

BEFORE THE BOARD OF COUNTY COMMISSIONERS

FOR MULTNOMAH COUNTY, OREGON

ORDINANCE NO. 235

An ordinance revising the Comprehensive Framework Plan and the Community Plans of the Centennial, Columbia, Cully/Parkrose, Errol Heights, Hazelwood, Powellhurst, Rockwood and Wilkes Communities by adding or revising inventories relating to buildable residential lands, open space, mineral and aggregate resources and significant natural areas; and by changing Air and Water Quality and Noise Level Policy No. 31, and Utilities Policy No. 37, to add residential provisions for non-sewered urban areas; all for the purpose of complying with the April 1, 1980 Continuance Order of the Land Conservation and Development Commission.

Multnomah County ordains as follows:

SECTION 1. FINDINGS.

- A. The April 1, 1980 Continuance Order of the Land Conservation and Development Commission declares that the Multnomah County Comprehensive Plan and implementing measures do not yet comply with Statewide Planning Goals 2, 3, 4, 5, 6, 11, 14 and 15, for the reasons set forth in the Department of Land Conservation and Development report. The Commission granted a 120-day continuance of the County's acknowledgement request so that the County may complete the additional planning work described in the Order.
- B. The Planning Commission has reviewed the Continuance Order and alternative proposals for plan revisions and ordinance amendments in work sessions and community workshops.
- C. At a public hearing on June 30, 1980, the Planning Commission passed Resolution PC 12-80C, recommending to the Board adoption of Draft Ordinance PC 12-80C, revising the Comprehensive Framework Plan and Community Plans as one measure to comply with the Continuance Order and stating findings in support of the recommendation.
- D. The Board concurs in the Planning Commission's recommendations and findings.

SECTION 2. BUILDABLE LANDS INVENTORY REVISIONS.

- A. The Comprehensive Framework Plan is revised to delete the Land Use Inventory Needs section on pages 135-137, 141, and 149-151, and to add in lieu thereof a new section: Housing Need and Supply in East Multnomah County to the year 2000, which is attached as Appendix A of this Ordinance.

- B. The Community Plans are revised to replace Finding 4 on page 96, and add to the Findings Section on page 108 of The Errol Heights Community Plan; to add to the Findings Section on page 141 and to the Findings Section on page 147 of The Columbia Community Plan; to add to the Findings Section on page 161 and to replace Finding 1 on page 169 of The Cully/Parkrose Community Plan; to replace Finding 5D on page 145 and add to the Findings Section on page 152 of The Hazelwood Community Plan; to replace Finding 5 on page 166 and add to the Findings Section on page 176 of The Centennial Community Plan; to replace Finding 5 B and 5D on page 203 and add to the Findings Section on page 212 of The Powellhurst Community Plan; to replace Finding 3 on page 113 and add to the Findings Section on page 130 of The Rockwood Community Plan; and to add to the Residential Development subsection of the Findings Section of The Wilkes Community Plan, the following:

An analysis of projected housing need and an inventory of vacant buildable land for communities within East Urban Unincorporated Multnomah County have been made, and are contained in the Comprehensive Framework Plan. There are sufficient vacant and buildable lands to meet projected housing needs to the year 2000.

SECTION 3. PARKS AND OPEN SPACE INVENTORY REVISION.

- A. The Comprehensive Framework Plan is revised to add after paragraph 3 of the inventory, page 121, the following:

An inventory of park and recreation facilities within the region was made in 1976 and placed upon a USGS base map at 1" = 4000' scale. A record of all parks and recreation facilities within the County was also mapped on a 1" = 2000' scale.

- B. The Parks and Open Space Section, pages 121-124, of the Comprehensive Framework Plan is revised to add the following at the end of the Section:

OPEN SPACE

Open space lands have been inventoried for Multnomah County in the following manner:

- . A map of non-taxable properties in Multnomah County on a USGS base of 1" = 2000', 1975.
- . A map of current farmland in Multnomah County on a USGS base of 1" = 2000', 1975.
- . An aerial photograph mosaic at 1" = 2000', 1971 and 1974.
- . An open space and network system map of Multnomah County, USGS base at 1" = 2000', 1975.

- C. The Open Space and Recreation Planning Policy 39 Findings Sections on page 173 of The Rockwood Community Plan, page 186 of The Columbia Community Plan, page 199 of The Cully/Parkrose Community Plan, page 255 of The Powellhurst Community Plan, page 143 of The Errol Heights Community Plan, and the Generalized Land Use Pattern Section of the Findings, Part 2, of The Wilkes Community Plan are revised to add the following:

A design map has been prepared for the community which outlines forested areas, rivers, parks, and community activity areas. Additionally, inventory maps of parks and open space resources for the entire county have been prepared, and are identified in the Comprehensive Framework Plan.

SECTION 4. MINERAL AND AGGREGATE RESOURCES REVISIONS.

- A. The Comprehensive Framework Plan, Item 1, page 19, is revised to read:

1. An inventory of existing rock material extraction sites has been made by the State of Oregon, Department of Geology and Mineral Industries, and is contained in the 1978 publication Rock Material Resources of Clackamas, Columbia Multnomah and Washington Counties.

- B. The Powellhurst Community Plan, Mineral and Aggregate Resources Section, paragraph 1, page 37, and National Resources Policy 16, Finding No. 1, page 163, is revised to read:

An inventory of existing rock material extraction sites has been made by the State of Oregon, Department of Geology and Mineral Industries, and is contained in the 1978 publication Rock Material Resources of Clackamas, Columbia, Multnomah, and Washington Counties. No sites have been identified within the Powellhurst Community.

- C. The Cully/Parkrose Community Plan, Mineral and Aggregate Resources Section, paragraph 7, Item 1, page 25, and Natural Resources Policy 16, Finding No. 3, sentence 2, page 128, is revised to read:

An inventory of existing rock material extraction sites has been made by the State of Oregon, Department of Geology and Mineral Industries, and is contained in the 1978 publication Rock Material Resources of Clackamas, Columbia, Multnomah, and Washington Counties. Seven gravel pits and three stone quarries have been identified in the Cully/Parkrose Community.

- D. The Columbia Community Plan, Mineral and Aggregate Sources, Item 1, page 22, and Natural Resources Policy 16, Finding No. 1, page 117, is revised to add:

An inventory of existing rock material extraction sites has been made by the State of Oregon, Department of Geology and Mineral Industries, and is contained in the 1978 publication Rock Material Resources of Clackamas, Columbia, Multnomah and Washington Counties.

- E. The Rockwood Community Plan, Mineral and Aggregate Resources Section, paragraph 3, page 19, and Natural Resources Policy 16, Finding No. 1, page 91, is revised to read:

An inventory of existing rock material extraction sites has been made by the State of Oregon, Department of Geology and Mineral Industries, and is contained in the 1978 publication Rock Material Resources of Clackamas, Columbia, Multnomah and Washington Counties. At present, there is only one gravel extraction site in operation. It is located at N.E. 205th and Glisan Street.

- F. The Wilkes Community Plan, Environmental Quality Section, first page of Section 2, Findings, is revised to add the following:

An inventory of existing rock material extraction sites has been made by the State of Oregon, Department of Geology and Mineral Industries, and is contained in the 1978 publication Rock Material Resources of Clackamas, Columbia, Multnomah, and Washington Counties.

SECTION 5. SIGNIFICANT NATURAL AREAS REVISIONS.

The UNIQUE AREAS Section of the Comprehensive Framework Plan, page 27, and the Natural Resources Framework Plan, page 27, and the Natural Resources Policy 16 Findings Sections on page 83 of the Errol Heights Community Plan; on page 163 of The Powellhurst Community Plan; on page 131 of The Centennial Community Plan; on page 113 of The Hazelwood Community Plan; on page 129 of The Cully/Parkrose Community Plan; on page 117 of The Columbia Community Plan; on page 91 of The Rockwood Community Plan; and the Environmental Quality subsection of Section 2, Findings of the Wilkes Community Plan are revised to add the following:

SIGNIFICANT NATURAL AREAS.

Significant natural areas for Multnomah County have been identified as contained in the following material:

1. Text and map from "Oregon Natural Heritage Program" Multnomah County Data Summary, 1976-1977" by the Nature Conservancy.
2. Fish and wildlife maps provided by the Oregon Department of Fish and Wildlife.

SECTION 6. RESIDENTIAL DEVELOPMENT IN UNSEWERED URBAN AREAS, REVISIONS OF POLICIES 13 and 37.

- A. The Comprehensive Framework Plan, Air and Water Quality and Noise Level Policy 13, and the Utilities Policy 37 are revised to add the following:

Furthermore, the County's policy is to continue cooperation with the Department of Environmental Quality, for the development and implementation of a groundwater quality plan to meet the needs of the County.

- B. The Comprehensive Framework Plan is revised to add the following to the Air and Water Quality and Noise Level Policy 13 as Strategy E, Enforcement item No. 3, and to the Utilities Policy 37 as Strategy B:

To maintain groundwater quality in unsewered urban areas, and to preserve the potential for full housing densities when sewers are installed, and to permit a reasonable increase in the supply of needed housing in the interim, all residential development proposals shall comply with the following:

In the event the maximum number of dwelling units allowable by the Comprehensive Plan, the Land Division Ordinance and the Zoning Ordinance is not possible due to Department of Environmental Quality subsurface sewage disposal limitations, the site development plan shall designate the manner in which the additional allowable units may be located on the property when public sewer service is available. Review and action, including appeal methods on each such site development plan shall be taken under the applicable Design Review, Land Division or Zoning administration procedures.

Conditions of approval, supported by findings of need, may include, among other things:

- . the clustering of lots as interim building sites,
- . a plan for the future re-division of lots,
- . reservation and interim use of portions of the site pending the future location of additional dwelling units,

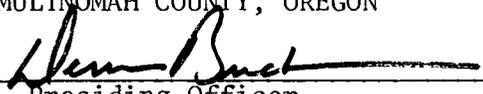
- . connection of all units to a public sewer when available, or
- . installation of dry sewers at the time of initial development.

ADOPTION

This Ordinance being necessary for the health, safety and general welfare of the people of Multnomah County, shall take effect on August 14, 1980, according to Section 5.50 of the Charter of Multnomah County.

ADOPTED this 15th day of July, 1980, being the date of its 2nd reading before the Board of County Commissioners of Multnomah County, Oregon.

FOR THE BOARD OF COUNTY COMMISSIONERS
OF MULTNOMAH COUNTY, OREGON

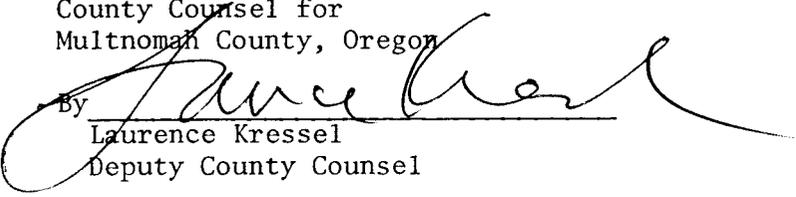
By 
Presiding Officer

Authenticated by the County Executive
on the 15th day of July, 1980.


DONALD E. CLARK, County Executive

APPROVED AS TO FORM:

JOHN B. LEAHY
County Counsel for
Multnomah County, Oregon

By 
Laurence Kressel
Deputy County Counsel

APPENDIX A - ORDINANCE NO. 235

HOUSING NEED AND SUPPLY IN EAST MULTNOMAH COUNTY
TO THE YEAR 2000INTRODUCTION

Since the beginning of the Comprehensive Plan revision process in 1975, there have been several inventories of buildable residential lands. Each reflected a single point in time, particular zoning characteristics then present, and specific spatial characteristics.

The housing needs and supply characteristics in this section represent those present at the final adoption of the Comprehensive Plan, in 1979. Recognizing LCDC policy that non-urban lands cannot be used to meet urban housing needs, the following assessment is centered only on vacant urban lands zoned for residential purposes and considered buildable (i.e., out of the floodway, and being on slopes of less than 15%). It does not include lands zoned for non-residential uses, even where residential use is allowed outright, under prescribed conditions, or as a conditional use. It does not include lands which are already developed but which may, due to market forces or substandard conditions of existing structures, be redeveloped to a more intense residential use. It also does not include vacant lands within the Errol Heights Community, as there are few existing vacant sites.

As conditions change, such as additional home construction, rezoning, Urban Growth Boundary expansion, or population projection modifications, new inventories will be undertaken.

Multnomah County is committed to the goal that all residents of the County should have the opportunity to obtain decent housing, without crowding, at a cost which is not excessive, in the location of their choice.¹ The fulfillment of this goal requires the matching of residents' need for housing with the supply of housing. The County, through its land use planning process, has insured the availability of a diversity of types and locations of housing sites. Ultimately, it will be up to developers to insure the availability of housing in Multnomah County. This section examines the projected need for housing to the year 2000, present housing conditions, and current supply of vacant residential acreage in East Urban Unincorporated Multnomah County.

1/ Multnomah County Division of Planning and Development, Housing '77, 1977, p. 3.

This Section is divided into five major subsections:

- I. Urban Housing Conditions, 1977.
- II. MSD (CRAG) Estimated Urban Housing Demand.
- III. Multnomah County Estimated Urban Housing Demand, 1978-2000.
- IV. Urban Housing Supply, 1978-2000.
- V. Summary.

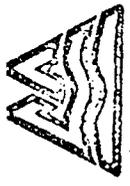
I. PRESENT URBAN HOUSING CONDITIONS, 1977

East Urban Unincorporated Multnomah County (EUUMC) consists of 8 urban community planning areas: Centennial, Columbia, Cully/Parkrose, Errol Heights, Hazelwood, Powellhurst, Rockwood, and Wilkes. (Map 1). An estimated 129,443 people were living in those communities in 1977. The majority of these people live in detached (single family) housing. The estimated 43,351 detached dwelling units in EUUMC accounted for 77% of the total housing stock. The estimated 14,116 attached dwelling units (such as apartments, duplexes and condominiums) accounted for 23% of the housing stock. Housing opportunities in East Urban Unincorporated Multnomah County are limited for households seeking existing duplexes, apartments, and condominiums.

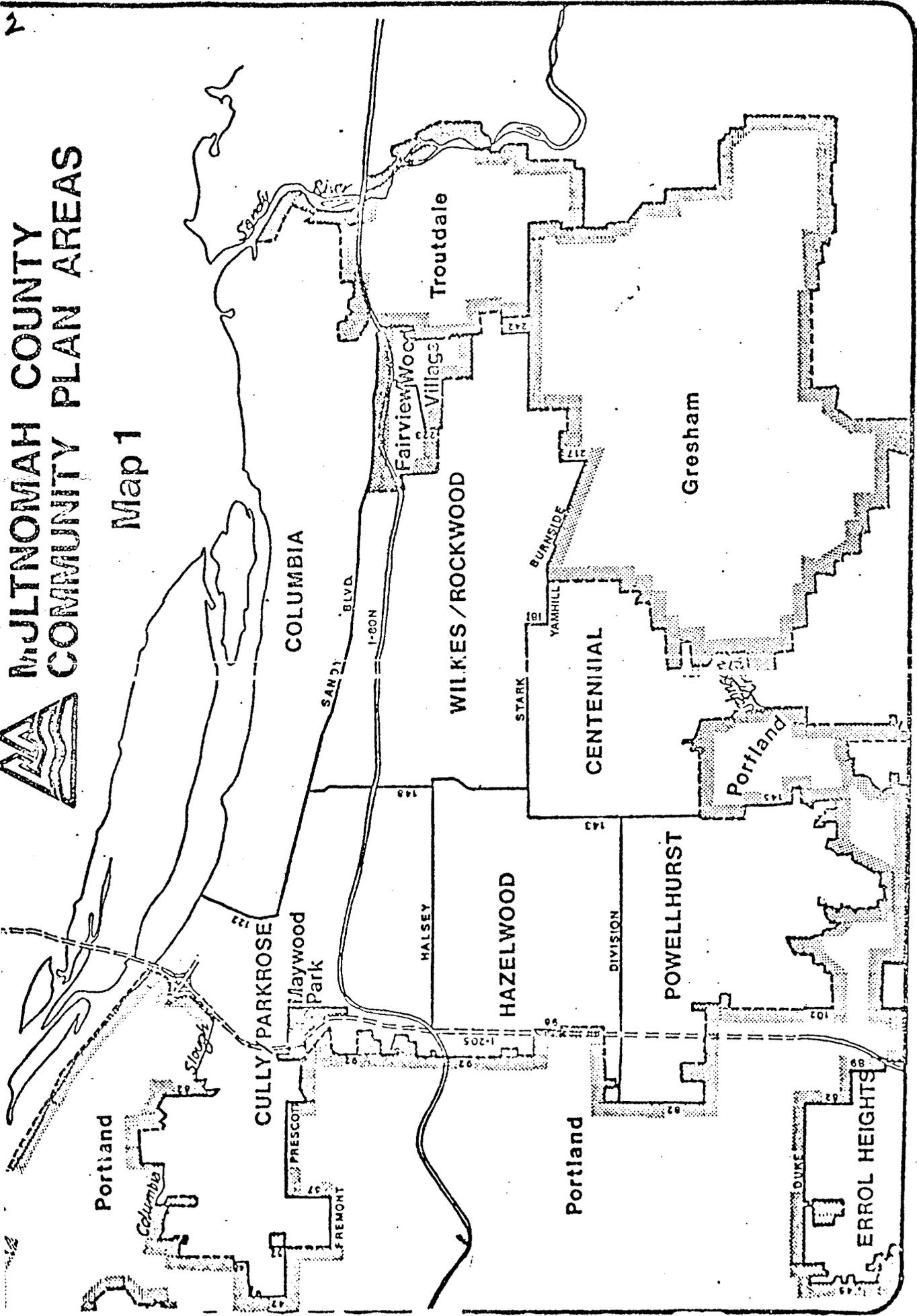
Average number of persons per dwelling unit is 2.5 for detached (single family) and 1.6 for attached (multiple family). These figures are similar to those for the City of Portland. Outlying suburban communities such as Hillsboro average 3.2 persons per detached dwelling unit. The lower number of persons per dwelling unit in the urban areas of Multnomah County is indicative of the County's greater proportion of households with no children and families past the child rearing stage, as well as the general trend towards smaller families and rising divorce rates.

The impacts of decreasing average number of children per household and shifts in population composition are being felt in the school districts of East County. New housing construction and migration of young child rearing families into East Urban Unincorporated Multnomah County (EUUMC) has not been adequate to offset declining school enrollment. Reynolds School District, for example, is experiencing an average annual decline in enrollment of 3%, in spite of current new housing construction. School District officials project continuous declining enrollment until the mid-1980's. This decline reflects the District's ability to raise revenues and increases the average cost per pupil if present programs are maintained. Increasing the number of households per acre and providing affordable housing alternatives to young families could help to offset declining enrollment.

MULTNOMAH COUNTY COMMUNITY PLAN AREAS



Map 1



MULTNOMAH COUNTY DIVISION OF PLANNING AND DEVELOPMENT 2115 SE MORRISON PORTLAND, OREGON 97214

The 1960 and 1970 Censuses each showed that nearly two-thirds of all Americans owned their own homes. A federal study indicates that 85% of U.S. families are now priced out of the market for a new home.² Less than 25% of the Multnomah County families can afford a median priced new home.³ Housing alternatives to the large lot detached (single family) home are needed for young families and households with moderate, limited or fixed incomes.

II. MSD (CRAG) ESTIMATED URBAN NEED, 1978-2000

The Metropolitan Service District (MSD), formerly the Columbia Region Association of Governments, estimates that East Urban Unincorporated Multnomah County will have 39,549 new residents by the year 2000. This is a compound annual growth rate of approximately 1.0%. This increase will be due to natural increase (births-deaths) and net immigration-outmigration.⁴

The actual number of dwelling units needed by these new residents is dependent upon the average number of persons per household and the mix or ratio of new detached (single family) to attached (multiple family) dwelling units built 1978-2000.⁵ Present persons per dwelling unit figures in East Urban Unincorporated Multnomah County of 2.5 per detached and 1.6 per attached are used in this report. Two alternative assumptions are used to estimate the total number of new dwelling units demanded:

Assumption A.
(Lower Density)

New housing unit mix
will be 60% attached
(multiple family) and
40% detached (single
family)

Assumption B.
(Higher Density)

New housing construction
will be 65% Attached
(multiple family) and
35% detached (single
family)

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- 2/ Multnomah County Division of Planning and Development, Housing '77, 1977, p. 9.
 - 3/ Multnomah County Comprehensive Framework Plan, October, 1977, p. 84.
 - 4/ Columbia Region Association of Governments, General Planning Data and Projections, January 1977, pp. 4-17.
 - 5/ All dwelling unit demand projections assume a 5% vacancy rate for attached and 2% vacancy rate for detached units.

A. Lower Density - Assumption A.

Assumption A results in a need for 20,943 additional dwelling units to house the projected 39,548 new residents of East Urban Unincorporated Multnomah County, 1978-2000. A total of 12,711 attached units or 553 units per year would be needed. A total of 8,232 detached units or 358 units per year would be needed. Average number of dwelling units needed to be constructed per year, 1978-2000, is 911.

B. Higher Density - Assumption B.

Assumption B results in a need for 21,467 additional dwelling units to house the projected 39,548 new residents of East Urban Unincorporated Multnomah County, 1978-2000. More units are needed under Assumption B (Higher Density) because of the greater proportion of attached units under the higher density assumption and the lower average number of persons per household in attached (multiple family) housing. A total of 14,094 attached units or an average of 613 per year would need to be built to meet the new housing demand. A total of 7,373 detached units or 320 per year would be needed. Average number of dwelling units needed to be constructed per year, 1978-2000, is 933.

III. MULTNOMAH COUNTY ESTIMATED URBAN HOUSING NEED, 1978-2000

East Urban Unincorporated Multnomah County has averaged 1,498 new dwelling units built per year, 1971-1978. This translates into an average per year of 948 for attached (multiple family) units and 551 detached (single family) units. The Metropolitan Service District's projected need for housing of 911 under the Lower Density Assumption or 933 under the Higher Density Assumption means a projected average decrease in new urban housing need per year of approximately 40%. The obvious difference between the MSD projected need for new housing starts and recent performance suggests that the CRAG figures may be extremely conservative. Multnomah County is, therefore, recommending that projected housing need figures be raised by 33%. This will allow for slowdown in housing starts as vacant residential land is developed and rate of population growth decreases.

The upward revision of MSD population projections will result in the net addition of 52,596 new residents to the 129,443 existing residential population by the year 2000. The number of dwelling units demanded by new residents varies, depending upon whether the Lower Density (Assumption A) or Higher Density (Assumption B) is used.

A. Lower Density - Assumption A. (60% attached, 40% detached)

A total of 27,854 new dwelling units (16,713 attached and 11,141 detached) will be needed in East Urban Unincorporated Multnomah County, 1978-2000. The average number of new units needed per year is 1,211: 727 attached (multiple family) and 484 detached (single family).

B. Higher Density - Assumption B. (65% attached, 35% detached)

A total of 28,551 new dwelling units (18,558 attached and 9,993 detached) will be needed in East Urban Unincorporated Multnomah County 1978-2000. The average number of new dwelling units needed per year is 1,241: 806 attached (multiple family) and 434 detached (single family).

IV. URBAN HOUSING SUPPLY, 1978-2000

East Urban Unincorporated Multnomah County has about 3,148 urban immediate vacant developable residential acres. The number of housing units which can be constructed on this land (holding capacity) depends upon the types and numbers of dwelling units permitted. The proposed community residential development policies are guided by 3 major land use planning goals:

- (1) Maintain or increase neighborhood stability.
- (2) Provide a variety of housing types, costs and densities within each community while retaining desirable residential characteristics.
- (3) Encourage infill development of smaller building sites (within constraints of the applicable zone) to take maximum advantage of existing infrastructure and services.

Three residential development scenarios were completed by Multnomah County Division of Planning and Development. Low Scenario assumes that all new residential construction will consist of detached (single family) housing built at the minimum allowable lot sizes. Medium Scenario assumes that new construction will consist of a mix of 60% attached (such as duplexes, apartments and condominiums) and 40% detached (single family) dwelling units built to maximum allowable densities. High Scenario assumes that each vacant residential lot will be developed to its highest use (usually attached housing construction), given the application of discretionary higher density land use policies. A comparison of the residential holding capacities of the 3,118 vacant developable residential acres is displayed in Table I.

A. Low Scenario (Detached Unit Only - New Construction)

The holding capacity of the 3,148 acres is 19,566 new dwelling units. All new dwelling units are detached (single family). No new attached (multiple family) units would be constructed. By the year 2000, given this scenario, there would be 14,116 attached units and 62,217 detached units in East Urban Unincorporated Multnomah County. Projected housing need would not be met under this scenario.

B. Medium Scenario (60% Attached, 40% Detached, at Maximum Allowed Outright Densities)

The holding capacity of the 3,148 acres is 28,771 new dwelling units: 16,523 attached (multiple family) and 10,898 detached (single family) with 970 units of undecided configuration (see Footnote 3, Table 1). Scenario II allows for 8,825 more dwelling units than Scenario I, and increases the number of housing alternatives available. The projected housing need of the projected 52,596 new residents can be met using the low density assumption (i.e., 60%/40% split of attached/detached construction). Estimated housing stock in East Urban Unincorporated Multnomah County in the year 2000, barring demolitions and conversions, would be 84,888 units: 30,639 attached (multiple family) and 54,249 detached (single family), not including the previously mentioned 970 units.

C. High Scenario (Limited Detached and Construction of Attached Dwelling Units at Maximum Densities Allowed Under Discretionary Policies).

The holding capacity of the 3,148 residential vacant acres is 36,354 new housing units: 35,266 attached (multiple family) and 118 detached (single family), with 970 units of undecided configuration (see Footnote 3, Table I). Development of this type would clearly exceed projected housing need. The housing stock in the year 2000, barring demolitions and conversions, would consist of an estimated 49,362 attached (multiple family) units and 43,459 detached (single family) units (not including the previously mentioned 970 units).

V. SUMMARY

Present and future residents of East Urban Unincorporated Multnomah County (EUUMC) need decent and safe homes at affordable prices. The location desired by residents will, in part, be determined by where they work, the availability of urban facilities and services, and presence of amenities. Multnomah County, through its comprehensive and community planning process, will insure that urban residential land supply needed to meet projected demand for housing in EUUMC is available.

- . MSD projected 1978-2000 population growth of 39,548 is extremely conservative.

Multnomah County projected target population increase in EUUMC, 1978-2000, is 52,596.

Projected need for new dwelling units in EUUMC is:

1. 27,954 units - 16,713 attached (multiple family) and 11,141 detached (single family), assuming 60% of the new units will be attached, and 40% of the new units will be detached.
 2. 28,551 units - 18,558 attached (multiple family) and 9,998 detached (single family), assuming 65% of the new units will be attached and 35% will be detached.
- . Less than 25% of the families in Multnomah County can afford a medium priced new detached (single family) unit.
 - . Housing alternatives are needed for households on moderate, fixed or limited incomes.
 - . Losses in school enrollment are not being offset by the in-migration of young child rearing families.
 - . East Urban Unincorporated Multnomah County contains an estimated 3,148 urban immediate developable residential vacant acres.

The development under the Low Scenario with solely detached (single family) dwelling units on the present supply of 3,148 vacant residential acres will not meet projected housing needs spatially or economically.

Projected housing demand, 1978-2000, can be met by the present supply of urban residential land, assuming the Medium Scenario and a 60% attached and 40% detached new housing mix.

Implementation of the High Scenario and applying discretionary housing density policies to all 3,148 vacant residential acres will allow supply to substantially exceed need and significantly change the character of the 8 urban communities in East Urban Unincorporated Multnomah County.