e. pedestrians entering the roadway, curves, etc.
- Creates more awareness by motorists of the shared use and to look for bicyclists.

### Cons

- Contributes to sign clutter.
- Additional cost and maintenance.

### Complementary Strategies

- Curve improvements
- Shared lane roadways

# Signage and Signal Treatments

## SPEED LIMIT SIGNS


Source: KAI

*Signage providing guidance on appropriate speeds for traveling the roadway.*

### TSP Area Applicability

Most roadways have posted speeds today, except Gillihan Road.

### Pros

- Alerts the driver to speeds appropriate for the roadway.
- Informs pedestrians and bicyclists about the suitability of the road for their comfort level.

### Cons

- Contributes to sign clutter.
- Additional cost and maintenance.

### Complementary Strategies

- Shoulder bikeways and shared lane roadways

# Signage and Signal Treatments

## SIGNAL CONTROLLER/TIMING PLANS

*A traffic signal controller runs the signal timing and phase plan for a given traffic signal. Various timing plans can be used for different times of day (e.g. peak and off peak hour), time of years, and special events.*

### TSP Area Applicability

The existing controller at the intersection of Sauvie Island Road and Highway 30 is programmed but operation has degraded with age. The internal clock that controls the timing plans is faulty. Upgrading the controller to a newer version could provide more effective signal operations.

### Pros

- Effective movement of vehicles through an intersection.
- Better efficiency reduces congestion which can lead to safety benefits.

### Cons

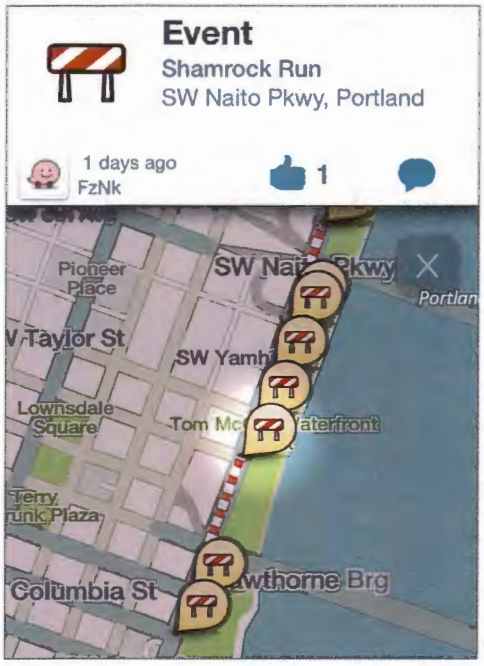
- Controller upgrades can be expensive.

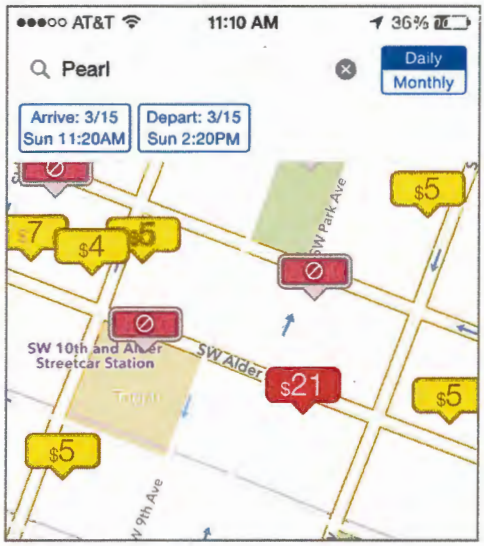
### Complementary Strategies

- Event permit calendar
- Event-based TDM plans

# Transportation Demand Management

## USER-GENERATED PARKING INFORMATION




*User-generated parking information would provide visitors and/or event participants with information about public or privately-held parking availability. This information is "shared" amongst system users through "apps" and other electronic means. This type of strategy has been implemented successfully for real-time user-generated traffic information by apps such as Waze, where users can report incidents or other temporary issues affecting traffic.*

### TSP Area Applicability

On Sauvie Island, this strategy could be implemented through the development of a smart-phone app and corresponding installation of real-time signage at key locations on the Island. These signs could be useful to:

- Visitors arriving at popular locations, such as the beaches, that are to encouraged to log-in to the app and report on the current availability of parking.
- Provide users arriving on the Island with information about parking availability and traffic congestion.
- Business owners and event organizers that can advise potential visitors to come later or park at alternate locations.

### Pros

- Can help avoid unnecessary trips when no parking is available.
- After the development of the app and installation of the signage, does not require additional staffing or investment.

### Cons

- Relies on users to generate information, which may result in inconsistent or infrequent updates.
- Limited cell phone coverage on the Island. Only users with smartphones and cell service can access.

### Design Considerations

- Signage should be visible and easy to understand
- App could be designed with a "points" system and rewards for consistent users that report parking information, such as discounts on permits.

### Complementary Strategies

- Parking permit pricing
- Park-N-Ride lots

# Transportation Demand Management

## REAL-TIME PARKING INFORMATION

*Real-time parking information can help avoid unnecessary trips by letting visitors know when and where parking is already fully occupied. Digital displays are frequently used in parking garages, where automated counting or sensing is installed. Lower-tech options are also possible that rely upon a person to update the sign message. This information is provided by a designated staff person or through the use of parking sensors or video, rather than relying on users to report parking availability to other users.*

### TSP Area Applicability

Due to the predominance of graveled parking on Sauvie Island, it is not currently feasible to install detection or sensor on most parking locations. Instead, this strategy could be implemented through lower-tech methods such as:

- Informational maps of all parking locations can be readily available for visitors to the island, with various locations numbered or color-coded for easy "real-time" information communication
- On the busiest weekends, patrol officers, ODF&W, paid attendants, or volunteers at busy locations could relay information to the Cracker Barrel store, where information about the parking locations shown on the map would be posted for visitors arriving to the Island.
- In cases where popular parking locations are full, an information board could suggest alternate parking locations.
- Video cameras could be installed at key parking areas with complementary displays posted near the entrance to the Island and online.

### Pros

- Can help avoid unnecessary trips when no parking is available.
- Provides a low-tech way to provide information to all visitors

### Cons

- May require manual updates from people at the locations of parking and a display board, unless video cameras are installed.
- Video cameras may raise privacy concerns

### Design Considerations

- Signage with information about parking locations and availability should be positioned so that it is easily understood and visible to visitors entering Sauvie Island.

### Complementary Strategies

- Parking permit Pricing
- Park-N-Ride lots

# Transportation Demand Management

## OPTIMIZE PARKING PERMIT PRICING

Photo: Statesman Journal, Sauvie Island, OR

*Pricing parking is a powerful tool for managing demand. Requiring payment for parking can influence travelers' choice to carpool or use other modes.*

### TSP Area Applicability

Visitors to Sauvie Island currently pay $7 for a daily permit to park in wildlife areas on the island. Annual permits cost $22. Additional strategies for consideration include:

- Permit pricing could be increased during high-traffic times, such as prime weekends, and decreased during lower-traffic times, such as week days or winter months, to help smooth out the flow of visitors.
- Annual permit costs could be increased or split into two "season" permits, with winter season having a much lower cost.
- Requiring permits for all vehicles entering the Island. Resident parking could be free or at a low cost covering only permit administration.
- Additional fees for parking could be collected in popular or congested locations, such as the beaches.

### Pros

- Can generate revenue as long as administrative costs are not substantial.
- Is demonstrated to help manage demand, since people are price-sensitive.

### Cons

- May be perceived as unfair or bad for business by some Island businesses if all visitors are required to obtain permits. Today, only those visitors desiring to use a public parking facility are required to buy permits.
- Cost of enforcement.

### Design Considerations

- Any increases or changes to the pricing structure could be accompanied by an explanation of where the additional revenue will be used. In examples where people are able to see the local benefit of the parking revenue, they are much more likely to support the increased costs.

### Complementary Strategies

- Off-Island Park-N-Ride

# Transportation Demand Management

## PARKING ENFORCEMENT

*Regular enforcement of existing parking regulations can improve compliance. If people expect to receive a ticket for improper parking, they are more likely to seek other options.*

### TSP Area Applicability

Enforcement officers could increase the amount of patrolling and ticketing on peak weekends during the summer in wildlife parking areas or in areas not designated for parking. Communication about the increased enforcement could motivate visitors to follow parking regulations before getting tickets.

Depending on results, enforcement efforts could be limited to specific times or days to minimize the additional staffing investment.

### Pros

- Provides an economic incentive to follow the rules on parking locations by fining people for breaking them.
- Can generate additional revenue.

### Cons

- Requires parking enforcement staff
- May anger visitors or residents that have been accustomed to more relaxed parking enforcement.

### Complementary Strategies

- Parking Information
- Off-Island Park-N-Ride

# OFF-ISLAND PARK-N-RIDE LOTS


*Park-n-ride lots offer people a place to park their cars when transferring to a different mode, such as carpooling with another person, bicycling, or taking transit.*

## TSP Area Applicability

An off-island park-n-ride could be located along Highway 30 south of the island in an industrial area. Partnerships for shared parking could be established for existing private parking that is used primarily during the week. This could enable:

- Beach-goers to form carpools to go to the island, leaving other vehicles at the park-n-ride locations off-Island.
- Bicyclists to leave their cars and ride their bicycles from parking locations on Highway 30.
- Provision of shuttle service from the park-n-rides during events or high-traffic weekends.


*Portland, OR, Google Earth*

## Pros

- Facilitates use of carpooling and can reduce need for parking on the island.
- Can more effectively utilize off-island parking spaces that are normally used primarily during the week.

## Cons

- Would need to negotiate public access to existing location along Highway 30.
- More distant park-n-ride lots may not appeal to bicyclists, since Highway 30 may not be a comfortable bike route for many riders.
- May raise liability issues for parking arrangements on private properties.

## Design Considerations

- Signage and online information to promote the park-n-ride lot would need to be prominent to ensure that visitors know its location and that they can use it.

## Complementary Strategies

- Shuttle service
- Parking pricing
- Event TDM strategies

# Transportation Demand Management

## ON-ISLAND SHUTTLE SERVICE

*A branded on-island shuttle circulator service could provide access to popular island locations during peak weekend days during the summer.*

### TSP Area Applicability

- An on-island shuttle service could operate as a circulator during peak weekend days, allowing people to park once and then travel in the shuttle to popular locations. This shuttle could run between the Cracker Barrel store and the beach during the peak summer days. In addition, shuttles could be chartered for particular event weekends, or by large events, to serve special event visitors. In these cases, shuttles could also travel to and from off-island park-n-ride locations.


### Pros

- Could provide an alternative to driving and parking on the island.
- If effectively utilized, could allow for more visitors with fewer traffic and parking impacts on the island.

### Cons

- Funding shuttle service may be difficult to sustain.
- Without consistent service, people may not be able to rely on the shuttle being available.

### Design Considerations

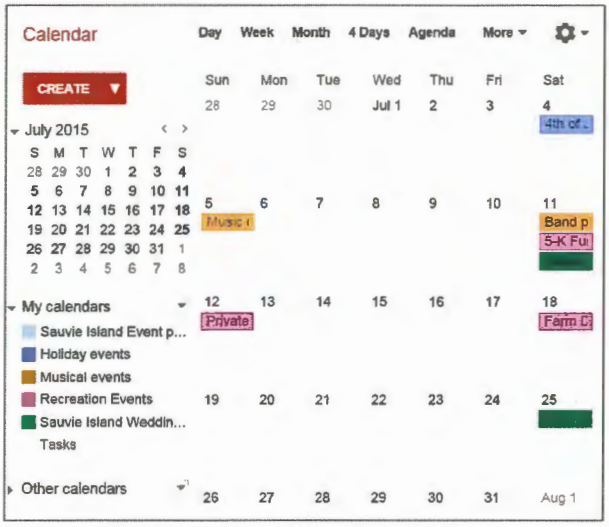
- Signage and online information to promote the shuttle service would need to be prominent to ensure that visitors know its location and how they should use it.

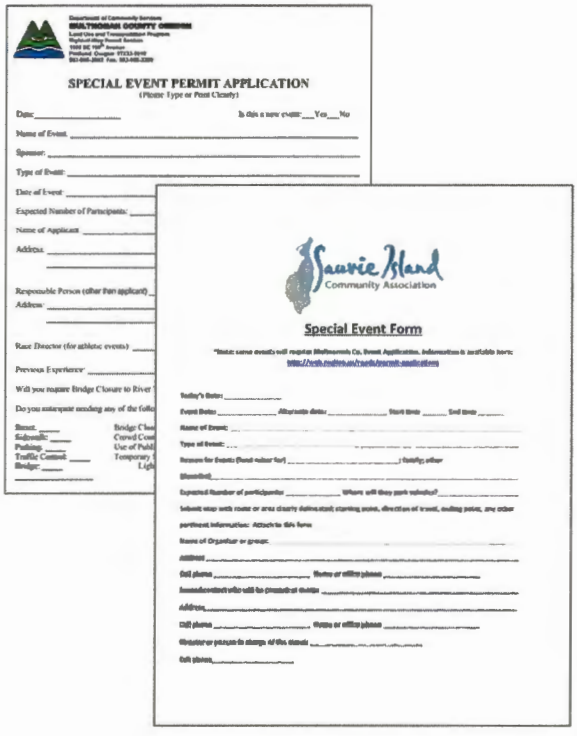

### Complementary Strategies

- Parking pricing
- Event permits / calendar
- Park-n-ride

# Transportation Demand Management

## EVENT PERMITS / CALENDAR




*A system of event permits requires event organizers to register events through a central calendar system. A permit issued for each event states the requirements that each would have to meet.*

### TSP Area Applicability

On Sauvie Island, where events occur frequently throughout the year, this system could allow for coordination between same day events. This idea builds on the existing voluntary event permit system through the Sauvie Island Community Association and could remain informal or could be administered by a local TMA or by the County. This system could include:

- Events over a certain size limit could be required to implement a transportation demand management (TDM) plan for the event which would outline how the event will utilize any number of different TDM strategies to reduce traffic impacts.
- Provision of incentives, such as partial reimbursement for shuttle costs, for events demonstrating a certain level of non-drive-alone mode share.
- Provision of a daily "cap," if necessary, on the total number of event attendees arriving to the island in private vehicles, in order to help avoid days with the highest levels of congestion. For example, under the same cap, one large event or four smaller events may be able to occur on the same day – but all five would not be able to be held concurrently.

### Pros

- Allows for anticipation of heavy traffic days
- By capping total anticipated event attendance per day, events can be spread more evenly throughout the year
- Provides a mechanism for coordination TDM strategies among event planners

### Cons

- Administration of the permit system and calendar may require additional staff time.
- Event planners may have to commit to certain dates earlier than they would otherwise.
- Could result in conflicts between event organizers/local businesses in the competition for popular dates.

### Complementary Strategies

- Park-n-ride
- Event-based shuttle system
- Modified signal timing

# Transportation Demand Management

## EVENT-BASED "TDM" PLANS


*Events of a certain size would be required to submit a transportation demand management (TDM) plan in order to receive an approved event permit.*

### TSP Area Applicability

Organizers of large events would need to provide a transportation demand management plan to demonstrate ways that they will manage impacts. Transportation demand management plans could include:

- Traffic management plan – organizers must demonstrate how they would manage the arrivals and parking for attendees of the event, including:
  - providing adequate parking to accommodate attendees
  - employing flaggers, if needed
  - arranging for overflow parking in alternate locations, if needed
  - coordinating with other events occurring in the same time-frame.
- Demand management strategies – organizers can draw on a number of demand management strategies to reduce vehicle trips:
  - Carpool / ride-matching for event attendees
  - Promotion of park-n-ride location for carpools, bicyclists, or other recreational visitors
  - Provide shuttle or van service from a park-n-ride location
  - Charging fees for event parking

### Pros

- Reduces congestion on Island roadways.
- Adds accountability for events
- Will encourage thorough planning and help mitigate impacts of larger events

### Cons

- Increases the organizational burden for event planners
- Requires staff time to review TDM plans and work with event planners.

### Complementary Strategies

- Park-n-ride
- Event permit / calendar
- Shuttle service
- Valet bike parking
- Modified signal timing

# Section 4
# Transportation System Plan

# TRANSPORTATION SYSTEM PLAN

This section details the projects, programs, and policies needed to serve Sauvie Island and Multnomah Channel Rural Areas through 2035. They represent the culmination of the existing needs and guidance from citizens, business owners, and governmental agencies within Sauvie Island and Multnomah Channel Rural Area, the PMT and the CAC. The projects, policies, and programs help to ensure and support the efficient and safe multimodal movement of people and goods throughout the Sauvie Island and Multnomah Channel Rural Area.

## TRANSPORTATION GOALS AND POLICIES

The Sauvie Island and Multnomah Channel Rural Area Plan (RAP) provides transportation policies for the study area. This TSP update implements the RAP policies, and uses the policies as guidance in developing goals, objectives, and policies. The applicable RAP policies, categorized by the three issue focus areas, are below.

- Reduce Modal Conflicts
    - Policy 5.2 – Identify and implement short- and long- term solutions to safely accommodate bicyclists, pedestrians, and motor vehicles on Sauvie Island including on-road bikeways, separated multi-use paths, and funding options.
    - Policy 5.4 - Consider context sensitive design when reviewing rural roadway standards to determine appropriate paved shoulder widths to preserve the rural character of roads. Shoulder widening should aim to achieve a minimum 3 foot paved width.
    - Policy 5.7 – Promote a transportation system that prioritizes and supports the efficient and safe movement of farm vehicles and equipment.
    - Policy 5.8 – Maintain and improve the transportation system for all modes of travel with the following goals: reducing vehicle miles traveled, minimizing carbon emissions, reducing conflict between travel modes, and improving the natural environment by minimizing stormwater runoff and facilitating wildlife movement. Ensure that the transportation system reflects the community's rural character while ensuring efficiency and connectivity.
- Additional Safety Issues
    - Policy 5.5 – Coordinate with ODOT Rail and Public Transit Division to promote appropriate safety devices at crossings.
    - Policy 5.11 – Promote effective use of signage designed to educate the public about farm equipment using roadways, wildlife crossings and bicycle and pedestrian

safety. Work with businesses to create additional way-finding signs that can help visitors get to their destinations more efficiently.

- Manage Travel Demand
    - Policy 5.6 – Coordinate with the Oregon Department of Fish and Wildlife (ODFW) and Columbia County to manage and reduce demand on the Sauvie Island transportation system, especially during peak use periods, by making more efficient use of capacity on the system through strategies such as user fees, shuttles, and parking management programs. Strategies may include, but are not limited to:
        - **(a)** Encourage and support action by the Oregon Fish and Wildlife Commission to increase daily fees during peak use periods to an amount that will effectively reduce the traffic burden on Sauvie Island roads and reduce adverse wildlife impacts resulting from heavy traffic, noise and dust.
        - **(b)** Encourage Columbia County and the Columbia County Sheriff to prohibit parking on county roads outside designated parking areas and to post and enforce its parking restrictions.
        - **(c)** Encourage the use of ride sharing, and support safe and convenient park-and-ride facilities for carpools and transit service in convenient and appropriate off-island locations.
        - **(d)** Explore options for shuttle support and traffic reduction strategies such as traffic fees and parking management programs.
        - **(e)** Coordinate with transit agencies and service providers to identify existing transit deficiencies and the improvements necessary to increase accessibility to transit service by potential users.
    - Policy 5.9 – Implement a range of Transportation Demand Management (TDM) policies encouraging existing businesses and requiring new development (beyond single family residential use and agricultural uses) to help reduce vehicle miles traveled (VMT), and alleviate congestion on US 30 and county roads caused by seasonal and special event traffic.

Descriptions of the five TSP goals and respective objectives, policies, and implementation strategies, which implement the RAP policies listed above, are below. These will guide the development of the transportation system over the next 20 years.

**Goal 1:** Implement a transportation system that is safe and efficient in meeting the needs of area residents and those traveling through the area.

***Objective A:*** *Provide a transportation system that addresses safety concerns for all modes of travel*

**Policy:** Continuously improve safety levels all motorized and non-motorized traffic.

**Implementation strategies:**

I. Monitor accident rates for all modes of transportation and recommend implementation of low-cost operational improvements within budgetary limits. Target resources to reduce accident potential in the top 10 percent of accident locations
II. Continue to monitor high accident location sites for all modes of transportation
III. Implement access management standards to reduce vehicle conflicts and maintain the rural character of the area

**Policy:** Actively support safe travel speeds on the transportation system. Reduce speeds limits to ensure they are compatible with adjacent land uses, support safety for all modes of travel. Speeds shall be consistent with corresponding implementation documents.

**Implementation strategies:**

I. Support speed limit enforcement (i.e. use of radar), traffic calming and education concepts.
II. Apply design standards that encourage appropriate motor vehicle and truck speeds.
III. Coordinate with ODOT to reduce speeds on rural roadways.

***Objective B**: Provide a transportation system that is convenient and limits congestion while safely accommodating all modes of travel.*

**Policy:** Adopt rural road design standards specific to Sauvie Island that are appropriate to safely meet the needs of all roadway users.

**Implementation strategies:**

I. Support the Street Design Guidelines for 2040 and apply them appropriately to maintain the rural character of Multnomah County as well as support the Rural Reserve requirements.
II. Support Title 6 of the Urban Growth Management Functional Plan and apply level of service standards appropriately to maintain the character of rural Multnomah County.

**Goal 2:** Implement a balanced transportation system that supports all modes of travel.

***Objective A:** Establish a transportation system that accommodates a variety of methods of travel and minimizes reliance on a single travel mode.*

**Policy:** Encourage the use of ride sharing facilities.

**Implementation strategies:**

I. Support safe and convenient park and ride facilities for car pools and transit service in convenient and appropriate locations.

II. Encourage the placement of bike lockers at all park and ride/park and car pool locations. Support and promote their use.
III. Coordinate with other agencies to assist users with convenient services (e.g. ride share matching).

**Policy:** Encourage mobility for the transportation disadvantaged.

**Implementation strategies:**

I. Work with public transportation providers to monitor and provide for the transportation needs of the transportation disadvantaged. Strategies could include establishing focus groups for conducting outreach to these groups.

**Policy:** Support the development of multi-use paths.

**Implementation strategies:**

I. Coordinate multi-use trail transportation needs with Metro Parks and Green Spaces.
II. Coordinate with the Sauvie Island Drainage Company for potential multi-use trails on Sauvie Island.

**Goal 3:** Develop a transportation system that supports the rural character of West Multnomah County.
***Objective A:*** *Maintain a transportation system that supports the surrounding rural land use designations.*

**Policy:** Discourage through traffic on trafficways with functional classification of rural local road.

**Implementation strategies:**

I. Reduce travel conflicts by providing appropriate facilities, signs, and traffic markings based upon user type and travel mode.
II. On rural local roads with heavy through traffic, consider implementing appropriate traffic-calming measures to reduce such traffic.

***Objective B:*** *Provide a transportation system that minimizes impacts to wildlife and agricultural resources.*

**Policy:** Apply roadway design safety standards appropriately by balancing the needs of the travelling public and minimizing negative impacts to the environment.

**Implementation strategies:**

I. Develop and implement a design exception process that considers the relative and incremental benefits of implementation, costs and impacts to the environment.
II. Assess implications of fish passage requirements on county facilities and develop a program for retrofitting drainage facilities.
III. Adopt and apply drainage system design guidelines and standards to accommodate fish passage.
IV. Adopt and apply rural roadway shoulder standards that preserve the rural character of the area.

V. Adopt and apply rural roadway standards that maintain and improve safe wildlife movement and ensure wildlife connectivity in the SIMC planning area.
VI. Assess Natural Resource strategies and explore design elements to minimize impacts to fish and wildlife habitat.
    1. Where possible, avoid harm to wildlife, including wildlife movement, from new, existing, or improved transportation facilities, and where not possible, minimize harm to wildlife. Mitigate any unavoidable harm to wildlife.
    2. Potential mitigation measures include, but are not limited to: wildlife crossings; improved culverts with shelves or dry paths built into the sides; mechanisms to funnel wildlife into the culverts; signage; habitat modification; asking drivers to turn on running lights; public awareness programs; and other wildlife mitigation measures that have been demonstrated to be effective.
VII. Explore incorporation of wildlife criteria for the Capital Improvement Plan and Program (CIPP).
VIII. Work with agencies to address impacts of boat traffic on the environment (e.g. shoreline).
IX. Consider climate change and the Climate Action Plan when planning transportation investments and service delivery strategies.

***Objective C:*** *Maintain the beauty of the area by preserving critical view sheds.*

**Policy:** Encourage the placement of new pipelines and transmissions lines in existing right-of-way whenever possible.

**Implementation strategies:**

I. Develop general guidelines for utility placement within the county right-of-way that reduce the number of conflicts and cost of implementation.
II. Enhance the rural character and scenic qualities of the area by placing utilities underground when possible.
III. Coordinate improvements with utility companies through regular status meetings to maintain and preserve the beauty of the rural character of west Multnomah County.

***Objective D:*** *Ensure the transportation plan meets federal, state and regional air, water, and noise standards.*

**Policy:** Coordinate transportation improvement projects with appropriate regulatory agencies.

**Implementation strategies:**

I. Retrofit existing facilities to meet regulatory requirements within budgetary limits.
II. Obtain permits as necessary for transportation improvement projects and maintenance activities.

**Goal 4:** Develop a transportation system the supports a healthy economy.

***Objective A:*** *Provide a convenient access while maintaining movement of freight along the U.S. Corridor 30.*

**Policy:** Provide ongoing coordination with state, regional, and local business interests to assure efficient movement of goods and services.

**Implementation strategies:**

I. Participate in, support, and adopt the U.S. 30 Corridor Plan.
II. Provide for auxiliary turn lanes on road connections to U.S. 30 to achieve acceptable operating levels of service.

**Policy:** Promote transportation alternatives for the movement of freight.

**Implementation strategies:**

I. Encourage rail operators to maintain rail service within the U.S. 30 corridor.
II. Support the movement of freight on the Columbia River, including the U.S. Army Corps of Engineers' study of deepening the Lower Columbia River navigation channel to accommodate deep draft ships.

***Objective B:*** *Preserve the function and safety of the transportation system.*

**Policy:** Provide a transportation system that ensures economically viable transportation of goods from farm to market.

**Implementation strategies:**

I. Conduct a study of Cornelius Pass Road.

**Policy:** Coordinate transportation system management activities with interested and affected stakeholders.

**Implementation strategies:**

I. Work with property owners to consolidate existing accesses when possible and as appropriate to access management standards.
II. Support limited accesses along U.S. 30 to the extent possible. Support access management along U.S. 30 in accordance with ODOT's Access Management Standards.

**Goal 5:** Provide transportation improvements in a timely manner according to funding capability.

***Objective A:*** *Maximize cost-effectiveness of transportation improvements using the Capital Improvement Plan process.*

**Policy:** Invest in safety and maintenance improvements.

**Implementation strategies:**

I. Accelerate shoulder paving to safely accommodate automobile, bicycle, and pedestrian use.
II. Make intersection improvements to improve safety, sight distance, and intersection efficiency.
III. Continue to provide opportunities to educate and inform citizens with easy-to-understand materials on transportation finance.
IV. Ensure the Capital Improvement Plan evaluation criteria adequately evaluate rural needs.

## IMPROVEMENT PROJECTS

Two community workshops and multiple CAC meetings provided feedback on the potential range of solutions in Section 3 and informed a 20-year list of programs and policies for TSP implementation. The resultant set of solutions intends to help manage traffic on Sauvie Island and ensure safe multimodal travel for Sauvie Island residents, visitors, and businesses during the next 20 years. Project priority categorizes the projects into one of three timeframes: near-, mid-, and long-term. Short-term projects include those that could be addressed within the next five years. Mid-term projects could be addressed within the next six to ten years. Long-term could be addressed within 11 to 20 years. Figure 2 and Table 2 illustrate the project list.

**Table 2 Planned Projects and Programs**

| Project Number | Project/Program Name | Project/Program Description | Estimated Cost | Priority |
|---|---|---|---|---|
| 1 | Sauvie Island Road Multi-Use Path | Construct multi-use path parallel to sections of Sauvie Island Road located on the levee. | $$ | Near-term |
| 2 | Advisory Bike Lane Study | Conduct engineering study to identify potential locations for an advisory bike lane pilot test and verify adequate sight distance. | $ | Near-term |
| 3 | Advisory Bike Lane Pilot Project | Implement advisory lane pilot test project. The project will temporarily implement an advisory lane and be monitored for compliance and use. | $ | Near-term |
| 4 | Sauvie Island and Multnomah Channel (SIMC) Bike Map | Work with Sauvie Island Community Association (SICA) and other Sauvie Island stakeholders to develop a bike map that includes wayfinding and education | $ | Near-term |
| 5 | Gillihan Road Curve Improvements | Provide warning signs and delineation posts on curves along the loop roads. | $$ | Near-term |
| 6 | Gillihan Road/Reeder Road Intersection Improvement Study | Conduct an engineering/safety study to determine impacts and safety considerations for implementing three-way stop-control at the intersection of Gillihan Road and Reeder Road. | $ | Near-term |
| 7 | Gillihan Road/Reeder Road Intersection Upgrades | Implement a three-way stop control at the intersection of Gillihan Road and Reeder Road. | $$ | Near-term |
| 8 | SIMC Wayfinding Upgrades | Install additional wayfinding to provide guidance to motorized and non-motorized users to areas of interest such as types and location of recreation, parking, and other key destinations. | $ | Near-term |
| 9 | Share the Road Improvements | Install warning/advisory signs are to inform motorists of bicycles and farm equipment sharing the road along facilities (all roads under existing conditions) | $$ | Near-term |
| 10 | Gillihan Road Signage Improvements | Install speed limit signs on unsigned sections of Gillihan Road. | $ | Near-term |
| 11 | Sauvie Island Mobile Speed Radar Implementation | Obtain a mobile speed radar unit for Sauvie Island that can be relocated at regular intervals. | $ | Near-term |
| 12 | US 30/Sauvie Island Road Intersection Upgrades | Upgrade the traffic signal controller at the intersection of US 30 and Sauvie Island Road. | $$ | Near-term |

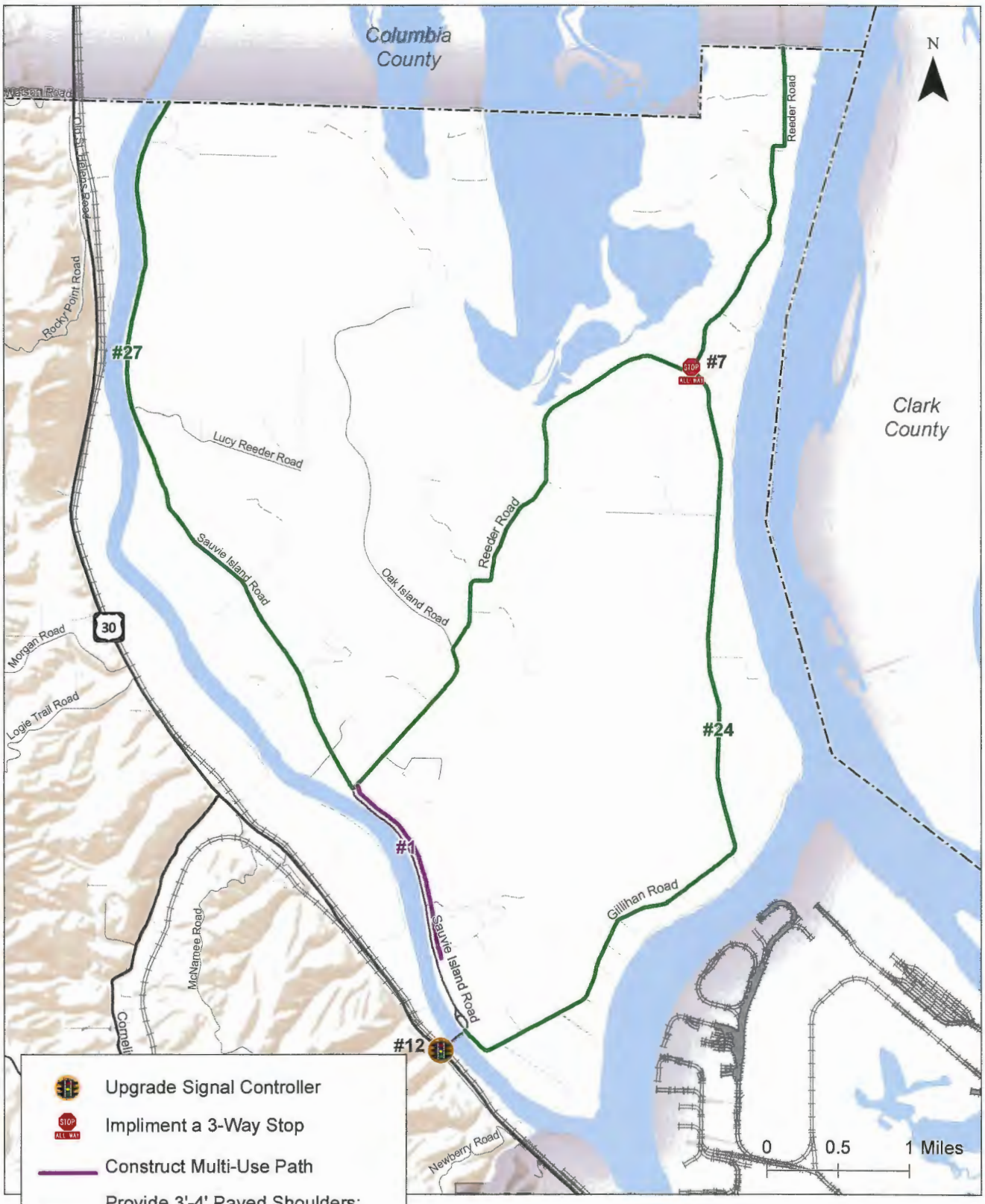
| Project Number | Project/Program Name | Project/Program Description | Estimated Cost | Priority |
|---|---|---|---|---|
| 13 | US 30/Sauvie Island Road Intersection Signal Study | Conduct study of signal timing at the intersection of US 30 and Sauvie Island Road for possible truck extensions, westbound detection issues, and optimization of green and red time. | $ | Near-term |
| 14 | Parking Information Distribution Study | Study to determine the most effective and feasible method to implement distribution of parking information. | $ | Near-term |
| 15 | Permitting Study | Work with ODF&W to implement an increased parking permit fee and/or limit number of permits. Include bicycle permitting. | $ | Near-term |
| 16 | Sauvie Island Park-n-Ride and Shuttle Service Study | Study to determine location of off-island park-n-ride lots and plan for on-island shuttle service for events. | $ | Near-term |
| 17 | Event Permit Calendar | Develop event permit calendar and implement use. | $ | Near-term |
| 18 | Daily Trip Study | Study to explore a daily trip cap. | $ | Near-term |
| 19 | Ticket and Permit Enforcement Study | Study the implementation of increased permits and enforcement of permits; including illegally parked vehicles, beach day use permits, and existing permit compliance. | $ | Near-term |
| 20 | Sauvie Island Bridge Toll Study | Study the implications of a Sauvie Island Bridge toll for non-residents. | $ | Near-term |
| 21 | SIMC Travel Demand Management Plan | Develop a Travel Demand Management Plan for the island that further explores each of the potential TDM strategies and explores and identifies a potential Transportation Management Association (TMA) for Sauvie Island. Elements of the TDM plan should include input from projects 14-20. | $$ | Near-term |
| 22 | Sauvie Island Road/Reeder Road Intersection Improvement Study | Conduct an engineering/safety study to determine impacts and safety considerations for implementing three-way stop-control and channelized right-turn for northbound traffic at the intersection of Sauvie Island Road and Reeder Road. | $ | Near-term |
| 23 | SIMC Rail Study | Conduct rail corridor study to identify feasible local street connections and railroad crossing consolidation and upgrades. Project will include coordinate with owners of the private rail crossings. | $$ | Mid-term |
| 24 | Loop Road Shoulder Improvements | Provide 3-4 foot paved shoulders on the loop roads including Reeder Road, Sauvie Island Road, and Gillihan Road. | $$$ | Mid-term |
| 25 | Sauvie Island Speed Photo Radar Implementation | Implement permanent speed photo radar signs at several locations on Sauvie Island. | $$ | Mid-term |
| 26 | Sauvie Island Speed Photo Radar Ticketing Implementation | Implement photo radar ticketing at several locations on Sauvie Island | $ | Mid-term |
| 27 | Sauvie Island Road Shoulder Improvements | Provide 3-4 foot paved shoulders on Sauvie Island Road from Reeder Road to the Columbia County line. | $$$ | Long-term |
| 28 | Reeder Road Shoulder Improvements | Provide 3-4 foot paved shoulders on Reeder Road from Gillihan Road to the Columbia County line. | $$$ | Long-term |

$ = $0 - $100,000; Near-term = 0-5 years
$$ = $100,000 - $500,000; Mid-term = 6-10 years
$$$ = > $500,000 Long-term = 11-20 years

## KEY CODE AND POLICY AMENDMENTS

The Transportation Planning Rule (TPR), as codified in Oregon Administrative Rules (OAR) 660-012-0020(2)(h), requires that local jurisdictions identify land use regulations and code amendments needed to implement the TSP, and include them as the implementation element.

The Multnomah County Comprehensive Plan update includes this work; expected completion by June 2016.




**TSP Planned Projects**
**Multnomah County, Oregon**

Figure **2**

Coordinate System: NAD 1983 CORS96 StatePlane Oregon North FIPS 3601 Ft Intl

# Appendix 7: Consistency with Statewide Planning Goals

## Contents

## Introduction

*Appendix 7* – State planning statutes requires Comprehensive Plan Amendments to comply with state land use goals. The Sauvie Island / Multnomah Channel plan update is a sub-plan of the Multnomah County Comprehensive Framework Plan and as such, must also comply with all applicable state planning goals.

## Section I: Consistency with Statewide Planning Goals

The state of Oregon's 19 statewide planning goals are a cornerstone of the Oregon Land Use Program. The goals are the state's policies on land use and related topics. The goals are often accompanied by guidelines, which are not mandatory.

Local plans must comply with applicable planning goals. Compliance is reviewed by the Oregon Department of Land Conservation and Development (DLCD). If DLCD determines that a proposed amendment may not comply, the Department may appeal the County decision to adopt the plan.

Appeals are filed with the Oregon Land Use Board of Appeals (LUBA) within 21 days of the County's final hearing adopting the proposed amendments. Citizens may also appeal the plan to LUBA. If the plan amendment is not appealed within 21 days of adoption, then the amendment is considered acknowledged.

Goals 1 through 15 are addressed below. Goals 16 through 19 are not listed because they are only applicable in coastal communities. Goals 4, 8, 9 and 10 are also not applicable and an explanation as to why is provided below. Applicable goals are paraphrased below followed by findings of compliance with respect to this plan update. The full text of the planning goals is found in their respective implementing Oregon Administrative Rules (OARs).

### Goal 1: Citizen Involvement [OAR 660-015-0000(1)]:

The Goal 1 guidelines generally require counties to:

- *Develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*
- *Adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.*
- *Develop a citizen involvement program appropriate to the scale of the planning effort that provides for continuity of citizen participation.*
- *Provide for widespread citizen involvement.*
- *Assure effective two-way communication with citizens.*
- *Provide opportunity for citizens to be involved in all phases of the planning process.*
- *Insure that technical information is available in an understandable form.*
- *Insure that citizens will receive a response from policy-makers.*
- *Insure funding for the citizen involvement program.*

Findings:

1. The County Board of Commissioners appointed a Community Advisory Committee (CAC) of 18 community members who primarily live and work in the SIMC plan area. The CAC met 13 times over the course of 14 months to discuss topic specific aspects of the plan update. Further, technical subcommittees held over 15 topic specific meetings with the task of making recommendations and presenting background information to the full CAC. The topical subcommittees were comprised of technical experts and two or three CAC members. Both the CAC meetings and the TAC meetings were open to the public and opportunity for public comment was given at all meetings.
2. County staff maintained a website that included updated meeting dates and materials. Interested community members were able to sign up for updates via email. The email list grew to over 350. A mailing list consisting of property owners, residents, and interested individuals was maintained throughout the planning process – that list grew to more than 700 addresses. Mailings advertised the planning process, the email list, and public open houses as well as upcoming hearings. People were able to submit written testimony at all times throughout the planning process.
3. Three open houses were held throughout the planning process. All three open houses were combined with briefings to the Planning Commission to provide updates to the Commission and the community and to allow for public input into the planning process and policy direction.
4. The planning effort was funded by the Board of County Commissioners through the budgeting process. Funding included hiring the Winterbrook Planning team to assist in the public engagement program, technical background reports and the SIMC plan.
5. The Community Involvement Plan was based on an extensive Scoping Report prepared by CH2M Hill and County Staff in 2013. The Scoping Study included interviews with residents and business, as well as those who live outside the planning area but who visit Sauvie Island and the Multnomah Channel for recreational or educational activities. The broad categories of issues identified are addressed in this plan. The outreach plan was designed to address the five topic areas and targeted activities to support decisions on each of these topics. At the same time it recognized the general interest in the plan and provided opportunities for interested community members to follow the progress of the plan and provide input on the areas in which they are interested. An over-arching theme of the plan is to maintain the rural character of the Island while recognizing the more intensive uses along the Multnomah Channel, and to do so within the framework of applicable statewide planning goals and laws. The County's ability to address all issues raised by the CAC or its various subcommittees was in some cases limited by applicable state statutes, goals and administrative rules. Nevertheless, the process resulted in the development of a plan that is tailored to the needs of the community, ensures an internally consistent, integrated set of inventories and policies that systematically address issues raised in the Scoping Report. The outreach program included structured activities related to general and specific topic areas. The program included hosting core community activities including:
   - Community Advisory Committee
   - Technical Advisory Committee
   - CAC Subcommittees

- Planning Commission Briefings and Open Houses
- Mailers and email updates
- Other Community Outreach

6. Though the Community Advisory Committee was generally representative of the community, additional creative outreach strategies were included in the program to gain input on policies from the broader community. A very useful outreach method was conducting focus groups with community members from around the SIMC area. Focus groups were targeted to young families that live in the SIMC area, as well as people who reside but do not work in the plan area.

   Sauvie Island Academy:

   A strong partnership with the Sauvie Island Academy (SIA) further enhanced outreach efforts, which included faculty and students. Through place-based education, SIA offers a curriculum that integrates the natural environment into the student's education giving them the ability to become stewards of the environment. In the update to the SIMC plan, County staff worked with a "field study class of 6th-8th graders to educate them on the history of Oregon Land Use (relating to Sauvie Island and Multnomah Channel). The students went on various tours of the island, which included stops at Colombia Farms, Bella Organic Farms, the Sauvie Island Fire Station, and the County Park & Ride lot. The students focused on the following question; "how can we make Sauvie Island and The Multnomah Channel an equitable, accessible place for everyone to live, work, and play?" The students developed surveys that were distributed to people who live, work and play within the plan area. The analysis was summarized in a short video that was shown to the public and the Planning Commission.

   Creative online surveys:

   Two online surveys were created to capture community perceptions and feedback. A "defining rural character" visual preference survey was created during the beginning of the process to capture what places, words, and photos depicted rural character for the SIMC area. The data was analyzed to determine the differences between people who live in the plan area and visitors. In addition, online policy polls were created near the end of the process for the community to give feedback to staff on policy intent. The policy polls are in conjunction with a community conversation board that was placed in the park and ride lot at the base of the Sauvie Island Bridge.

   Community Conversation Board:

   Inspired by artist, Candy Chang, the community conversation board combines art and planning into a place-making technique that conjures positive responses and fosters a sense of unity within the community. The board was initially placed at the Park & Ride location, and was intended to encourage people to take the online policy polls. The photo above is the design of the board. The white space is a white board where people can write why they love Sauvie Island.

   Planning Commission Briefings and Community Open Houses:

   The project team provided periodic project updates to the Planning Commission on the planning effort. This approach informed the Planning Commission of the latest discussion topics and overall progress of the committees well in advance of the public hearing process. Two Planning Commission members also participated in the CAC and subcommittee meetings. The project

team hosted open houses prior to the scheduled Planning Commission briefings. The Open Houses coincided with Planning Commission meetings in January, March and June of 2014.
Other Community Outreach:
The project team hosted a number of other opportunities for community members to get updates about and provide input into the project including, regular mailings, email updates, and press releases. County staff also attended the Sauvie Island Community Association Community fair in April, 2014 to provide information and answer questions from Community members.

## Goal 2: Land Use Planning [OAR 660-015-0000(2)]:

*To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions. City, county, state and federal agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268. All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of Concern.*

Findings:

1. The SIMC Rural Area Plan update is a subchapter of the County's previously acknowledged Comprehensive Framework Plan. The SIMC plan must comply with current state law.
2. In the fall of 2013, County Land Use and Transportation planning staff in coordination with Winterbrook Planning, began to prepare an update to the 1997 SIMC Plan. In the early stages of the update process, the following CAC subcommittees were established to address the topical issues raised in the Scoping Study:
   - Agriculture and Agri-Tourism
   - Multnomah Channel – Marinas and Floating Homes
   - Natural and Cultural Resources
   - Public and Semi-Public Facilities
   - Transportation
3. Subcommittees were comprised of representatives from the CAC as well as select TAC members. Each subcommittee met at least twice (the Marinas and Floating Homes Subcommittee met four times), reviewed draft background reports (included as appendices to the 2014 SIMC Plan), and made specific recommendations to the full CAC. The CAC then made recommendations for changes to the policies of the 1997 SIMC Plan.
4. Oregon's Statewide Planning Goals and implementing "administrative rules" apply when local comprehensive plans are adopted or amended. The SIMC Plan is part of the Multnomah County Comprehensive Plan; therefore, any amendments to the SIMC Plan must comply with applicable Statewide Planning Goals, rules and statutes. Appendix 7: Compliance with Applicable Statewide Planning Goals provides findings explaining how proposed amendments to the SIMC Plan so comply.
5. Staff summarized the results of the scoping report in a May 6, 2013 Memorandum to the Planning Commission by identifying specific issues that need to be addressed in the SIMC Plan

update. Based on the number and variety of issues, several of which are new or more pronounced than in 1997, as well as the high level of community interest, staff recommended updating the RAP. The plan includes a vision statement, background information, composite inventory and zoning maps and land use and transportation policies. The SIMC Plan is organized based on the subject areas addressed in background reports considered by relevant subcommittees and the CAC.

6. The following chapters address the substantive themes covered in the background reports: Agriculture and Agri-Tourism; Marinas and Floating Homes; Natural and Cultural Resources; Public and Semi-Public Facilities; and Transportation.
7. Each substantive chapter includes an introduction, a summary of background information, a description of the issues to be addressed, and proposed policies related to these issues. This plan provides general discussion and overview of the issues and plan policies. Detailed technical overviews of the issues are found in the background reports, Appendices 1 through 7.
8. The following appendices provide the detailed substantive and procedural information leading up to and supporting the adoption of the SIMC Plan:
   - Appendix 1: Sauvie Island – Multnomah Channel Scoping Report
   - Appendix 2: Agriculture and Agri-Tourism Background Report
   - Appendix 3: Marinas and Floating Homes Background Report
   - Appendix 4: Natural and Cultural Resources Background Report
   - Appendix 5: Public and Semi-Public Facilities Background Report
   - Appendix 6: Transportation Background Report
   - **Appendix 7: Consistency with Applicable Statewide Planning Goals**

## Goal 3: Agricultural Lands [OAR 660-015-0000(3)]:

*GUIDELINES*

*1. Urban growth should be separated from agricultural lands by buffer or transitional areas of open space.*

*2. Plans providing for the preservation and maintenance of farm land for farm use, should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.*

*B. IMPLEMENTATION*

*1. Non-farm uses permitted within farm use zones under ORS 215.213(2) and (3) and 215.283(2) and (3) should be minimized to allow for maximum agricultural productivity.*

*2. Extension of services, such as sewer and water supplies into rural areas should be appropriate for the needs of agriculture, farm use and non-farm uses established under ORS 215.213 and 215.283.*

*3. Services that need to pass through agricultural lands should not be connected with any use that is not allowed under ORS 215.203, 215.213, and 215.283, should not be assessed as part of the farm unit and should be limited in capacity to serve specific service areas and identified needs.*

*4. Forest and open space uses should be permitted on agricultural land that is being preserved for future agricultural growth. The interchange of such lands should not be subject to tax penalties.*

Findings:

1. No new uses are proposed for the Exclusive Farm Use (EFU) zone.
2. Proposed policies recommend standards addressing the location and extent of farm stands and promotional activities.
3. Proposed policy recommends Code updates recommending coordination and code definitions addressing mass gatherings and other gatherings.
4. Proposed policy recommends against adoption of optional agri-tourism standards for the SIMC plan area.

## Goal 4: Forest Lands [OAR 660-015-0000(4)]:

*To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.*
*Forest lands are those lands acknowledged as forest lands as of the date of adoption of this goal amendment. Where a plan is not acknowledged or a plan amendment involving forest lands is proposed, forest land shall include lands which are suitable for commercial forest uses including adjacent or nearby lands which are necessary to permit forest operations or practices and other forested lands that maintain soil, air, water and fish and wildlife resources.*

Not Applicable:

1. Forest lands in Multnomah County are under the Commercial Forest Use (CFU) zone designation. There are no CFU lands within the SIMC plan area. Goal 4 is not applicable in the SIMC plan area.

## Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces [OAR 660-015-0000(5)]:

*To protect natural resources and conserve scenic and historic areas and open spaces. Local governments shall adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations. These resources promote a healthy environment and natural landscape that contributes to Oregon's livability.*
*The following resources shall be inventoried:*
*a. Riparian corridors, including water and riparian areas and fish habitat;*
*b. Wetlands;*
*c. Wildlife Habitat;*
*d. Federal Wild and Scenic Rivers;*
*e. State Scenic Waterways;*
*f. Groundwater Resources;*
*g. Approved Oregon Recreation Trails;*
*h. Natural Areas;*
*i. Wilderness Areas;*
*j. Mineral and Aggregate Resources;*
*k. Energy sources;*

*l. Cultural areas.*
*Local governments and state agencies are encouraged to maintain current inventories of the following resources:*
*a. Historic Resources;*
*b. Open Space;*
*c. Scenic Views and Sites.*
*Following procedures, standards, and definitions contained in commission rules, local governments shall determine significant sites for inventoried resources and develop programs to achieve the goal.*

Findings:

1. Goal 5 requires local governments to inventory and protect significant natural and cultural resources. Over the years, this general goal has been interpreted by two administrative rules: the "old" (1986-1995) and the "new" (1996-present) Goal 5 rules.[1]
2. When the County Comprehensive Framework Plan was reviewed by the Land Conservation and Development Commission in the early 1980s, the County was subject to the "old Goal 5 rule" – OAR Chapter 660, Division 016. During the 1980s and 1990s the County completed the Goal 5 process for wildlife habitat and aggregate resources using the old Goal 5 rule.
3. Except for cultural resources which remain subject to the old Goal 5 rule (OAR Chapter 660, Division 016), any amendments to the SIMC Plan are subject to the "new Goal 5 rule" – OAR Chapter 660, Division 023.
4. Multnomah County has applied Goal 5 to three types of resources in the SIMC plan area: wetlands, historic resources and scenic areas. Multnomah County's natural and cultural resource protection program relies on the SEC overlay zone to protect significant wetlands and scenic areas, and the Willamette River Greenway overlay to protect resources along the Multnomah Channel. The WRG overlay protects significant natural and cultural resources within its boundaries (150' of the ordinary low water line).
5. An effective natural and cultural resource conservation program typically has additional components are rely on collaborative community processes. For example:

- Conservation groups and community organizations, including the West Multnomah Soil & Water Conservation District, the Sauvie Island Habitat Partnership, the Sauvie Island Grange, The Wetlands Conservancy and the Sauvie Island Academy have been actively promoting voluntary, incentive-based programs to identify, restore and enhance natural resources within the SIMC planning area.
- There are also voluntary programs that place natural resource sites in conservation easements – which ensure long-term protection of such resources by private property owners. These programs are typically managed by groups such as The Wetlands Conservancy, the Columbia River Land Trust, and the National Resource Conservation Service.
- Finally, the Oregon Department of Fish and Wildlife, Oregon State Parks, the Department of State Lands and Metro are responsible for managing natural and cultural resources on public land on the Island and in Multnomah Channel.

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1 As noted in Section 0250 of the new Goal 5 rule: *(1) This division replaces OAR 660, Division 16, except with regard to cultural resources * * * . Local governments shall follow the procedures and requirements of this division * * * in the adoption or amendment of all plan or land use regulations pertaining to Goal 5 resources. The requirements of Goal 5 do not apply to land use decisions made pursuant to acknowledged comprehensive plans and land use regulations.*

6. The new Goal 5 Rule, OAR Chapter 660, Division 023 interprets Goal 5 and would apply to any SIMC Plan amendments proposed by the County. Generally, the rule requires that the County conduct a valid inventory (location, quality and quantity of the resource sites); identify conflicting uses and activities; evaluate the ESEE (economic, social, environmental and energy) consequences of alternative protection programs (full protection, limited protection or no protection); and then adopt a program to achieve the Goal (consisting of plan policies and implementing land use regulations or incentive programs). Alternatively, the County can elect to apply 'safe harbor' provisions that apply an prescriptive protection scheme to certain resources.
7. SIMC **Policy 3.2** directs planning staff to extend the Wildlife tax deferral if possible to MUA-20 zoned land (residential zone with 20 acre minimum), through code amendments and coordination with the County Department of Assessment, Recording, and Taxation. Currently, the wildlife tax deferral are only allowed on EFU lands since that was the only zone allowed to receive the deferral when the program was first adopted.
8. **Policy 3.3** ensures that NOAA Fisheries will be consulted during the development of standards for protection of fish and riparian habitats in the Multnomah Channel and its tributaries.
9. **Policy 3.4** states, *'Update the inventory of surface water resources and associated riparian areas in compliance with Goal 5 requirements. Apply the Significant Environmental Concern overlay to significant wetlands (SEC-w) and streams (SEC-s) in the planning area.'* To implement this policy, the county will need to update the inventory of wetlands in the plan area using the current significance methodology as required by DLCD rules. The SEC-s overlay would likely be applied to the Multnomah Channel and the Columbia River through the safe harbor provisions allowed by rule. Along areas of the Willamette/Multnomah Channel the Willamette River Greenway overlay applies. The Willamette River Greenway addresses state Goal 15. Application of the SEC-s overlay within areas that are also covered by the Willamette River Greenway zone will need to be done in a way that recognizes that where any conflicts between the two overlays would occur, the code is clear that the Greenway standards will control (in compliance with OAR 660-023-0240).
10. **Policy 3.5** recognizes habitat restoration and enhancement projects that are conducted by resource protection agencies. The policy directs the County to explore code exemptions and process efficiencies that would identify any unnecessary regulatory barriers to restoration and enhancement efforts by partner agencies and make changes to the code and/or processes accordingly while upholding the County's state and federal regulatory mandates.
11. The appropriate use of outdoor lighting minimizes detrimental effects that artificial lighting can have on wildlife. **Policy 3.7** commits the county to develop a 'dark sky' ordinance. The subcommittee and the CAC fully support the development of a dark skies ordinance. While such an ordinance is currently being developed, the policy is a statement of support for such measures.
12. **Policy 3.9** requires the County to develop a program to, *'Coordinate with Native American tribes and the Oregon State Historic Preservation Office (SHPO) to adopt a program to inventory, recover and protect archaeological and cultural resources and prevent conflicting uses from disrupting the scientific value of known sites. Adopt a process that includes timely notice to tribes and SHPO of applications that could impact cultural resource sites, and develop standards to evaluate comments received from the tribes and SHPO.'* The County currently implements a similar program within the Columbia River Gorge National Scenic Area and would likely apply similar standards and processes within the SIMC Plan Area. **Policies 3.10 and 3.11** will compliment this program by requiring reporting of the discovery of archaeological resources and by encouraging the consideration of alternative sites that would result in less impact to natural and/or cultural resources.

13. **Policy 3.13** applies to the ongoing effort to rehabilitate Sturgeon Lake. Multnomah County is a partner agency in this effort.
14. **Policy 3.14** directs Vector Control staff to coordinate with ODFW on pest control activities within the plan area.
15. **Policy 3.15** prohibits dredging spoils in wetlands and is only allowed if not detrimental to wildlife.
16. **Policy 3.16** requires the County Road maintenance procedures that minimize impacts to wildlife.
17. The County is currently in the process of updating the Comprehensive Framework Plan and may apply additional resource protections and/or regulatory schemes as part of the Goal 5 compliance component of the plan update.

## Goal 6: Air, Water and Land Resources Quality [OAR 660-015-0000(6)]:

*To maintain and improve the quality of the air, water and land resources of the state.*

Findings:

1. Goal 6 is implemented by Comprehensive plan policies to protect air, land and water resource quality. Generally, these policies rely on coordination with the Department of Environmental Quality (DEQ) for their implementation. Specific code standards include requirements for addressing storm water runoff from impervious surfaces, grading and erosion control standards, Significant Environmental Concern standards and Greenway (Goal 15) requirements.
2. **Policy 2.1** prohibits additional floating homes beyond existing approvals.
3. **Policy 2.1(b)** commits the County to develop standards for reconfigurations of moorages – the standards would be developed in consultation with NOAA fisheries in order to identify and implement best practices to ensure healthy fish habitat.
4. **Policy 2.1(d)** commits the County to develop standards for the safe collection sewage from floating homes and live-aboard boats.
5. **Policy 3.4** commits the County to update the surface water resources inventory, and associated riparian areas, and apply appropriate protections to water resources.

## Goal 7: Areas Subject to Natural Hazards [OAR 660-015-0000(7)]:

*In adopting plan policies and implementing measures to protect people and property from natural hazards, local governments should consider:*

*a. the benefits of maintaining natural hazard areas as open space, recreation and other low density uses;*

*b. the beneficial effects that natural hazards can have on natural resources and the environment; and*

*c. the effects of development and mitigation measures in identified hazard areas on the management of natural resources.*

*2. Local governments should coordinate their land use plans and decisions with emergency preparedness, response, recovery and mitigation programs.*

Findings:

1. The primary Goal 7 natural hazard in the SIMC plan area is flooding. Flood hazards are primarily addressed by the County's implementation of the flood hazard overlay and associated standards as part of the county's participation in the FEMA Flood Insurance Program.
2. The Subcommittee raised concerns about earthquakes and human-made hazards including gas pipelines, railroad crossing blockages, coal dust (from rail cars) and oil spills (from rail cars). The county Office of Emergency Management is the lead County Department for hazards and disaster planning.
3. **Policy 5.10** commits the County to work with the Oregon Office of Emergency Management, Multnomah County Emergency Management and Multnomah County rural fire protection district to ensure that the transportation system supports effective responses to emergencies and disasters. This will primarily be implemented through the Transportation System Plan update.
4. The County is currently in the process of updating the Comprehensive Framework Plan and may apply additional regulatory schemes as part of the Goal 7 compliance component of the plan update.

## Goal 8: Recreational Needs [OAR 660-015-0000(8)]:

*To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts. The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities: (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. State and federal agency recreation plans shall be coordinated with local and regional recreational needs and plans.*

Not Applicable:

1. While the SIMC plan area does provide plenty of recreational opportunities for residents and visitors, Goal 8 is specific to the siting of destination resorts. Goal 8 prohibits siting of destination resorts within 24 air miles of an urban growth boundary – The entirety of the SIMC plan area is located within 24 air miles of an urban growth boundary. Goal 8 is not applicable in the SIMC plan area.

## Goal 9: Economic Development [OAR 660-015-0000(9)]:

*To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens. Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of the state. Such plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets;*

*availability of renewable and non-renewable resources; availability of land; and pollution control requirements. Comprehensive plans for urban areas shall...*

Not Applicable:

1. Goal 9 is concerned with the planning and siting of commercial and industrial zones in urban areas, so Goal 9 is not applicable within the SIMC plan area. The EFU zone provides for the agriculture as a primary economic activity within the plan area while the RC zone located at the base of the Suavie Island Bridge provides for limited commercial to serve tourists and residents of the rural area. Further, home occupations and certain conditional uses can provide additional opportunities for residents to earn income.

## Goal 10: Housing [OAR 660-015-0000(10)]:

*To provide for the housing needs of citizens of the state. Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density. Buildable Lands -- refers to lands in urban and urbanizable areas that are suitable, available and necessary for residential use.*

Not Applicable:

1. While there are limited housing options in the states rural areas, housing as a need is a function served by the state's urban areas. Goal 10 is applicable in urban areas only. Housing needs and housing variety are provided for within Urban Growth Boundaries.

## Goal 11: Public Facilities and Services [OAR 660-015-0000(11)]:

*Urban and rural development shall be guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable, and rural areas to be served.*
*Local governments shall not allow the establishment or extension of sewer systems outside urban growth boundaries or unincorporated community boundaries, or allow extensions of sewer lines from within urban growth boundaries or unincorporated community boundaries to serve land outside those boundaries, except where the new or extended system is the only practicable alternative to mitigate a public health hazard and will not adversely affect farm or forest land.*[2]
*Public facilities and services for rural areas should be provided at levels appropriate for rural use only and should not support urban uses.*

Findings:

1. Public facilities in the SIMC rural plan area are limited primarily to roads. Sanitation facilities are limited to private systems serving existing homes and facilities. The Burlington Water District

2 Subject to a Goal 11 exception.

serves some parcels along the west side of the Multnomah Channel and the District implements their updated master plan within the District.

2. Other public facilities are limited to state and regional parks and wildlife refuges, a public school and the Sauvie Island Fire station.

## Goal 12: Transportation [OAR 660-015-0000(12)]:

*To provide and encourage a safe, convenient and economic transportation system.*
*A transportation plan shall*
*(1) consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian;*
*(2) be based upon an inventory of local, regional and state transportation needs;*
*(3) consider the differences in social consequences that would result from utilizing differing combinations of transportation modes;*
*(4) avoid principal reliance upon any one mode of transportation;*
*(5) minimize adverse social, economic and environmental impacts and costs;*
*(6) conserve energy;*
*(7) meet the needs of the transportation disadvantaged by improving transportation services; (8) facilitate the flow of goods and services so as to strengthen the local and regional economy; and (9) conform with local and regional comprehensive land use plans. Each plan shall include a provision for transportation as a key facility.*

Findings:

1. The road system is planned for through the county's West Side Transportation System Plan (TSP). Updates to the TSP are informed by new transportation policies (Policies **5.1 through 5.12** in particular) included in the SIMC plan update as well as implementing rules.

## Goal 13: Energy Conservation [OAR 660-015-0000(13)]:

*To conserve energy.*
*Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.*
*A. PLANNING*
*1. Priority consideration in land use planning should be given to methods of analysis and implementation measures that will assure achievement of maximum efficiency in energy utilization.*
*2. The allocation of land and uses permitted on the land should seek to minimize the depletion of non-renewable sources of energy.*
*3. Land use planning should, to the maximum extent possible, seek to recycle and re-use vacant land and those uses which are not energy efficient.*
*4. Land use planning should, to the maximum extent possible, combine increasing density gradients along high capacity transportation corridors to achieve greater energy efficiency.*
*5. Plans directed toward energy conservation within the planning area should consider as a major determinant the existing and potential capacity of the renewable energy sources to yield*

*useful energy output. Renewable energy sources include water, sunshine, wind, geothermal heat and municipal, forest and farm waste. Whenever possible, land conservation and development actions provided for under such plans should utilize renewable energy sources.*

*B. IMPLEMENTATION*

*1. Land use plans should be based on utilization of the following techniques and implementation devices which can have a material impact on energy efficiency:*

*a. Lot size, dimension, and siting controls;*

*b. Building height, bulk and surface area;*

*c. Density of uses, particularly those which relate to housing densities;*

*d. Availability of light, wind and air;*

*e. Compatibility of and competition between competing land use activities; and*

*f. Systems and incentives for the collection, reuse and recycling of metallic and nonmetallic waste.*

Findings:

1. Multnomah County Code Chapter 34 implements allows for alternative energy systems associated with residential development.
2. Limitations on the number of dwellings allowed outside the urban growth boundary conserve energy because the overall vehicle miles traveled (VMT)is reduced from the VMT that would result from no limits on residential development in the rural area (rural sprawl).

**Goal 14: Urbanization [OAR 660-015-0000(14)]:**

*To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities. Urban growth boundaries shall be established and maintained by cities, counties and regional governments to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land. Establishment and change of urban growth boundaries shall be a cooperative process among cities, counties and, where applicable, regional governments.*

*An urban growth boundary and amendments to the boundary shall be adopted by all cities within the boundary and by the county or counties within which the boundary is located, consistent with intergovernmental agreements, except for the Metro regional urban growth boundary established pursuant to ORS chapter 268, which shall be adopted or amended by the Metropolitan Service District.*

Findings:

1. The application of Goal 14 is primarily focused on lands within the urban growth boundary (UGB). The entire SIMC plan area is located outside the UGB and as such urbanization is prohibited within the UGB without an exception to Goal 14.
2. Urban housing density is prohibited on lands outside of the UGB (including lands underlying waterways such as the Multnomah Channel).

3. Exceptions to Goal 14 that would allow for urban housing density are not allowed in a designated Rural Reserve. The entire SIMC plan area is located within a designated rural reserve.
4. **Policy 2.1** makes clear that with adoption of this new plan, no new floating homes are permitted beyond existing approvals. The policy commits the County to amend the Waterfront Uses section of the Multnomah County (specifically MCC 34.6755 – Density) to comply with Policy 2.1 and state Goal 14.

## Goal 15: Willamette River Greenway [OAR 660-015-0005]:

*To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.*

Findings:

1. From the County Comprehensive Framework Plan: "The Willamette River Greenway is a cooperative management effort between the State and local jurisdictions for the development and maintenance of a natural, scenic, historical, and recreational 'greenway' along the Willamette River. The General Plan has been formulated by the Oregon Department of Transportation pursuant to ORS 390.318. The Land Conservation and Development Commission has determined that a statewide planning goal (Goal 15) is necessary not only to implement the legislative directive, but to provide the parameters within which the Department of Transportation Greenway Plan may be carried out. Within those parameters local governments can implement Greenway portions of their Comprehensive Plans."
2. **Policy 15** of the Comprehensive Framework Plan addresses state Goal 15. Comprehensive Plan Policy 15 follows:
   "POLICY 15 - The County's policy is to protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River. Further, it is the County's policy to protect identified Willamette River Greenway areas by requiring special procedures for the review of certain types of development allowed in the base zone that will ensure the minimum impact on the values identified within the various areas. The procedures shall be designed to mitigate any lost values to the greatest extent possible.
   STRATEGIES
   A. The Willamette River Greenway should be based on the boundaries as developed by the State Department of Transportation. For the County, those areas are generally depicted on the map entitled, "Willamette River Greenway."
   B. The following strategies should be addressed in the preparations of the Community Development Title:
   1. The Zoning Code should include:
   a. An overlay zone entitled, "Willamette River Greenway," which will establish an administrative review procedure to implement the requirements of the State of Oregon, Greenway Goal. The overlay zone should contain provisions related to:
   (1) Setback lines for non-water dependent uses;
   (2) A design plan;
   (3) The review procedures;

(4) Specific findings required.

b. Those wetlands and water areas listed on Policy 16, Natural Resources that are located within the Willamette River Greenway should receive a development review procedure comparable to the review procedure established for the Significant Environmental Concern zone."

3. Multnomah County Code (MCC) 34.5800 through MCC 34.5865 implements the Willamette River Greenway standards in the SIMC plan area.
4. **Policy 3.17** requires an update to the County Goal 15 code standards to update for clarity consistent with implementing rules and statute.

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