

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF PROVIDING) RESOLUTION NO. 83-427
COMMENTS TO MULTNOMAH COUNTY)
ON THEIR REQUEST FOR POST-) Introduced by the Regional
ACKNOWLEDGMENT AMENDMENTS TO THE) Development Committee
FRAMEWORK PLAN

WHEREAS, Metro is the designated planning coordination body under ORS 260.385; and

WHEREAS, Under ORS 197.255 the Council is required to advise LCDC and local jurisdictions preparing Comprehensive Plans whether or not such plans are in conformity with the Statewide Planning Goals; and

WHEREAS, The Multnomah County is now requesting that LCDC's post-acknowledgment of its Framework Plan as complying with the Statewide Planning Goals; and

WHEREAS, LCDC Goal 2 requires that local land use plans be consistent with regional plans; and

WHEREAS, Multnomah County's Framework Plan has been evaluated for compliance with LCDC Goals and regional plans adopted by CRAG or Metro prior to June 1983, in accordance with the criteria and procedures contained in the "Metro Plan Review Manual" as summarized in the Staff Report attached as Exhibit "A"; and

WHEREAS, Metro finds that there are no post-acknowledgment issues of a major regional concern with Multnomah County's Framework Plan, but Metro has comments for plan improvements; now, therefore,

BE IT RESOLVED,

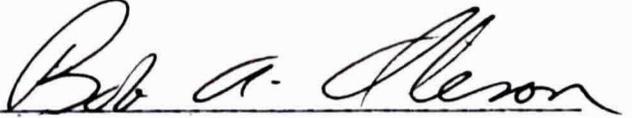
1. That the Metro Council recommends that the Multnomah County Board of Commissioners consider the comments attached as

Exhibit "A" and amend the Framework Plan accordingly.

2. That the Executive Officer forward copies of this Resolution and Staff Report attached hereto as Exhibit "A" to LCDC, Multnomah County and to the appropriate agencies.

3. That, subsequent to adoption by the Council of any goals and objectives or functional plans after July 1983, the Council will again review Multnomah County's plan for consistency with regional plans and notify the Multnomah County of any changes that may be needed at that time.

ADOPTED by the Council of the Metropolitan Service District
this 25th day of August, 1983.


Deputy Presiding Officer

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8/3/83

EXHIBIT "A"

POST ACKNOWLEDGMENT REVIEW OF
MULTNOMAH COUNTY COMPREHENSIVE FRAMEWORK PLAN
VOLUMES 1 & 2

The Multnomah County Comprehensive Framework Plan was adopted in October 1977 and acknowledged by LCDC October 30, 1980. The April 1983 Update Draft of the Framework Plan includes some reorganization of the plan format, addition of new policies and rewording of some other policies. The Updated Framework Plan includes Volume 1 - Findings and Volume 2 - Policies. The Community Plans are to be updated as part of the Development Plan at a later date. The review of the plan that follows is intended to highlight issues of regional concern within the Urban Growth Boundary.

Goal No. 1: Citizen Involvement

Metro has received copies of two letters indicating disagreement with the process and procedures being followed by the County in this update. The points raised in these letters are summarized as follows:

- . This update is not required until 1984 based on DLCD staff report comment of January 21, 1980.
- . This update process should simultaneously consider the impact of the Framework Plan on the various Community Plans.

Staff finds a December 1978 amendment to the 1977 Framework Plan which directs that the plan will be updated every five years beginning October 1976. Given that the County staff has indicated that the update process has been ongoing over the past two years, this update is in keeping with the schedule, although not completed within five years.

The development of the 1977 Framework Plan was followed by the completion of individual Community Plans. The process that is being followed with this update is similar, i.e., Community Plans would be updated in response to changes in the Framework Plan. It is possible that in updating the Community Plans that modifications may need to be made in the Framework Plan to achieve consistency. There are no assurances in the Framework Plan that this could be accomplished, or that it has been considered.

Conclusion: Metro staff finds that there are no post acknowledgment issues of a major regional concern. We also find that the point raised on the need to more closely consider the Community Plans has some merit. The Framework Plan could be improved by adding a policy that would explain the relationship between the newly adopted Comprehensive Framework Plan and the previously adopted Community Plans. This policy should explicitly define how the Community Planning Organizations will participate in the update process.

Goal No. 2: Land Use Planning

The 1977 Framework Plan was adopted prior to Metro's requiring "opening language" in comprehensive plans. Staff notes that the April 1983 Update does not include Metro's "opening language." The purpose of opening language is to assure, over time, adequate coordination and consistency between regional and local jurisdiction plans.

Conclusion: Inclusion of the following or similar language can help assure that consistency:

This Plan, and each of its elements, the zoning ordinance shall be opened for amendments that consider compliance with the Goals and Objectives and Plans of the Metropolitan Service District, on an annual basis and may be so amended or revised more often than annually if deemed necessary by the county commission. Annual amendment and revision for compliance with the above regional goals, objectives and plans shall be consistent with any schedule for re-opening of local plans approved by the Land Conservation and Development Commission (LCDC).

Goal No. 3: Agricultural Lands

Not applicable.

Goal No. 4: Forest Lands

No post acknowledgment issues of a major regional concern.

Goal No. 5: Open Spaces, Scenic and Historic Areas and Natural Resources

Goal 5 requires that a certain process be followed as specified in the Oregon Administrative Rules. That process involves the identification of significant resources and the consideration of economic, social, environmental and energy consequences where conflicting uses have been identified. The ultimate choices that must be made are protect the resource site, allow conflicting uses, or limit conflicting uses.

The County's Findings document identifies ten Significant Resource Sites. The Framework Plan includes policies and strategies addressing these resources and the Zoning Code provides for an overlay zone entitled Areas of Significant Environmental Concern.

Conclusion: There are no post acknowledgment issues of major regional concern.

Goal No. 6: Air, Water and Land Resource Quality

DEQ and Metro share responsibility for air quality planning in the region and have jointly prepared the State Implementation Plan (SIP)

for the Portland area. The County's Findings document includes material recognizing Metro's role as a lead agency for certain transportation aspects of air quality planning and the fact that air quality is a regional problem.

With respect to water quality, the plan includes findings, policies and strategies emphasizing the regional nature of water quality problems, support for state and regional plans to reduce pollution levels and a commitment to cooperate in regional efforts to maintain water quality. This language is somewhat different than Metro's "sample language," but covers the same points.

Conclusion: There are no post acknowledgment issues of major regional concern.

Goal No. 7: Natural Hazards

The County's Findings document includes a discussion of Land Characteristics and Constraints which identifies various natural hazards. The Framework Plan includes policies to direct development away from areas that have development limitations.

Conclusion: There are no post acknowledgment issues of a regional concern.

Goal No. 8: Recreation

Multnomah County and the local jurisdictions in the County provide approximately 22 acres of dedicated park land per 1000 population. The Findings document identifies certain types of park deficiencies based on the 1978 Oregon Statewide Comprehensive Outdoor Recreation Plan. Additional data on individual parks and open space provided by private interests is also included. The Framework Plan includes policies supporting development of the proposed 40 Mile Loop and placing emphasis on maintaining established regional park and recreation programs.

Conclusion: There are no post acknowledgment issues of a regional concern.

Goal No. 9: Economy of the State

This update of the County's plan includes data from the 1980 Census. The economic analysis supporting the 1977 Framework Plan came largely from the 1970 Census. A comparison of the two sets of data shows some shifts in the data for various indices measured (e.g., fewer people employed in manufacturing in 1980 than in 1970 for urban unincorporated Multnomah County).

The Framework Plan includes a new Economic Development Policy section. This policy and its strategies relate the creation of new employment opportunities and directing economic development investment to activities that promote business development.

Conclusion: There are no post acknowledgment issues of a regional concern.

Goal No. 10: Housing

As directed on a Plan's first periodic review by ORS 197.303, "needed housing," the Framework Plan includes policy language addressing mobile homes. This policy provides for mobile home parks in Medium Density Residential Zones and mobile home subdivisions outside of Developed Neighborhoods. It has been noted that not all Community Plans include Developed Neighborhoods. It is assumed that in this case, mobile home subdivisions would not be limited by the Developed Neighborhood criteria. What is not clear at this point is how or when Developed Neighborhoods could be identified in those Community Plans where none presently exists. We do not find policy direction or criteria in the Framework Plan describing the identification of Developed Neighborhoods in the Community Plans.

The County's Findings document includes data demonstrating that the Community Plans provide a housing split of 57% attached and 43% detached at an average density of 9.6 dwelling units per acre. The County notes that this density is the maximum number of units that can be achieved within each zone as outright uses under prescribed conditions. If one assumes the maximum number of dwelling units allowed within each zone under conditional use provisions, then a density of 11 dwelling units per acre would be possible. Based on this data, some development will have to occur under conditional use provisions for the County to meet an average density of 10 dwelling units per acre as specified in the OAR's.

Conclusion: There are no post acknowledgment issues of a regional concern. Clarification of the procedures for designating Developed Neighborhoods would improve the plan.

Goal No. 11: Public Facilities and Services

Jurisdictions in the Metro region have been required to include plan policies which recognize Metro's adopted procedures for siting sanitary landfills. Policy No. 31 in the 1977 Framework Plan was intended to assist Metro in siting sanitary landfills. Given the LUBA decision in the Wildwood case, it is apparent that siting a landfill is more difficult than initially perceived.

Conclusion: It is suggested that the County review their policies and standards on landfill siting through this update process as recommended in the LUBA decision and in keeping with the findings under Solid Waste Disposal.

Goal No. 12: Transportation

Metro's Regional Transportation Plan(RTP) sets forth regional

transportation goals and objectives, and recommends improvements to the year 2000. Local jurisdictions must demonstrate consistency with the RTP by December 31, 1983. Staff is providing Multnomah County with a list of transportation plan inconsistencies under separate cover.

Conclusion: The RTP specifies that inconsistencies should be resolved by December 31, 1983. Therefore, even though these inconsistencies are a regional concern, they are not a post acknowledgment issue at this time. The County should be expected to resolve these issues by December 31, 1983.

Goal No. 13: Energy Conservation

No post acknowledgment issues of a regional concern.

Goal No. 14: Urbanization

The Framework Plan includes policies and strategies addressing the Urban Growth Boundary and procedures for major and minor amendments to the boundary.

Conclusion: There are no post acknowledgment issues of a major regional concern.

STAFF REPORT

Agenda Item No. 6.4

Meeting Date August 25, 1983

CONSIDERATION OF A RESOLUTION PROVIDING COMMENTS
TO MULTNOMAH COUNTY ON THEIR AMENDMENTS TO THE
FRAMEWORK PLAN FOR POST-ACKNOWLEDGMENT

Date: August 10, 1983

Presented by: Mark Brown

FACTUAL BACKGROUND AND ANALYSIS

Multnomah County adopted its Comprehensive Framework Plan in October 1977. The plan was amended several times prior to its acknowledgment by LCDC in October 1980. The April 1983 Update of the Framework Plan includes new data from the 1980 Census, the addition of some new policies and rewording of some other policies.

Based on a review of the Framework Plan Update with the Metro Plan Review Manual, staff finds no post-acknowledgment issues of a major regional concern. However, staff has made comments on Goals 1, 2, 11 and 12 which could improve the plan. These comments relate to:

- Framework Plan being responsive to changes that may arise as part of the Community Plan update process
- Inclusion of "opening language"
- Solid Waste
- Transportation

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of the comments on the Multnomah County Framework Plan amendments.

COMMITTEE CONSIDERATION AND RECOMMENDATION

On August 8, 1983, the Regional Development Committee held a public hearing to consider the staff report and resolution. Following public testimony, the Committee approved an amendment to the staff report to more clearly explain the status of the Community Plans in the update process as follows:

Goal No. 1, Conclusion: modify last sentence and include a new sentence to clarify the relationship between the Framework Plan and the Community Plans, and define the role of the Community Planning Organizations.

The Committee unanimously recommended Council adoption of Resolution No. 83-427 and the staff report as amended.

The Committee also requested that Metro staff look into the status of the Transit Station Area Planning (TSAP) Program, and report on the need to amend the Framework Plan transportation policy (No. 35) if required. Based on staff discussions with Tri-Met and Multnomah County, staff finds that the County is in the process of organizing the final phase of the TSAP program, and that the work is estimated to be completed in six to nine months. This is consistent with the County's Framework Plan transportation policy, and it is recommended that the policy not be changed.

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