

## West Hills Rural Area Plan

# INTRODUCTION

This document contains the Rural Area Plan for the West Hills Rural Area. It is part of the overall Multnomah County Comprehensive Framework Plan, and when adopted by the Board of County Commissioners, will constitute an official element of the plan.

This plan is a guide to decision making with regard to land use, capital improvements, and physical development (or lack thereof) of the community. It will be used by the County, other governmental agencies, developers and residents of the area. The residents have a deep interest in their community's preservation.

This plan represents a commitment on the part of Multnomah County to see that the plan elements are carried out and implemented to the best of the County's financial and enforcement capabilities. It also represents a commitment on the part of the West Hills Rural Area community to support the accomplishment of the identified policies contained within this plan.

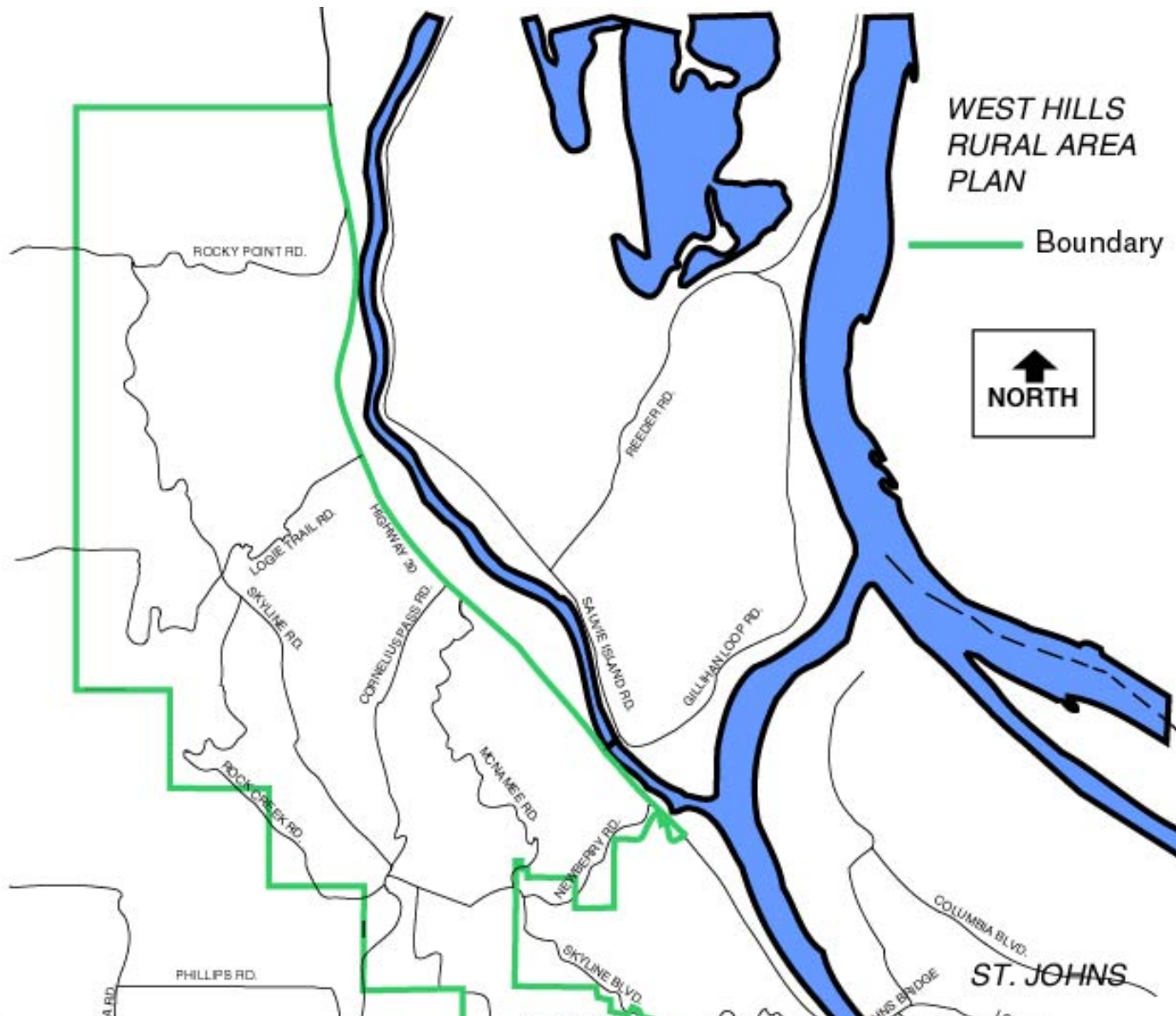
The elements of this plan reflect future trends and policies for the West Hills Rural Area during the next 15 to 20 years. The plan can be changed only if it goes through the process of an official plan amendment.

The Rural Area Planning Program was initiated in 1993 by Multnomah County. With the annexation of urban unincorporated communities and the increasing land use issues faced in the rural areas of Multnomah County, the Board of Commissioners directed the creation of five rural area plans in order to address land use issues faced by these areas.

The first rural area plan to be completed is the West Hills Rural Area Plan. Work began on the Plan in January, 1993, with the initiation of an issues identification process. This process included interviews with key stakeholders, interviews with other governmental agencies, solicitation of written comment, and two public forums held within the West Hills Rural Area in order to gain input on major issues facing the community. A Scoping Report summarizing this material was presented to the Multnomah County Planning Commission and Board of Commissioners in September, 1993.

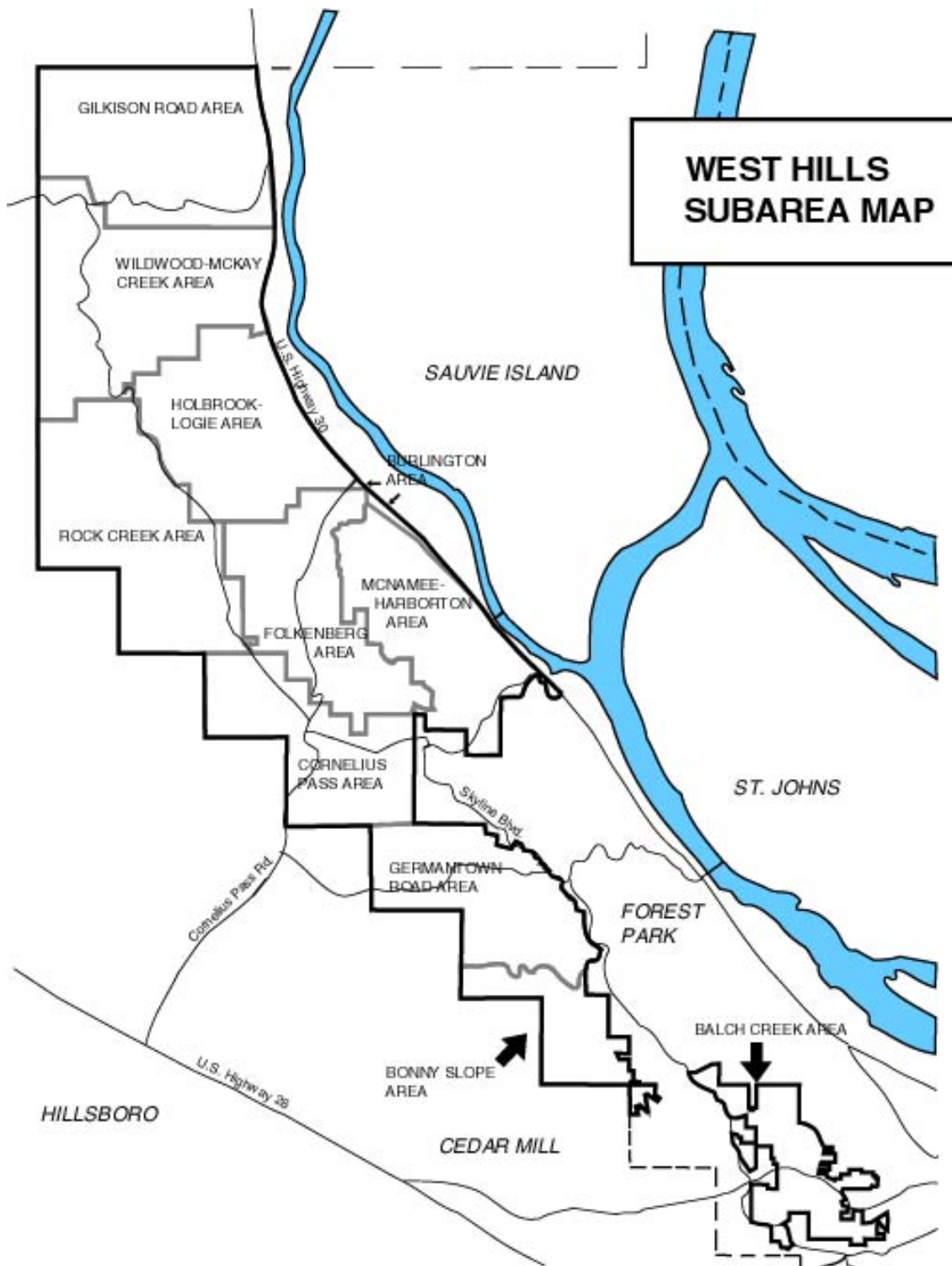
After adoption of the Scoping Report, which identified major issues to be addressed in the plan, the Multnomah County

Chair appointed the West Hills Citizen's Advisory Committee, consisting of twelve members, plus one Planning Commission ex-officio member, to work with Planning Division staff on preparation of this document. The Committee held monthly meetings between November 1993 and June 1994 to review all elements included within this document. The Committee's role was not to make official recommendations to the Planning Commission and Board of Commissioners, but rather to review and comment upon materials prepared by Planning Division staff, and provide a forum for additional public involvement in the preparation of the West Hills Rural Area Plan. In July, 1994 Multnomah County hosted two public forums in order to present material which came from the Citizen's Advisory Committee meetings. Next, Planning Division staff prepared this document for review and comment by the Planning Commission and Board of Commissioners at noticed public hearings.





The West Hills Rural Area Plan work process was complicated by work required by the Oregon Land Conservation and Development Commission to address issues related to Goal 5 regarding natural and environmental resources in the West Hills independently of the West Hills Rural Area Plan. These issues were related to quarry expansions, wildlife habitat, significant streams, and scenic views. Work required by the Commission's April 1993 Remand Order was completed in October, 1994, and sent to the Land Conservation and Development Commission for review. After the Department of Land Conservation and Development recommended that the work submitted be found inadequate in certain respects, Multnomah County agreed to enter mediation regarding disputed issues, particularly regarding the Angell Brothers Quarry site. After the completion of mediation, Multnomah County adopted a revised protection program for the Angell Brothers Quarry. The Oregon Land Conservation and Development Commission acknowledged this program as being in compliance with Goal 5 of the Statewide Planning Program, and thus this protection program is reflected in the West Hills Rural Area Plan.



This document is organized by subject, with relevant Goals, Policies, and Strategies, interspersed with findings. At the end of the document, the reader will find a compilation of all Goals, Policies, and Strategies.

## **RURAL CHARACTER**

**The West Hills is a rural area, and its residents, many of its vacant land property owners, and the residents of the greater Portland Metropolitan Area have identified the rural character of the West Hills as a valuable attribute, which should be preserved.**

**-- Residents moved to the West Hills Rural Area for various reasons, but mainly because of some aspect of its rural nature, be it dependence on resource use, or escape from what they perceive to be undesirable city life.**

**-- While some owners of vacant land would undoubtedly wish for urbanization of the West Hills Rural Area, others are satisfied with continued forest and farm operations which they maintain, others look forward to moving to the area and enjoying its rural nature as well, and others appreciate the stewardship involved in keeping their land in a natural state.**

**-- People residing in the greater Portland Metropolitan Area appreciate the rural nature of the West Hills for its greenspaces.<sup>1</sup> Maintenance of the greenspace concept in the area provides protection of environmental qualities such as fish & wildlife habitat and scenic hillsides, and provides potential for enjoyment of these environmental qualities in a way similar to the adjacent Forest Park in the City of Portland. They also appreciate how the quality of their own lives is enhanced by the rural nature of the West Hills, because development of the West Hills would impose costs upon them in terms of needed infrastructure and degraded air and water quality.**

**People interested in the future of the West Hills Rural Area have identified seven basic qualities which defined the rural character of the West Hills, and which they wished to preserve.**

- 1. LOW POPULATION/DENSITY OF PEOPLE**
- 2. PEACE AND QUIET/PRIVACY**
- 3. PRIVATE PROPERTY RIGHTS<sup>2</sup>**
- 4. ABUNDANT WILDLIFE**
- 5. CLEAN AIR AND WATER**
- 6. RENEWABLE RESOURCE USE (FORESTRY & AGRICULTURE)**

## 7. GREENSPACE/OPEN SPACE<sup>3</sup>

While these values have some common underpinnings, in many ways they are in direct conflict with each other. In such cases, it is the goal of the West Hills Rural Area Plan to "balance"<sup>4</sup> these values and come forth with a vision for the West Hills Rural Area which preserves the important parts of each of these qualities.

*<sup>1</sup>The term "greenspaces" is used by METRO in their Greenspaces Master Plan, and although not specifically defined, is encompassed in the plan's subtitle, which reads, "A Cooperative Regional System of Natural Areas, Open Space, Trails and Greenways for Wildlife and People."*

*<sup>2</sup>Private property rights are important within a rural context -- very few property owners wish to have the right to build an apartment house or a rendering plant on their property. But many governmental restrictions on the use of private property, particularly to protect "environmental" qualities such as wildlife habitat, are viewed with hostility, not only for their impacts on property value, but also for the restrictions on the personal freedoms of property owners to "steward" their property as they wish. Many feel that government should use incentives, such as tax policy, rather than regulatory restrictions, in order to promote a healthy rural community.*

*<sup>3</sup>This value represents the value the greater Portland Metropolitan Area places upon the West Hills Rural Area.*

*<sup>4</sup>The concept of "balancing" conflicting uses is often attacked by those who would do "what is right," even if this results in one value being ignored so that the more important value is triumphant. However, this is an approach used by those who assume that their viewpoint is the "absolute truth," and fails to take into account that opposing viewpoints and ideologies have significant merit in the eyes of their followers. It is not the task of the West Hills Rural Area Plan to uncover one-sided "truths" and exclude other viewpoints -- it is instead our task to find the common ground that competing values have, and find the appropriate balance between those competing values which will result in an outcome preserving the most important points of each.*

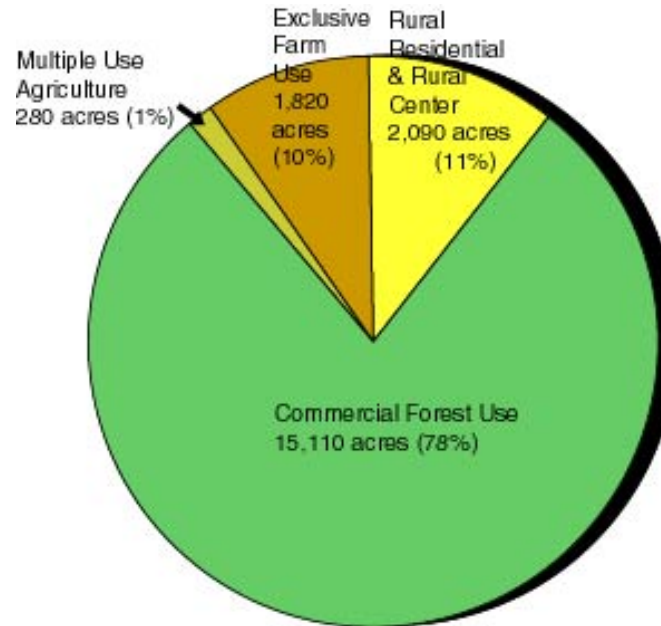
**GOAL: THE GOAL OF THE WEST HILLS RURAL AREA PLAN IS TO PRESERVE THE RURAL CHARACTER OF THE AREA**

**POLICY 1: Where possible, use incentives, rather than restrictions or disincentives, to accomplish land use and other policies contained in the West Hills Rural Area Plan.**

## **LAND USE**

The 19,300 acres of the West Hills Rural Area is divided into five rural land use designations/zoning districts (Note: All

five rural land use designations in the West Hills are coterminous with identically-named zoning districts.). In addition, approximately 250 acres within the Portland Metro Area's Urban Growth Boundary and also within the Balch Creek basin are included within the West Hills Rural Area Plan -- this area, or parts of it, will remain within the final plan boundaries only if it is removed from the Urban Growth Boundary. It will be discussed in the Urban Growth section of this plan. The following pie chart illustrates the proportion of different land use designations in the West Hills Rural Area.



## COMMERCIAL FOREST USE

Commercial Forest Use areas constitute over 15,000 acres, or about 78% of the West Hills rural area. The primary purpose of the Commercial Forest Use zoning district is to conserve and protect designated lands for continued commercial growing and harvesting of timber.

Until 1992, areas now designated Commercial Forest Use in the West Hills were split between areas designated Commercial Forest Use (mostly in the far northwest of the County in the vicinity of Dixie Mountain and Rocky Point Rd.) and areas designated Multiple Use Forest. The Multiple Use Forest Zoning District allowed lot sizes as low as 19 or 38 acres, depending on location, and allowed construction of a residence on most any lot. Revisions to the Oregon Administrative Rules governing forest lands required Multnomah County to eliminate the Multiple Use Forest zoning district and place all lands so designated into a new Commercial Forest Use zoning district. This new district contains severe limitations on the construction of residences, and limits new subdivision lots to a minimum size of 80 acres. Additional changes in state law in 1993 provide some potential for relaxing these strict rules, if so desired by Multnomah County. The new law allows forest dwellings on existing lots under three scenarios -- 1) if a tract containing the proposed dwelling contains at least 160 acres, 2) if the lot of record meets a template test which measures the number of existing lots and residences within a certain distance of the lots, and 3) if the lot of record was purchased by the present owner



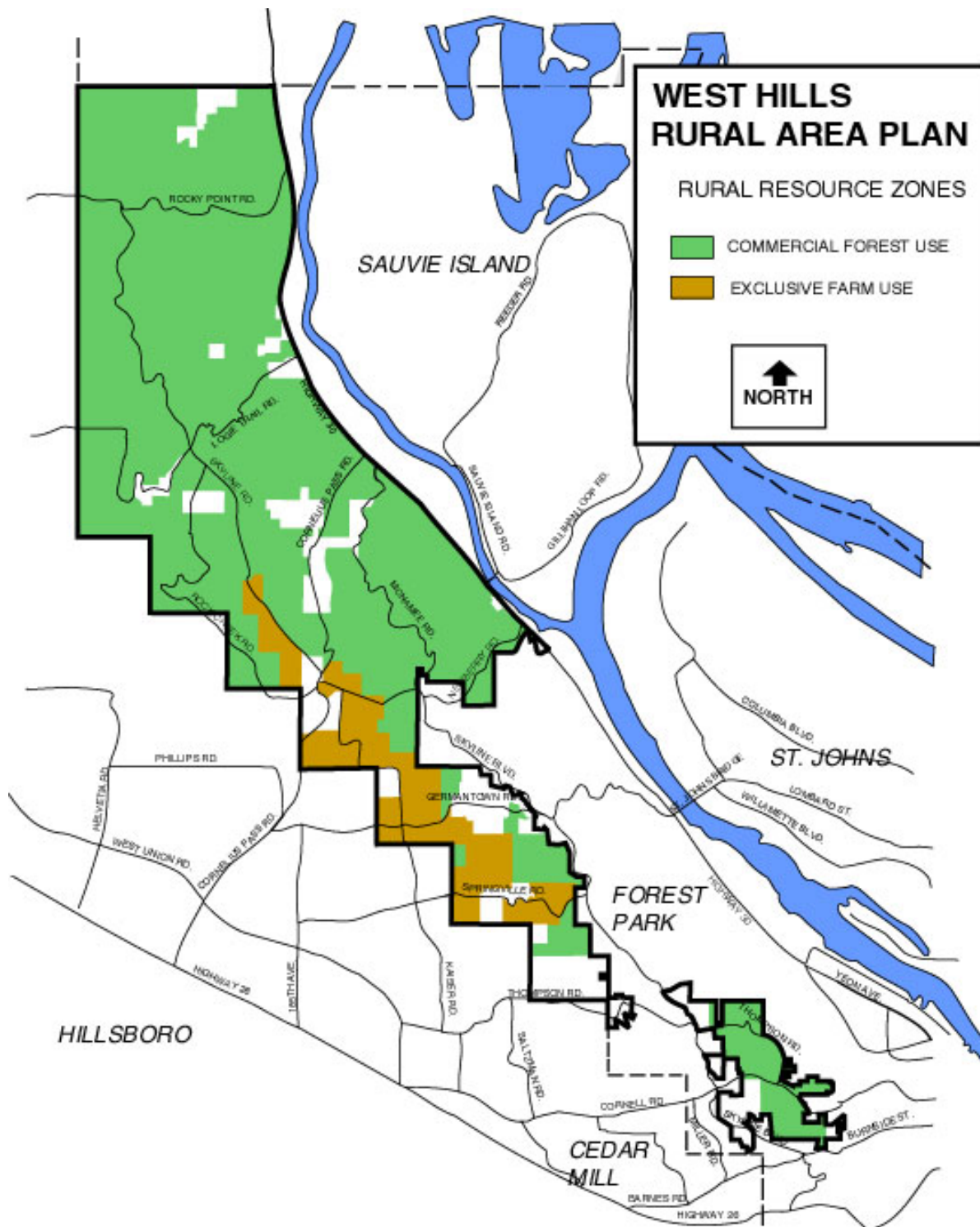
prior to 1985. (These are summaries of somewhat complex provisions in the law -- for a more complete set of rules, see the relevant section of the Oregon Administrative Rules).

Under review, the Commercial Forest Use areas of the West Hills can clearly be divided into two general subareas. The first, which shall be designated COMMERCIAL FOREST - 1, constitutes about three-fifths of the the Commercial Forest Use - zoned areas in the West Hills. Primary forest lands are defined as areas where the primary lot pattern consists of lots of record (as defined by the Multnomah County zoning code for Commercial Forest Use-zoned areas) in excess of 40 acres and where there are few existing residences. Primary forest lands may include smaller lots of record which do not by themselves meet the definition, but which are isolated from other smaller lots of record by lands which do meet the definition of primary forest lands. The second, which shall be designated as COMMERCIAL FOREST - 2, consists of the remainder of the Commercial forest Use-zoned areas. Secondary forest lands are defined as areas consisting of contiguous lots of record less than 40 acres, many of which have existing residences. Secondary forest lands may include larger lots of record which by themselves do not meet the definition, but which are isolated from other larger lots of record by lands which do meet the definition of secondary forest lands. The following table provides statistical information about these two areas:

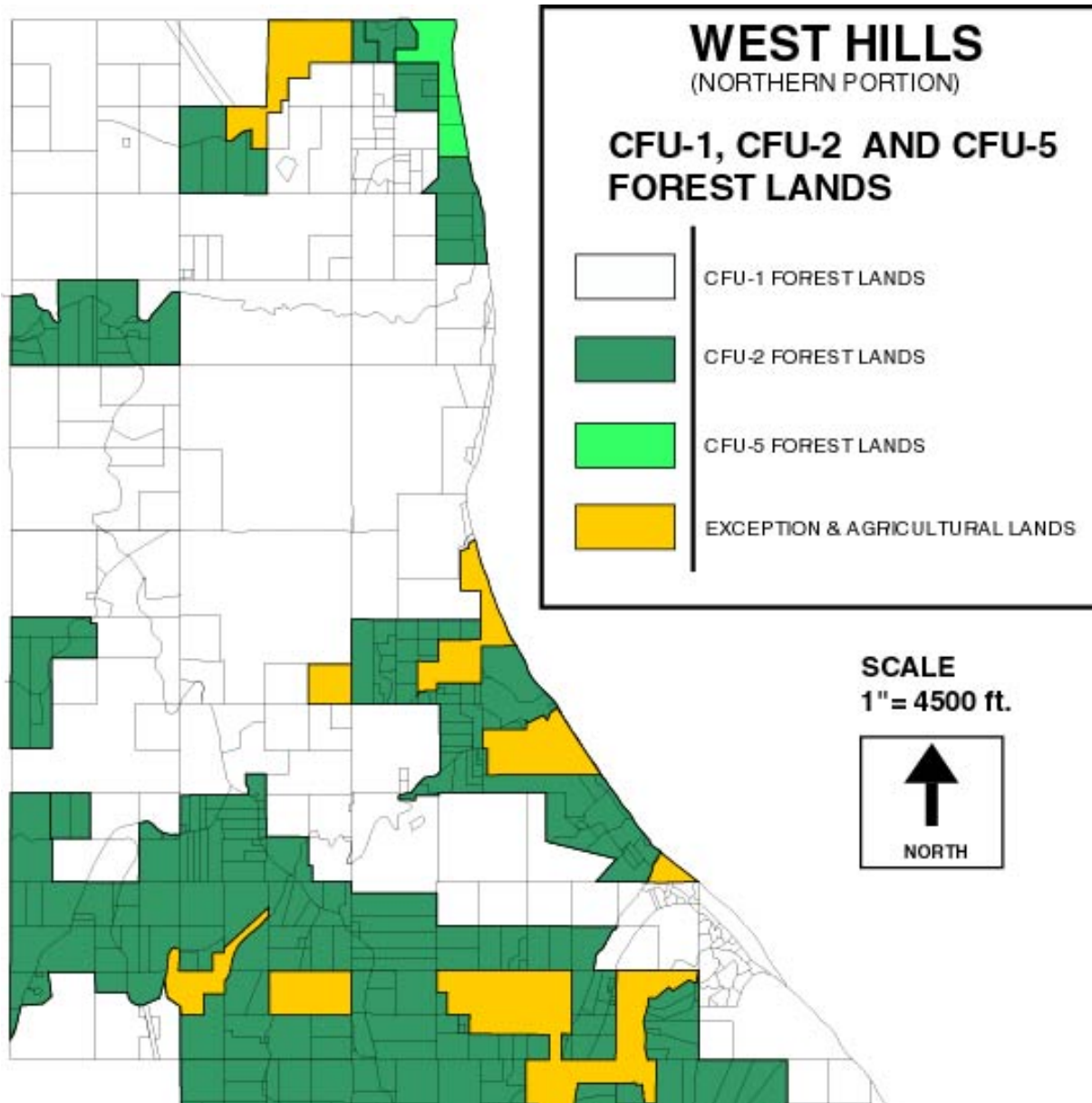
<b>Commercial Forest Use Sub-Categories</b>	<b>Acres</b>	<b>Existing Residences</b>
Commercial Forest-1	9,200 (61%)	33 (1 du/279 ac.)
Commercial Forest-2	5,900 (39%)	318 (1 du/18 ac.)

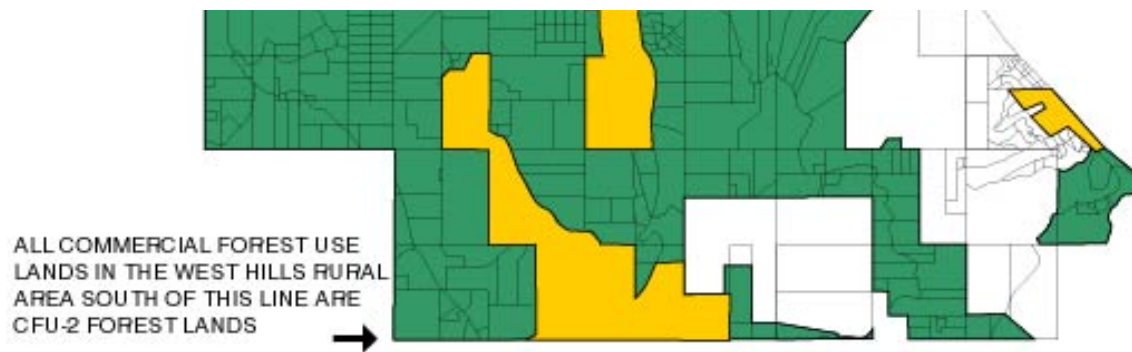
Clearly, forest practices are conducted differently within these two areas. Certain industrial practices used in primary forest lands, such as controlled burns and aerial spraying are most likely not appropriate in the secondary forest lands. Forest practices on smaller lots, many with existing residences, will be more limited in scope, since many property owners in these areas have other land use objectives (e.g. aesthetic considerations) and have greater constraints (on activities such as controlled burns and aerial spraying) which prevent maximization of their lands for industrial forest practices. Most of these lands were Multiple Use Forest prior to 1993 and thus many are already developed with uses, particularly residences, which prevent full-scale forest practices. The increased flexibility provided in the State rules relating to Commercial Forest Use lands allows Multnomah County to adopt more flexible land use and zoning rules for secondary forest lands which provide a better fit to their actual character.





As a final point, the rural lands rules of the Statewide Planning Program have been the subject of much discussion and political controversy since the inception of the Statewide Planning Program in 1973. The rural lands rules have been changed many times, and may be changed in significant ways again. The existing Commercial Forest Use zoning district in the West Hills provides many benefits to environmental values, such as wildlife habitat and streams, which are ancillary to its primary resource-based purpose of providing protection of commercial timber lands. Regardless of changes to state law, Multnomah County should maintain strong controls on non-forest related uses in order to protect not only continued forestry uses, but also maintain protection of environmental resources that are important to the protection of wildlife habitat and significant streams.





**POLICY 2.** Preserve resource-based land uses related to forest practices as the primary land use in the West Hills.

**STRATEGY:** Divide Commercial Forest Use lands within the West Hills into three categories. The first, designated CFU-1 Forest Lands, consists of areas with large land-holdings generally in excess of 40 acres and areas with few or no existing residences. The second, designated CFU-2 Forest Lands, consists of areas with smaller land holdings generally less than 40 acres, and areas with scattered existing residences. The third, designated CFU-5 Forest Lands, consists of properties within that area identified as a Study Area on the map titled West Hills (Northern Portion). *[Amended 1999, Ord. 924 § 11]*

**STRATEGY:** Preserve CFU-1 Forest Lands for continued commercial timber production by limiting residential uses to tracts of 160 acres or greater, or non-contiguous tracts of 200 acres or greater.

**STRATEGY:** Allow non-forestry related uses, such as residences, on CFU-2 Forest Lands as follows:

- a. dwellings on 160 acre tracts or 200 acre non-contiguous tracts.
- b. dwellings on existing lots of record owned continuously by the current owner or antecedents of the current owner since 1985 which are capable of producing less than 5,000 cubic feet per year of commercial timber.
- c. dwellings on existing lots of record which contain at least eleven existing lots and five existing dwellings within a 160 acre square template centered on the lot of record containing the proposed dwelling.

All dwellings potentially authorized under any of these conditions must meet additional development standards and lot aggregation requirements to ensure public safety, public health and welfare, and protection of natural and environmental resources.

**STRATEGY:** Allow non-forestry related uses, such as residences, on CFU-5 Forest lands on all tracts as defined by OAR 660-- 06-027(5)(a). *[Added 1999, Ord. 924 § 11]*

**STRATEGY: If current statewide planning regulations of Commercial Forest Use lands are changed, Multnomah County should not allow new subdivision lots of less than 40 acres in the CFU-2 district or less than 80 acres in the CFU-1 district in order to preserve forest practices and natural resources such as wildlife habitat, streams, and scenic views.**

## **EXCLUSIVE FARM USE**

Exclusive Farm Use land constitutes approximately 1,800 acres, or 10%, of the West Hills rural area. Exclusive Farm Use areas in the West Hills are located along the west side of the Tualatin Mountains, draining into the Tualatin River watershed, in the Cornelius Pass, Germantown Road, and Bonny Slope subareas. Areas designated for exclusive farm use are intended for the preservation and maintenance of agricultural lands for farm use consistent with existing and future needs for agricultural products.

Changes in state law passed by the 1993 legislature significantly restrict the ability to subdivide land or build new dwellings on land designated Exclusive Farm Use. Multnomah County will amend the Exclusive Farm Use zoning district to implement the new state law in 1995. Among issues the County must decide upon at that time is whether to allow owners of lots of record prior to 1985 more opportunity to construct a single-family dwelling. Among issues the County must implement in the new state law are further restrictions on non-farm uses within "high value farmlands," defined as all Class I and Class II, and some Class III and Class IV soils in the Willamette Valley. The location of these soils within the West Hills Exclusive Farm Use areas will be determined as part of the implementation of the new state law.

**POLICY 3. Preserve farm lands in the West Hills for agriculture as the primary use.**

**STRATEGY: Allow non-agricultural uses, such as residences, on Exclusive Farm Use Lands as permitted by Oregon Administrative Rules, with additional development standards and lot aggregation requirements to ensure public safety, public health and welfare, and protection of natural and environmental resources.**

## **EXCEPTION LANDS**

Three land use designations/zoning districts in the West Hills Rural Area encompass areas for which an "exception to either Goal 3, Agricultural Lands, or Goal 4, Forest Lands, has been approved by Multnomah County and acknowledged by the Oregon Land Conservation and Development Commission (LCDC). [*Amended 1999, Ord. 924 § II*]





## RURAL RESIDENTIAL

Rural Residential designated areas of the West Hills constitute approximately 2,000 acres, or 10% of the West Hills rural area. Pockets of this designation are scattered throughout the West Hills, generally coinciding with areas of existing smaller lots (1-5 acres) and existing homes. No changes in land use designation or zoning district are proposed for these areas within the West Hills, with the exception of the additional area to be considered adjacent to the intersection of U.S. Highway 30 and Gilkison Road.

## MULTIPLE USE AGRICULTURE

Multiple Use Agriculture land constitutes only 300 acres, or 1.5% of the West Hills rural area. Four small pockets of land with this designation lie along the western edge of the West Hills, in the Tualatin River basin. Lot sizes in this area are generally 5 to 10 acres, with existing homes on virtually every lot. No changes in land use designation or zoning district are proposed for these areas.

## RURAL CENTER

### *Burlington*

Burlington is the only identified rural center in the West Hills rural area. It was the subject of a land use study in 1981, which identified the current rural center boundaries (approximately 30 acres). The remainder of the 90 acre Burlington area (analyzed in the 1981 land use study) is designated Commercial Forest Use, and is virtually undeveloped. This study area sits at the base of the Tualatin Mountains, and lies between the Burlington Northern Astoria line railroad tracks to the east of Highway 30, and the Burlington Northern Cornelius Pass line railroad tracks to the south and west.

On October 28, 1994, the Oregon Land Conservation and Development Commission adopted new administrative rules and goal amendments establishing planning and zoning requirements for unincorporated communities (OAR 660, Division 22, Unincorporated Communities). Planning for Burlington must conform to these new rules.

Burlington has the distinction of being quite rural despite being near the Urban Growth Boundary of Portland. The study area contains four businesses, two public service facilities, and 41 homes, 11 of which are outside of the existing rural center boundary. Additionally, the eleven acre Holbrook School site, located at the north end of Burlington, at the intersection of Highway 30 and Cornelius Pass Rd, has been purchased for use as a residential care facility. No new residences have been constructed within the Burlington Rural Center since 1981. Based upon OAR 660-22, Burlington qualifies as a "Rural Community," since it consists of residential uses and at least two other land uses that provide commercial, industrial, or public uses to the community, the surrounding rural area, or to persons traveling through the area.

The elevation of the Burlington area ranges from close to sea level to 200 feet above sea level. Elevation rises severely from Highway 30 to the Burlington Northern Cornelius Pass line railroad tracks to the south, and more gently to the

north. Property beyond the Burlington Northern Astoria line railroad tracks to the north and east is subject to flooding from high water levels in Multnomah Channel.

State Highway 30 and Cornelius Pass Rd. provide major access to Burlington. The remaining roads in the area, Burlington, Wapato, and McNamee, provide access to homes and properties abutting them. Many "paper" roads, unbuilt and in some cases unbuildable, criss-cross the area.

Public services available in Burlington include schools, water, police, and fire protection. Students attend schools in the Portland School District. Provision of water and fire services are available through the Burlington Water District. The water district purchases water from the City of Portland and holds the water supply in a reservoir located southwest of the highway on property owned by the District. Due to infrastructure age and maintenance delay, the Water District is experiencing a 38% leakage in water transmission. Also, due to undersizing of the infrastructure and residential development in excess of initial design, there is inadequate water pressure to meet the needs of some residents. However, the affected residents are not within the boundaries of the current rural center, all of which has an adequate existing water supply. The Water District currently serves 293 people and an additional 65 to 69 people who live outside the district. Fire protection is contracted out to the City of Portland by the Water District, at a cost in Fiscal Year 1993-94 of \$38,000. Police service is provided by the Multnomah County Sheriff.

Most of the area, with the exception of the northern portion, is within the Burlington Subdivision, platted in 1909, with an average lot size at 8,000 square feet. This subdivision-extends west and south of the Burlington Northern Cornelius Pass line railroad tracks into commercial forest lands. Most of the subdivision located outside of the existing rural center boundary is under a single ownership.

The Burlington community has both positive and negative aspects to be considered as part of any expansion of the Burlington Rural Center. Positive aspects which would lead to a conclusion of allowing expansion include:

- 1.
2. Expansion of the Burlington rural center would provide a concentrated focus for the local commercial needs of West Hills residents, as well as road-oriented commercial needs of Highway 30 motorists.
3. Allowing additional residential development in Burlington would provide an opportunity for rural lifestyles which is much in demand for the West Hills rural area.
4. Due to its location and the amount of existing development, Burlington has little significant value in relation to identified Goal 5 resources such as wildlife habitat, significant streams, or scenic views.
5. Burlington has a water district in place to provide public water service to a more concentrated population, as opposed to the use of individual wells. However, the district's current system is antiquated and inadequate to serve additional development outside of the rural center -- see #3 under negatives below.

Negative aspects which would lead to a conclusion of maintaining the existing rural center boundary include:



- 1.
2. Burlington is severely constrained geographically by the Tualatin Mountains which rise steeply from Highway 30.
3. Residential development is less desirable here compared to other areas of the West Hills due to the geographic constraints and the proximity to the heavy traffic on Highway 30.
4. The Burlington Water District has antiquated facilities which are incapable of serving a significant influx of new residents and businesses outside of the existing rural center.
5. The Burlington Rural Center does not currently include the types of businesses which would serve the West Hills Rural Area -- its function is to mainly serve traffic along Highway 30. It is questionable whether, even if local services were available, West Hills residents would use Burlington as a rural center.

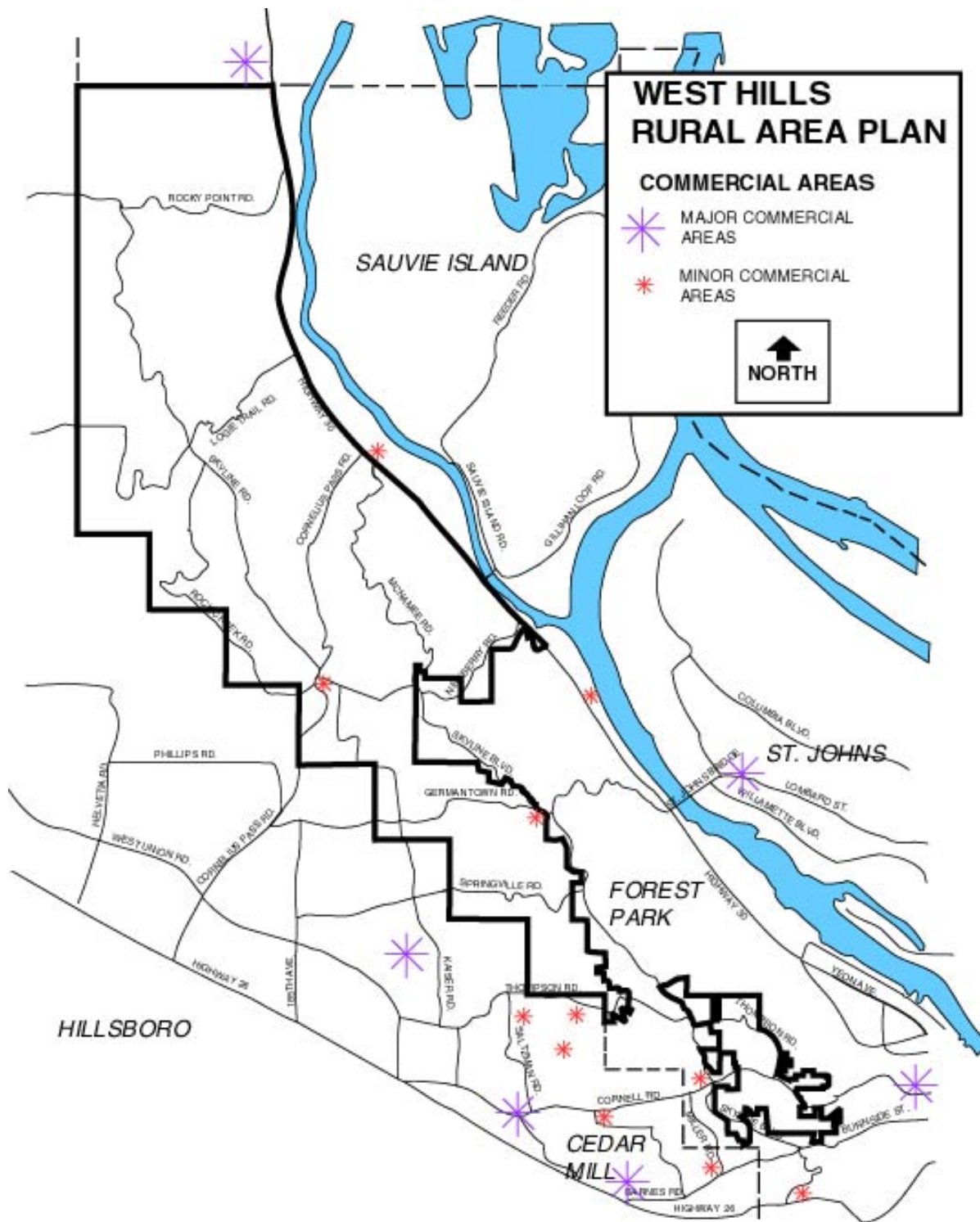
Any future expansion of the rural center boundaries in Burlington is dependent upon 1) a community public facility plan prepared pursuant to OAR 660 Division 11 for improvements to the facilities of the Burlington Water District, 2) evidence of increased demand for new housing in Burlington, and 3) market analysis indicating that an expansion of the Burlington Rural Center is necessary to serve the commercial and institutional land use needs of the West Hills Rural Area and not merely to serve Highway 30 traffic. If these three criteria can be met, expansion of the rural center zoning district in Burlington should be considered for the remainder of the 90-acre Burlington community. Until then, no expansion of the Burlington Rural Center is proposed.





### ***Other Potential Rural Centers***

As mentioned above, the West Hills Rural Area is not served by the Burlington Rural Center. West Hills Rural Area residents have no community focus. Commercial needs are met by nearby communities -- Northwest Portland, Tanasbourne, West Union, Cedar Mill, and Bethany to the south, and Scappoose to the north. A small nucleus of uses near the intersection of Skyline Blvd. and Cornelius Pass Rd. -- a grocery store, an auto garage, Skyline Elementary School, the American Legion Post, and a church, do provide a potential focus for a future rural center. However, the current population of the West Hills shows no great desire for an enhanced community focus area which would be provided by a rural center in this location. Should the community show a need or desire for such a rural center, planning studies should focus on the area near the intersection of Skyline Blvd. and Cornelius Pass Rd. for its establishment.



**POLICY 4 Do not designate additional "Exception" lands in the rural West Hills. [Amended 1999, Ord. 924 § 11]**

**STRATEGY: Consider redesignation of approximately 80 acres at the intersection of U.S. Highway 30 and Watson Road, adjacent to the Columbia County line, from Commercial Forest Use CFU-2 to CFU-5. [Amended 1999, Ord. 924 § 11]**

**POLICY 5 Promote a community core in the rural West Hills through establishment of a rural center which serves the local needs of West Hills residents.**

**STRATEGY: Consider a limited area near the intersection of Cornelius Pass Road and Skyline Blvd. for designation as a Rural Center if justified by a county-initiated assessment of the need for additional commercial or other uses to support public needs in the rural West Hills.**

**STRATEGY: Do not consider expansion of the existing Burlington Rural Center unless 1) existing facilities of the Burlington Water District are upgraded, 2) evidence of increased demand for housing and commercial or institutional services in Burlington exists in the form of construction on vacant lots within the existing rural center boundaries, and 3) a market analysis indicates that the expansion of the Burlington Rural Center is necessary to serve West Hills Rural Area needs.**

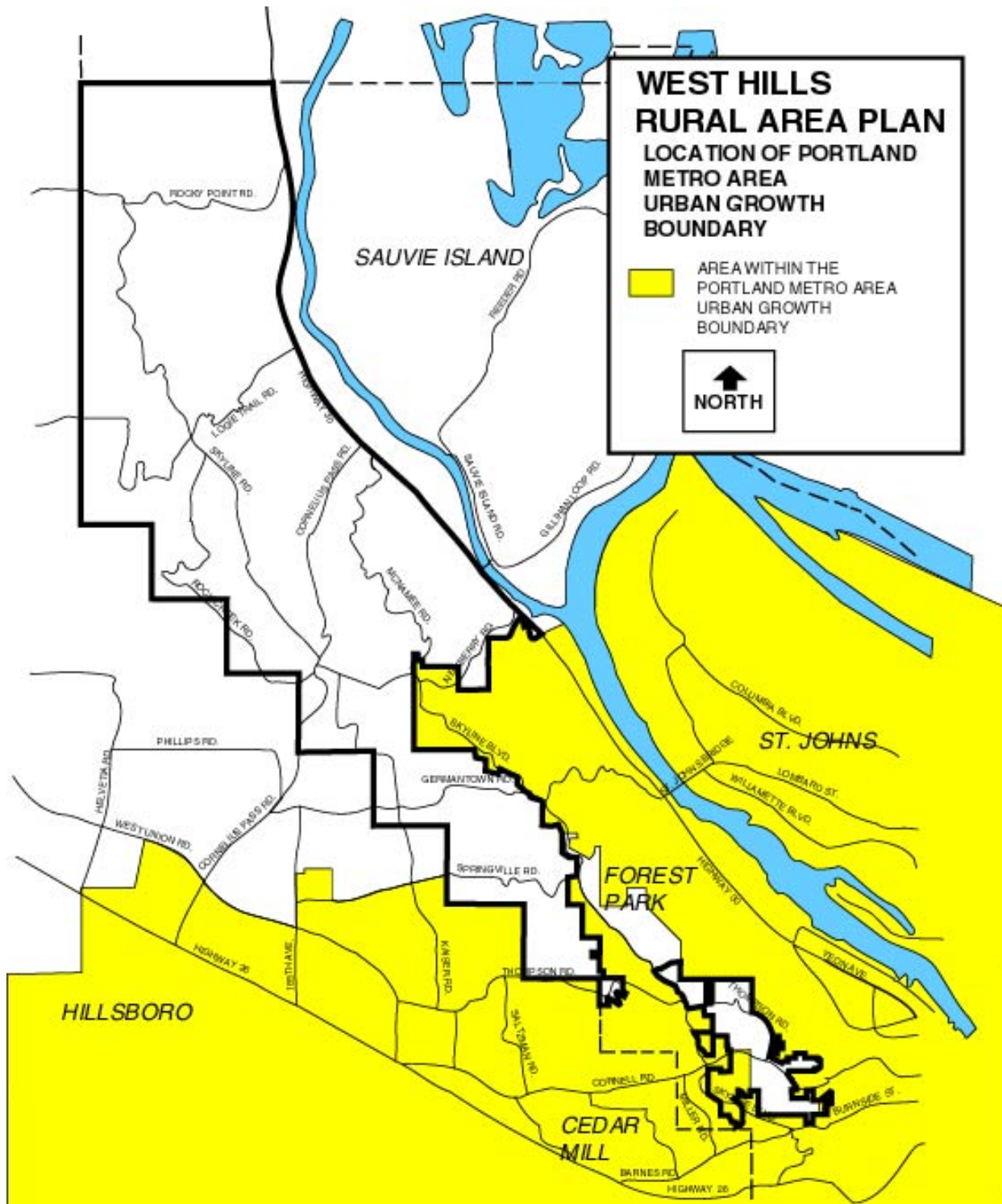
## **URBAN GROWTH BOUNDARY**

The Urban Growth Boundary defines the location of urban development for the Portland Metropolitan Area. It is adopted and amended by METRO, formerly the Metropolitan Service District, a regional government for the Portland Metropolitan Area designed to look at metropolitan-wide planning and public facility and service issues. Only land within the Urban Growth Boundary may be zoned and developed with urban-type uses.

METRO has authority over changes to the Urban Growth Boundary. If any changes are proposed by Multnomah County to the boundary, such a change must be approved by the METRO Commission. METRO has established criteria for consideration of changes to the Urban Growth Boundary, criteria which must be met in order for such a change to be approved.

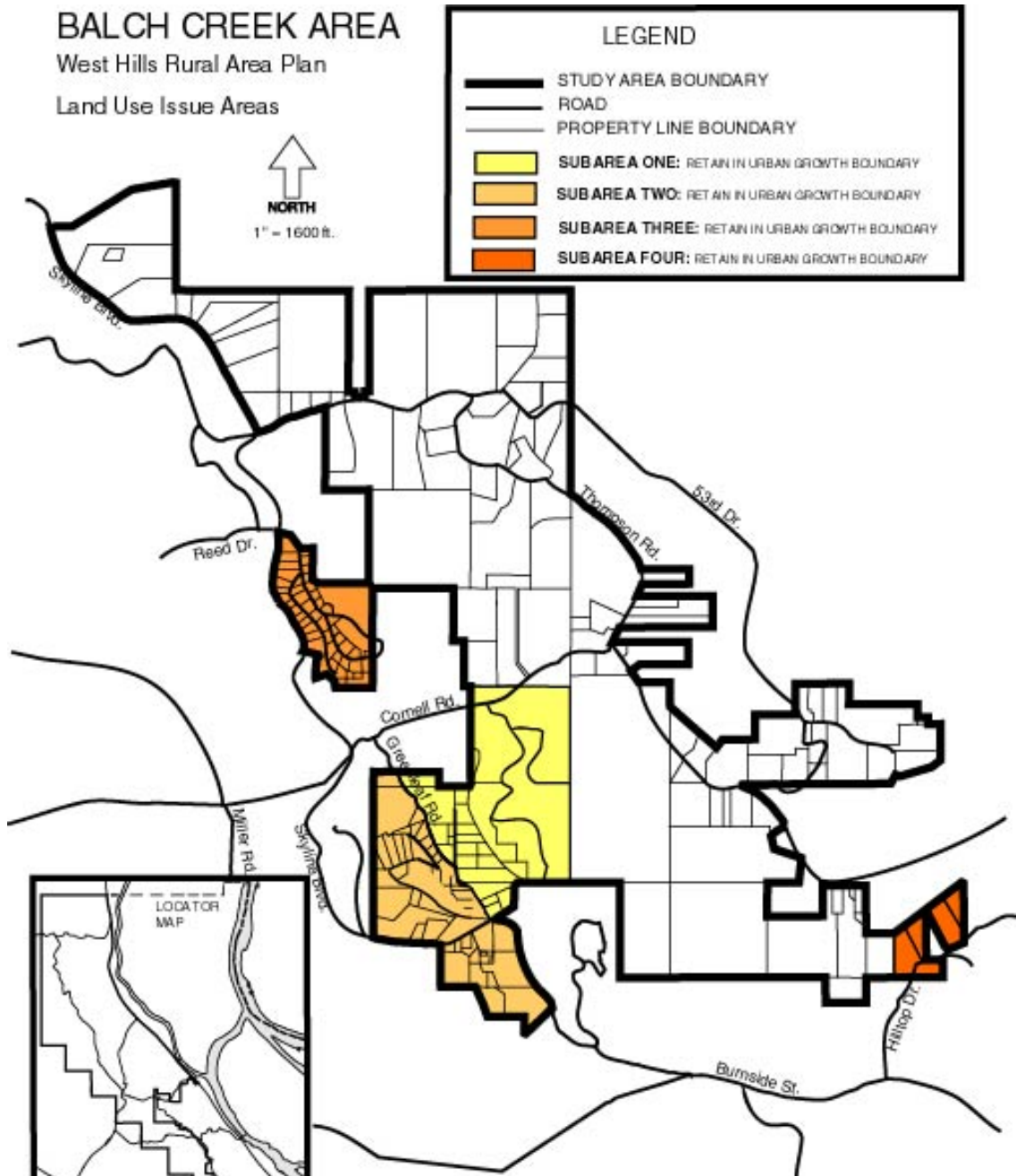
The West Hills Rural Area includes 245 acres inside the Urban Growth Boundary, all within the Balch Creek Basin. This area has been included in order to analyze whether it should remain in the Urban Growth Boundary, or be removed. No additions are proposed to the Urban Growth Boundary within the West Hills Rural Area. Such changes would be antithetical to the overriding desire of residents, property owners, and residents of the Greater Portland Metropolitan Area to retain this area in its current rural state. However, areas within the Balch Creek Basin which are inside the Urban Growth Boundary should be considered for removal due to two factors: 1) the lack of public facilities, particularly sewer service, which the City of Portland has determined that it shall not provide at any future time to properties in the Balch Creek Basin, and 2) the location of these lands inside the important and sensitive Balch Creek Watershed, with its natural areas, wildlife, cutthroat trout populations, and importance as a regional open space link due to the location of several public parks and private park preserves within its bounds.







The 245 acres can be divided into four subareas:





Subarea One consists of approximately 92 acres to the east of Greenleaf Rd., south of Cornell Rd. It is within the Urban Growth Boundary, and is currently zoned R10 (10,000 sq. ft. minimum lot size), R20 (20,000 sq. ft. minimum lot size), and RR (five acre minimum lot size). It is lightly developed, with a significant number of larger, vacant lots, and is located on steeper slopes within the Balch Creek basin.

Subarea Two consists of approximately 90 acres to the west of Greenleaf Rd., south of Cornell Rd. Most of it is currently zoned R-20(20,000 sq. ft. minimum lot size), but approximately two acres is zoned RR (five acre minimum lot size). It is extensively developed with existing low-density single family residences, served by public water from the City of Portland. This subarea is on the fringe of the Balch Creek Basin on less steep ridgeline areas.

Subarea Three consists of approximately 50 acres along Ramsey Drive, Ramsey Crest Drive, and Walmer Drive east of Skyline Blvd. This subarea is within the Urban Growth Boundary, but is zoned Rural Residential (RR), with a five acre minimum lot size. It is subdivided for the most part into lots of one-third to one-half acre in size, most with existing residences. About three-quarters of this area is not within the Balch Creek Basin, draining westward toward the Tualatin River. However, the smaller portion within the Balch Creek Basin includes steep areas which could, if improperly developed, result in significant erosion into Balch Creek.

Subarea Four consists of approximately 13 acres located along Hilltop Drive, south of Cornell Road and the Audubon Society property. It is divided into five lots, four of which have existing residences. This subarea is generally located along a ridgeline separating the Balch Creek Basin from areas draining to the south. It is currently zoned R10 (10,000 square foot minimum lot size).

**POLICY 6: Do not adjust the Urban Growth Boundary in the West Hills.**

**STRATEGY: Study 90 acres of relatively undeveloped land in the Balch Creek basin (SUBAREA ONE) for proper zoning which will recognize this area's severe development limitations.**

**STRATEGY: Rezone approximately 50 acres located along Walmer, Ramsey, and Ramsey Crest Drives (SUBAREA THREE) from Rural Residential to appropriate urban residential zoning districts.**

## URBAN RESERVES

Metro is currently in the process of completing the Region 2040 Project, which is a long-range planning program that will allow people in the Portland region to help decide what the region will be and look like in the next 50 years -- through the year 2040. The results of the project will outline the broad policy decisions that must be made to determine how the region should grow.



Current state law requires the Urban Growth Boundary to accommodate 20 years of growth. Unless policies change, Metro will need to add land to the Urban Growth Boundary starting in 1995 in order to meet the 20-year need. The Region 2040 project is looking at three concepts to address the growth projected for the Portland Metropolitan Area. Concept A would accommodate growth by expanding the Urban Growth Boundary in a way that meets state and regional land use goals and policies. Concept B would not move the Urban Growth Boundary, instead relying on increasing densities and intensities of development within the existing boundary, by more intensive use of remaining vacant lands and redevelopment opportunities. Concept C would, in addition to making modest additions to the existing boundary and increasing development densities and intensities within the existing boundary, accommodate about one-third of future growth in "satellite" cities just outside of the current Urban Growth Boundary, separated from the main mass of the Portland Metropolitan Area by broad "greenbelts" of agricultural land, forest land, and open space.

In December 1994 the Metro Council adopted a concept plan which was essentially a combination of Concepts A and B. Under this concept, very limited areas of the West Hills, given their proximity to the existing Portland urban area, would be considered for inclusion in an "urban reserve" which would designate land to be added to the Urban Growth Boundary in the future in order to accommodate the 20 to 50 year growth projections for the Portland Metropolitan Area. While the final decision on which lands should be designated as urban reserves belongs with Metro, the County has the responsibility to provide strong direction to the regional planning agency through adoption of this West Hills Rural Area Plan as to what lands should be considered for inclusion in an urban reserve and what lands should not.

Inclusion of lands within the West Hills Rural Area into the Urban Reserve, for eventual urbanization, is contrary to the overall goal of this plan, which is to maintain the West Hills' rural nature. Additionally, it is apparent from METRO's analysis that little if any land in the West Hills is needed for designation of Urban Reserves, because many other fringe areas to Portland are more suitable for urbanization. The rugged terrain of the West Hills, the cost of providing urban infrastructure (roads, sewers, etc.), and the inevitable environmental degradation which accompanies urban growth all are factors against expanding urban development into the West Hills Rural Area.

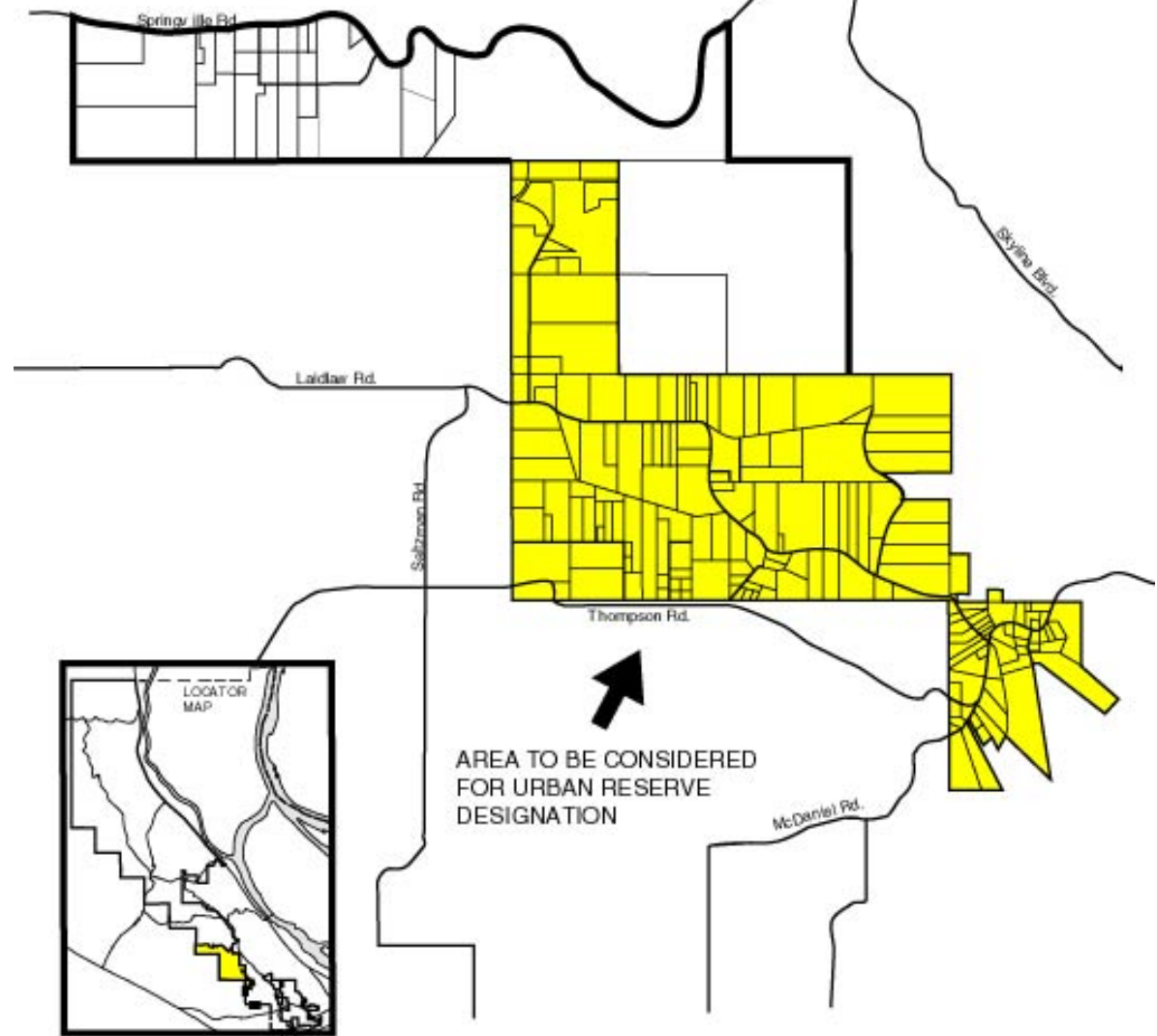
One small portion of the West Hills is suitable for consideration as an Urban Reserve area -- this is the Bonny Slope area, along Laidlaw Road. This area is bounded on three sides by the Urban Growth Boundary. The southern portion of this subarea, the Bonny Slope subdivision, consists of rural lots one to five acres in size, mostly developed with homes. The northern portion of the subarea consists of steeper forested lands. Given its location, and relative lack of constraints, this area should be considered for future expansion of the urban growth boundary.

# BONNY SLOPE AREA

## WEST HILLS RURAL AREA PLAN



LEGEND	
	STUDY AREA BOUNDARY
	ROAD
	PROPERTY LINE BOUNDARY



  
**AREA TO BE CONSIDERED  
FOR URBAN RESERVE  
DESIGNATION**

**POLICY 7: Urge METRO to designate most of the West Hills Rural Area as a Rural Reserve within the Regional Framework Plan -- consider Urban Reserve designations only for fringe areas adjacent to Portland and Washington County urban areas.**

**STRATEGY: Forward to Metro a resolution directing that only the southern and central portions of the Bonny Slope subarea of the West Hills Rural Area be considered as an urban reserve area as part of the Region 2040 project.**

## **TRANSPORTATION**

### **REGIONAL ROADS**

#### ***U.S. Highway 30***

Highway 30, which runs along the eastern boundary of the West Hills Study Area, is maintained by the Oregon Department of Transportation (O.D.O.T). It is a four lane high-speed roadway which runs from Portland to Astoria along the eastern boundary of the West Hills Rural Area. The road operates with minimal congestion, having traffic volumes well below the capacity of the road. ODOT has no identified construction projects, other than routine maintenance, for this segment of Highway 30. Projects along Highway 30 in adjacent jurisdictions include a re-surfacing of the approaches from Highway 30 to the St. Johns bridge, scheduled for 1997, and on-going studies to add capacity to the roadway in Columbia County to the north. Also, Multnomah County will perform work to upgrade the Sauvie Island Bridge approaches to Highway 30.

#### ***"Western Bypass"***

Regional transportation maps from the 1960's show a conceptual route for a "Western Bypass" roadway northward from Highway 26 in Washington County, over Cornelius Pass, through Sauvie Island, and then over the Columbia River to Washington State. However, no studies of such a route have been conducted by O.D.O.T. and none are planned.

O.D.O.T. is currently studying a "Western Bypass" roadway to the south of the West Hills, which would run from Interstate 5 in Wilsonville to Highway 26 in Washington County. This study is currently in the Alternatives Analysis phase, which will review five alternatives for resolving transportation problems in southwestern Washington County. Once the alternatives analysis is completed, O.D.O.T. will subject the preferred alternative to an Environmental Impact Statement (EIS). The EIS must include projected changes to traffic volumes and character on Cornelius Pass Road as a result of any new roadway to the south.

Any future consideration of extending a "Western Bypass" roadway northerly from Highway 26 over Cornelius Pass would require consensus of the jurisdictions through which the roadway would pass, including Multnomah County. Such a roadway, while perhaps conducive to regional traffic, would bring major changes to the West Hills in terms of the following issues:

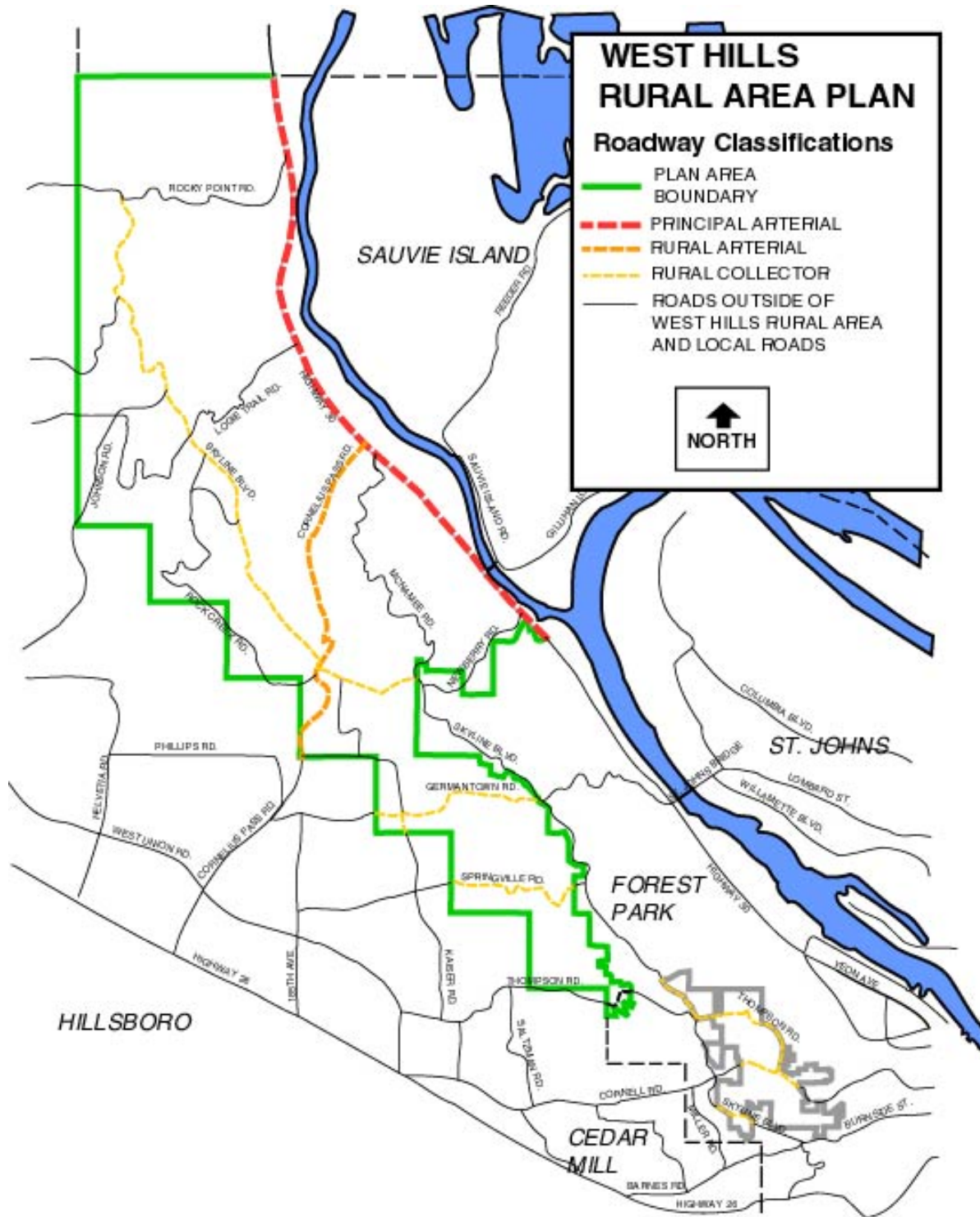
- 1.
2. Negatively impacting agricultural and timber lands through which the roadway might pass;
3. Negatively impacting identified Goal 5 resources in the West Hills. Significant scenic views of the east face of the West Hills would be interrupted by a major roadway. Any roadway would cross several significant streams. And any roadway would critically interrupt significant wildlife habitat areas connecting Forest Park and the Coast Range.
4. Negatively impacting the rural character of the area. This change would be most significant, since placement of a major regional road corridor through the West Hills would lead to strong pressures to urbanize the West Hills.

**POLICY 8: Oppose placement of regional roadways in the West Hills Rural Area, should such roadways be under consideration by any regional transportation authority in the future.**

**COUNTY ROADS**

In February, 1993, Multnomah County adopted a plan of Trafficways which gave roadways in rural areas functional classifications. Roadways in the West Hills are now classified into several categories, as shown below:

<p><b>Principal Arterial</b> streets are generally four lanes or more and can carry a large volume of traffic, usually in excess of 25,000 trips per day. A significant feature of the principal arterial is its ability to carry “through” trips; that is, trips which begin and end outside of the County area.</p>	<p>Highway 30</p>
<p><b>Rural Arterial</b> roads are generally two lanes which serve inter- and intra-county trips. They are characterized by their significance as traffic distributors between areas in the County, connecting cities and rural centers. They generally carry a daily traffic volume of up to 10,000 vehicle trips.</p>	<p>Cornelius Pass Road</p>
<p><b>Rural Collector</b> streets typically have traffic volumes of less than 3,000 vehicles per day. They are characterized by serving as the connection between local roads and the arterials serving a rural area of the County.</p>	<p>Skyline Blvd.                  Germantown Road                  Springville Road                  Laidlaw Road                  Thompson Road                  Cornell Road</p>
<p>All other roadways in the West Hills Rural Plan Area are classified as local roads.</p>	



The County Transportation Division will soon be working on revisions to rural road standards. These revisions will result in widened shoulder areas to make pedestrian use of roadways easier. Currently, rural roadways in the area should have 12-14 foot standard lane widths, with 4-6 foot paved shoulder widths. However, many West Hills rural roads do not meet these standards due to the constraints of steep topography. Also, in agricultural areas, roadside drainage ditches take priority over paved shoulders.

The Transportation Division will also soon begin working with the City of Portland to resolve inconsistencies in functional classifications and roadway standards for roads which cross jurisdictional boundaries. This will affect Cornell Rd., Skyline Blvd., Burnside/Barnes Rd., Thompson Rd., Springville Rd., and Germantown Rd. A major inconsistency between the City vs. County road plans involves the relative importance of Skyline Blvd. vs. Miller Rd. in serving local traffic in the Forest Heights area. The City of Portland currently places more emphasis on future improvements on Miller Rd. between Cornell Rd. and Barnes Rd. than does the County.

Traffic on Cornell Rd. is an on-going problem in the Balch Creek area. Cornell Rd. carries significant traffic to and from Washington County which is diverted onto the roadway due to traffic on Highway 26. The resulting traffic flow on Cornell Rd. is greater than the roadway can safely carry. It is hoped that construction of the West Side Light Rail facility, along with improvements to Highway 26, will reduce the amount of through traffic on Cornell Rd.

Cornelius Pass Rd. serves as a rural arterial running through the West Hills. It is the route of commercial traffic from Highway 30 to Washington County, and is also used by haulers of hazardous materials who are prohibited from driving on Highway 26 through the Vista Ridge tunnel. It is also a designated bicycle route. The roadway has seen two significant improvements in recent years, the reconstruction of the Cornelius Pass Rd./Skyline Blvd. intersection, and the reconstruction of the switchback on Cornelius Pass Rd. to the north of the Skyline Blvd. intersection. However, this leaves an unreconstructed section between these two improvements. Also, the entire grade from Highway 30 to Cornelius Pass Rd. is difficult. One solution to the problem of bicycle and truck traffic conflicting on the roadway would be the relocation of the bike route to the Burlington Northern right-of-way, currently being studied as a "rails-to-trails" conversion. The County has no authority to regulate the use of Cornelius Pass Rd. for hazardous materials hauling, and no restrictions on such hauling exist on Cornelius Pass Rd. in Washington County. Use of compression, or "jake" brakes, has been identified by residents along Cornelius Pass Road as a major noise problem.

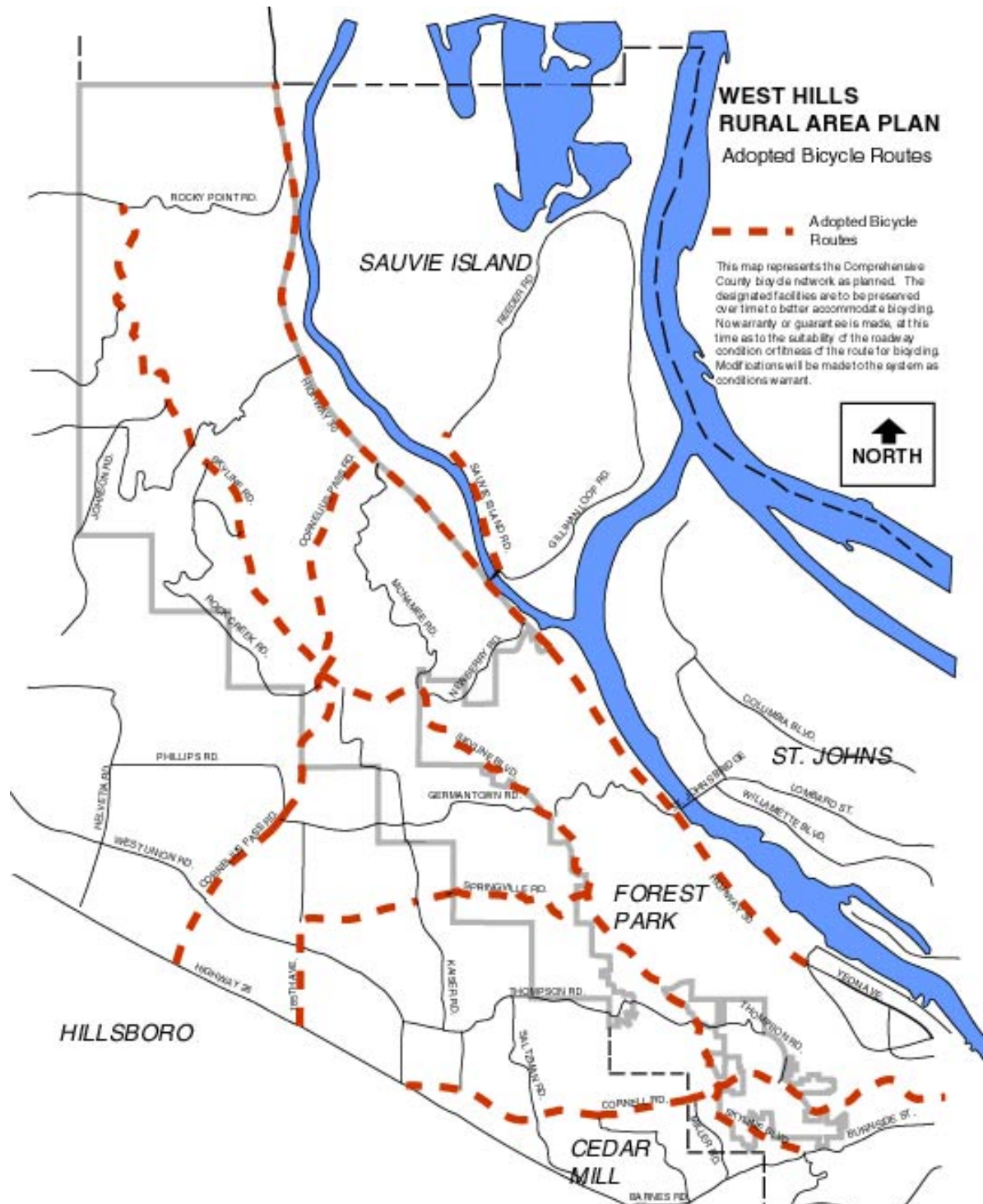
## **BICYCLE ROUTES**

As part of its 1990 Bicycle Master Plan, Multnomah County has an adopted plan for bicycle routes for the West Hills Rural Area). The roadways which have bicycle route designations are Highway 30, Cornelius Pass Rd., Skyline Blvd., Springville Rd., and Cornell Rd. The bicycle route facilities on Highway 30 are maintained by O.D.O.T., and are striped and signed for bikes to current state standards, including adequate shoulders. County maintained rural bike routes should be accommodated by paving of road shoulders to a width of at least 4 feet and preferably 6 feet. Not all designated bike routes in the West Hills have such shoulders, the lack of which increases hazards for bicycle riders. As repaving occurs on County maintained roads designated as bicycle routes, the County widens and paves shoulders to allow for safer bicycle usage. Widened shoulders are especially important on Skyline Blvd., which is a popular bicycle route for both commuters and recreational riders.

The Burlington Northern Cornelius Pass right-of-way, under study as part of the rails-to trails program, may also serve as



a recreational bicycle route in the future. See discussion of this issue under Parks & Recreation.







**POLICY 9: Improve West Hills Rural Area roadways to attain appropriate safety levels for local motorized and non-motorized traffic.**

**STRATEGY: Accelerate re-paving and shoulder-paving on Skyline Blvd. to make the route safer for use of automobiles, bicycles, pedestrians, and equestrians.**

**STRATEGY: Include in the capital improvement program a project to upgrade Cornelius Pass Road, with first priority the road between its intersection with Skyline Blvd. and the switchback to the north, and second priority being the road between the switchback and Highway 30.**

**STRATEGY: Include in feasibility studies of a "rails-to-trails" conversion of the Burlington Northern Cornelius Pass line consideration of making the trail a bicycle route as well in order to remove the bicycle route from Cornelius Pass Rd. and eliminate modal conflicts.**

**POLICY 10: Discourage through traffic on local roads not shown on the Circulation Plan.**

**STRATEGY: On local roads with heavy through traffic consider additional control measures such as traffic signals and speed bumps to reduce such traffic.**

The Westside Rural Multnomah County Transportation System Plan (TSP) has been adopted since formulation of these policies. The TSP is consistent with the preceding transportation policies. The TSP is the document Multnomah County will use to review future developments and transportation improvements. *[Added 1998, Ord. 914 § III]*

## **PUBLIC FACILITIES**

### ***Schools***

The West Hills Rural Area is served by three different school districts, Portland, Beaverton, and Scappoose.

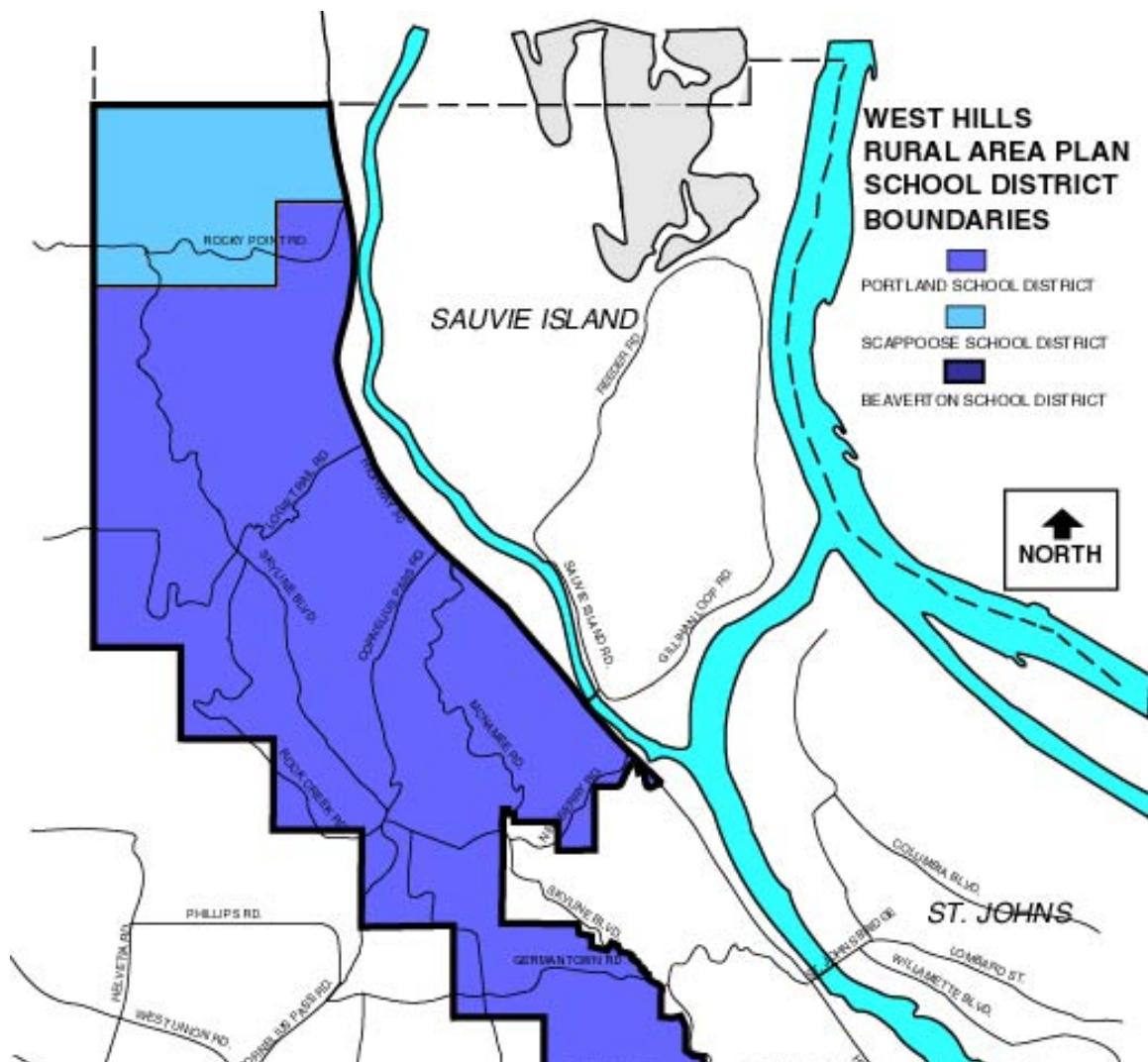
The majority of the West Hills Rural Area is served by the Portland School District. Skyline Elementary School, located near Cornelius Pass, serves the West Hills. The West Hills is within the attendance boundaries of West Sylvan Junior High School, located to the south, and Lincoln High School, located adjacent to downtown Portland.

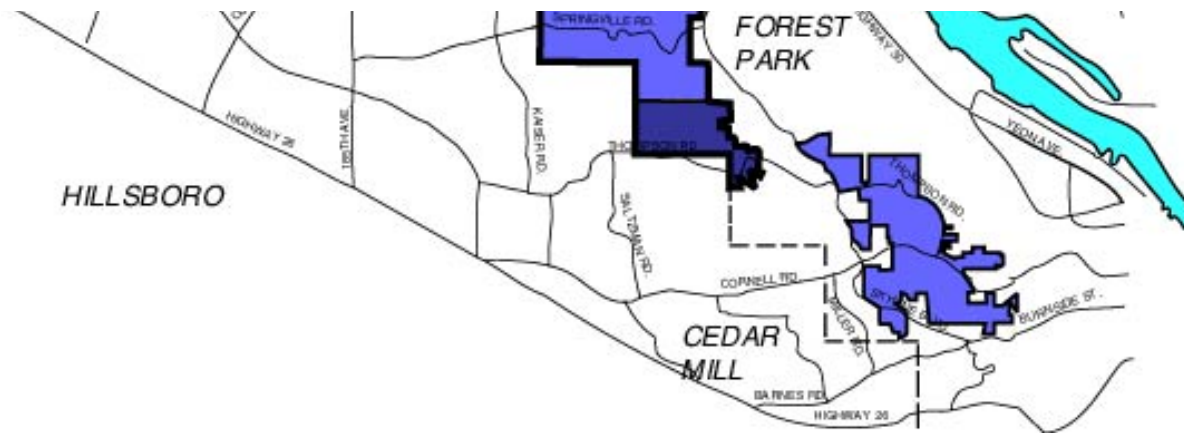
The schools serving the West Hills Rural Area are operating well below capacity of the school sites. The only school which may have problems in the intermediate term future is Skyline Elementary School, which has a building capacity of between 215 and 340 students, depending upon internal organizational arrangements. During the 1992-93 school year 214 students attended the school. This is a 19% increase over the past five years. The district's five year projection for student enrollment envisions an increase to 255 students by 1999. The school's enrollment is projected to grow further due to development of the Forest Heights project, and other smaller projects, within the City of Portland. The Portland

School District intends to monitor the growth of enrollment at Skyline Elementary, and consider shifting attendance boundaries or new construction if enrollment grows beyond Skyline School's existing capacity.

A portion of the Bonny Slope area is located in the Beaverton School District. Children from this area attend Cedar Hills Elementary School, Cedar Park Middle School, and Sunset High School. The Beaverton School District is planning to reconfigure its attendance boundaries to ensure that none of these schools are overcrowded.

The northern-most area of the West Hills is within the Scappoose School District, Students attend Grant Watch Elementary School for grades K-3, Peterson Elementary School for Grades 4-6, Scappoose Middle School for grades 7-8, and Scappoose High School for Grades 9-12. The district is currently conducting a survey of existing facilities, with the expectation that growth in the Scappoose city area of Columbia County will result in increased enrollment at the district's schools. However, there are no current capacity or facility problems identified in the District.





**POLICY 11. Coordinate planning and development review activities with the affected school districts to ensure that adequate school facilities exist to serve local needs.**

**STRATEGY: Monitor student population at Skyline Elementary School, and work with the Portland School District on solutions if the school becomes overcrowded.**

***Fire Protection & Emergency Services***

The West Hills Rural Area is served by four different fire and emergency services providers -- Multnomah County Rural Fire District # 20, Scappoose Fire District, Tualatin Valley Fire & Rescue, and Portland City Fire Bureau.

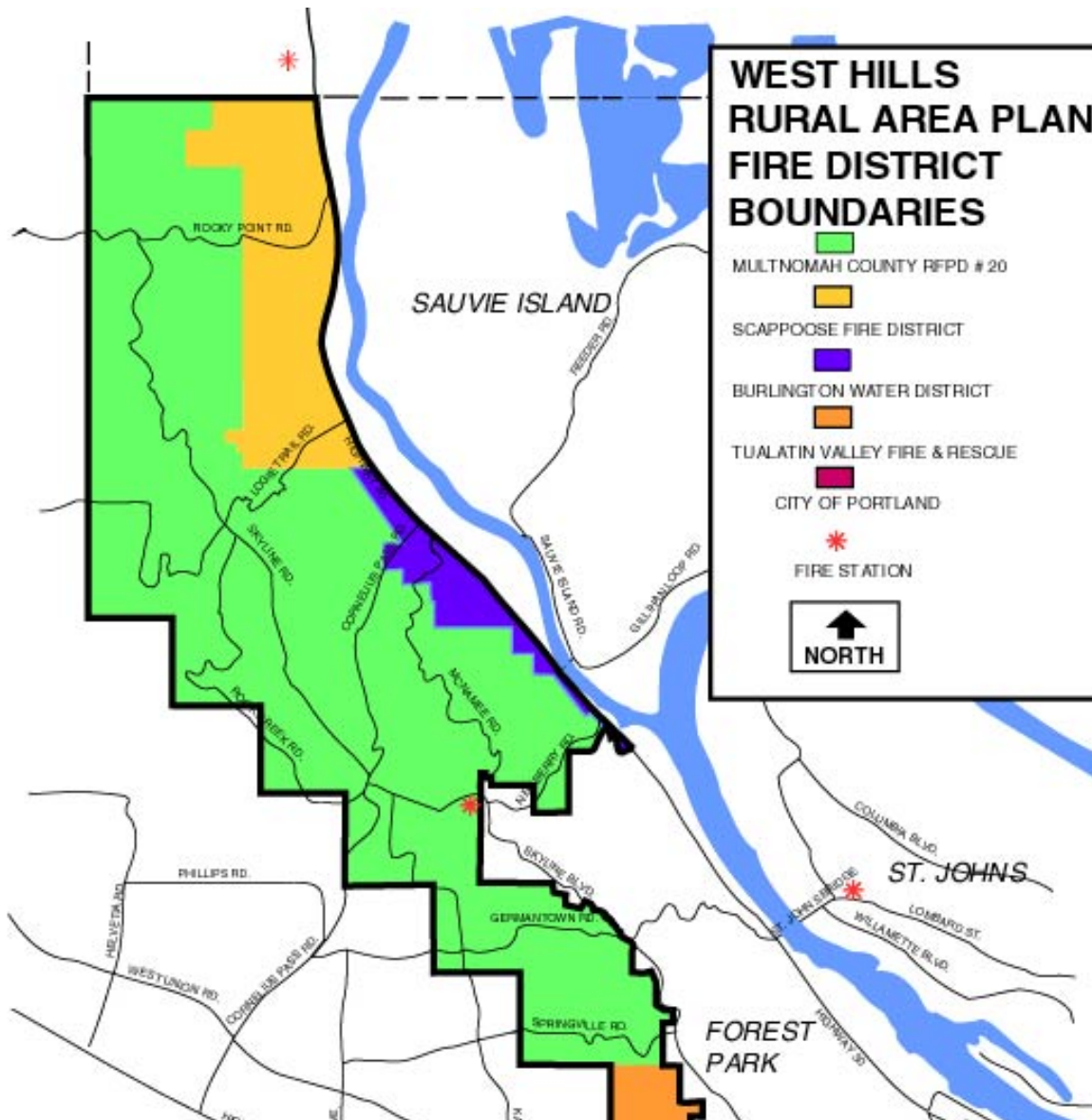
The Tualatin Valley Fire & Rescue District provides fire and emergency services to the Balch Creek and Bonny Slope areas. The area is served from two of the district's stations, the West Slope Station on Canyon Road and the Cedar Mill station located on Cedar Mills Blvd. at Highway 26. The district has sufficient apparatus to serve the area. The district will be studying the best methods for dealing with wildland fires within its boundaries, and will consider measures such as prohibition of wood shingle roofs and requiring minimum cleared areas around structures. The district also requests that the County coordinate development proposals within its boundaries with the district so as to ensure that adequate fire safety measures are incorporated into all new development.

The Multnomah County Rural Fire District #20 serves about two-thirds of the West Hills from a station on Skyline Blvd. On July 1, 1995, it will merge with the Tualatin Valley Fire & Rescue District. The volunteer force will remain at the existing stations on Skyline Blvd.; the second station, on Johnson Rd. will be closed. The Tualatin Valley Fire & Rescue District plans to replace and add to the existing fire-fighting equipment, and eventually plans to move the existing station to a location more central to the area being served. Merger with the Tualatin Valley Fire & Rescue District will provide backup professional fire and emergency services to the area, and will provide more training and equipment for the existing volunteer force.

The Scappoose Fire District serves the northeastern portion of the West Hills Rural Area, from the County Line south to approximately Chestnut St., and approximately 1 1/2 miles inland. The District has three fire stations, one of which is

located on Cleetwood Drive near Morgan Road in the West Hills. The District has 50 volunteers and two paid personnel. Equipment includes five engines with a combined capacity of 5,750 gallons, one 3,200 gallon water tender, two rescue units, two ambulances, three wildland firefighting units with a combined capacity of 1,500 gallons, and one command vehicle. The District has no identified problems providing service to the West Hills area.

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.





**POLICY 12: Require proposed development in the West Hills to meet fire safety standards.**

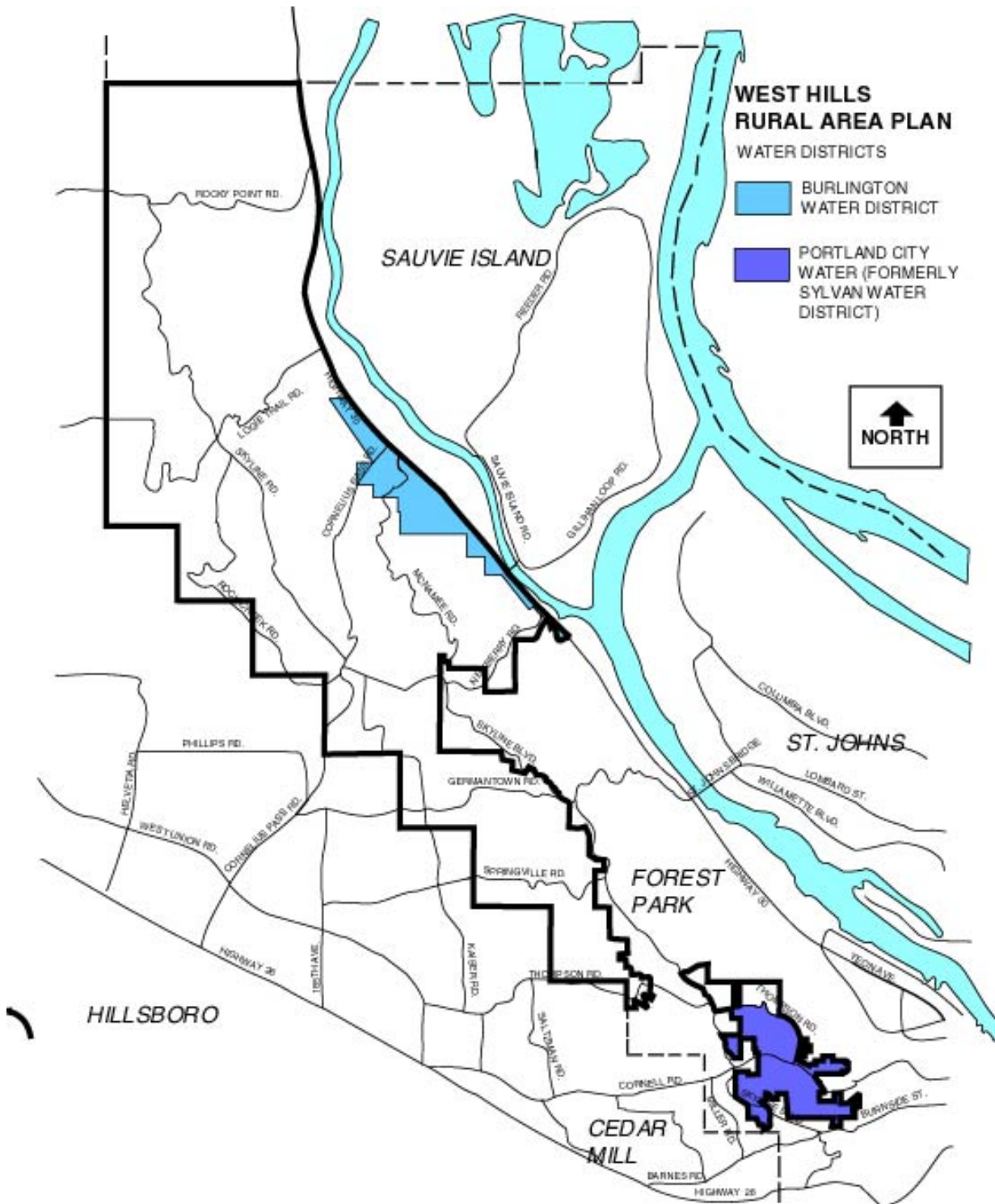
**STRATEGY: Ensure that agencies responsible for fire protection in the West Hills Rural Area are provided an opportunity to comment on development applications prior to approval of the application.**

### ***Water Service***

Only a small percentage of the West Hills Rural Area is served by a public water supply system. The Portland Water Bureau serves the Balch Creek area to the south, an area formerly served by the Sylvan Water District before it was incorporated into the Portland City System. However, the Bureau has no water lines in the Balch Creek rural area, and homes in this area are served by wells. The Burlington Water District receives its water supply from the City of Portland, via a pipeline along Highway 30. The District is bound by its bylaws to provide water service to any parcel within the district, however, the existing water distribution system is barely adequate to serve existing development and has little or no capacity to handle expanded water use.

The remainder of the West Hills is not served by any water district, and relies on groundwater for its supply. Local groundwater supplies within the West Hills are variable, but are generally limited due to the varied geology of the Tualatin Mountains. Currently, proposed development must show an adequate water supply quantity prior to approval of building permits. Permits requiring discretionary review are conditioned so as to require proof of an adequate water supply quantity prior to building permit issuance so that an applicant is not subject to the expense of drilling a well prior to approval of the conditional use. However, the County has no standards as to the quantity or source of the adequate water supply. Quality requirements are pursuant to Oregon Department of Environmental Quality standards for potable drinking water.





**POLICY 13** Require proposed development to be supplied by a public water system with adequate capacity or a private water system with adequate capacity.

**STRATEGY:** Require a finding of adequate quantity of water available to a development project prior to final approval of the project, and clearly spell out a procedure which allows adequate public review of the proposed water source without requiring the project applicant to undergo excessive and possibly unnecessary expense.

**STRATEGY:** Work cooperatively with the Burlington Water District in ensuring adequate water supply to its customers.

### ***Sewage Disposal***

All existing development within the West Hills Rural Area is served by private on-site sewage disposal systems. No public sewers are planned or contemplated for the area, due to its rural nature. Approval for proposed private sewage disposal systems is the responsibility of the City of Portland Building Bureau, which implements standards set forth by the Oregon Department of Environmental Quality. A number of different methods for on-site disposal of sewage effluent are available for consideration. The entire West Hills area has significant limitations to the use of septic systems, due to the shallow soil depths in the Tualatin Mountains.

A small portion of the Balch Creek area is within the urban limit line, and has land use designations and zoning which anticipate provision of public sewer service. However, the City of Portland has determined that it does not intend to provide sewer service to any properties within the Balch Creek basin other than the Royal Highlands development within the City of Portland. This existing subdivision was served by a small treatment plant, but the plant has been replaced by a pumping station which pumps the effluent out of the Balch Creek basin and into a City of Portland sewer line to the south.

**POLICY 14:** Discourage public sewer service to areas outside of the Urban Growth Boundary and areas where public sewer service would accommodate inappropriate levels of development.

**STRATEGY:** Consider lowering the allowed density of urban residential land for areas within the Balch Creek basin which have no public sewer service.

### ***Electricity and Telephone***

No issues currently exist in the West Hills Rural Area regarding electrical or telephone service.

### ***Police Protection***

Police protection in the West Hills is provided by the Multnomah County Sheriff. The Sheriff's office is located at 122nd St. and Glisan St. in the Mid-County area. Currently the entire West Hills Rural Area is served by one patrolling officer at



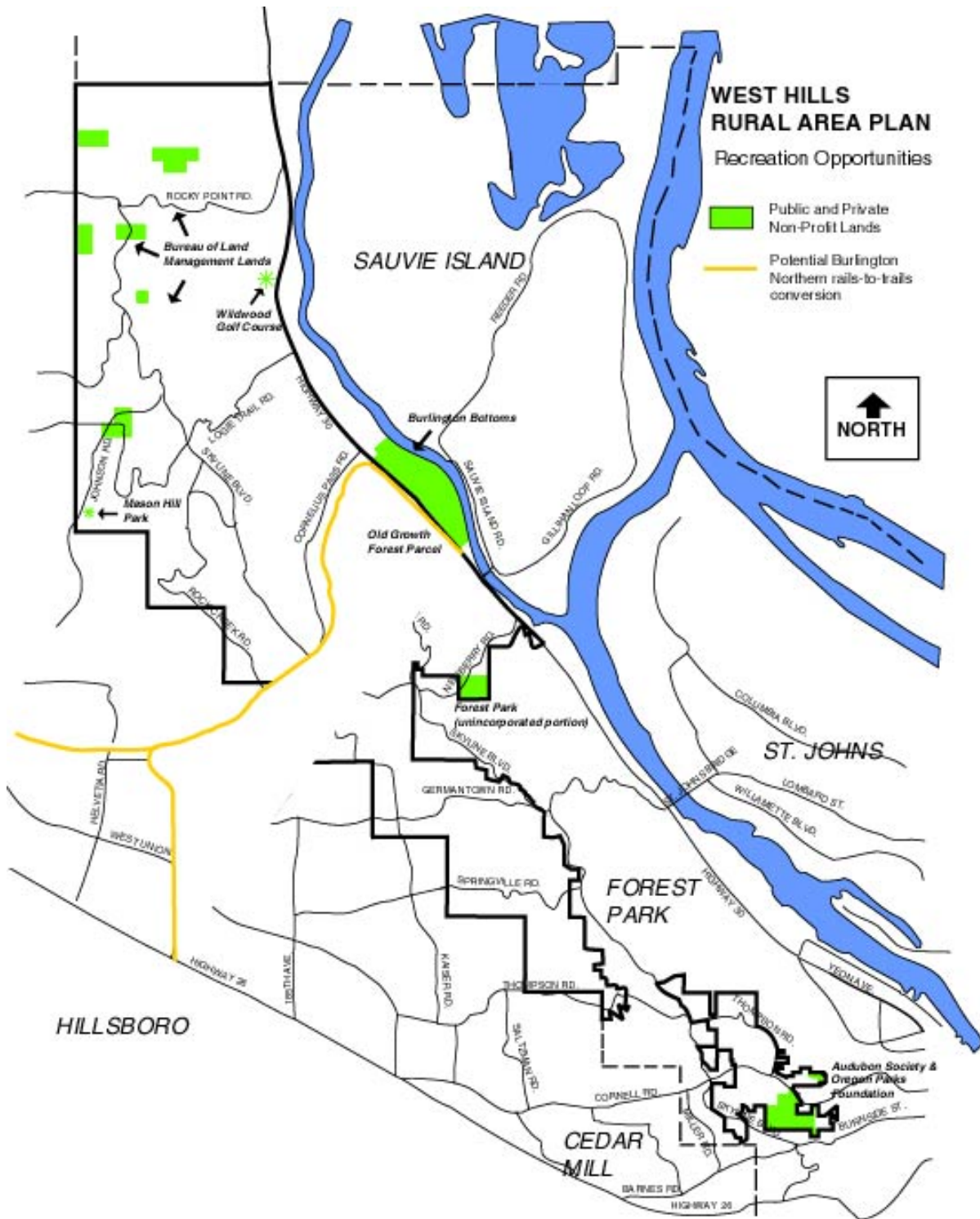
a time. Multnomah County has engaged in on-going discussions with the City of Portland as to the best way to provide police protection to the West Hills Rural Area, and these discussions will continue in the future.

## **PARKS AND RECREATION**

### ***GREENSPACES***

The METRO Greenspaces Master Plan identifies much of the West Hills as a significant greenspace which should be protected through purchase or other means. Multnomah County's adopted Natural Areas Plan also identifies much of the West Hills as a significant natural area, mainly areas adjacent to Forest Park and in the Balch Creek Basin.

In order to make a small step towards implementing the METRO Greenspaces Master Plan and the Natural Areas Plan, the Multnomah County Parks and Recreation Division (now transferred to METRO) has over the past several years reviewed all land in the West Hills which is foreclosed by Multnomah County ownership as a result of tax delinquency. Parcels which are deemed to have potential for enhancing recreational and natural values have been retained by the County and will be transferred to the City of Portland or METRO rather than sold off. In addition, the Natural Areas Fund, which consists of money earned by the County from the sale of tax-foreclosed properties throughout Multnomah County, can be used to purchase land of recreational or natural value.



## ***FOREST PARK***

The West Hills Rural Area abuts in several areas onto Forest Park in the City of Portland. This 5,000 acre park is unique, since it is the largest natural park area within an incorporated city in the United States. Forest Park has a large influence on planning for the West Hills Rural Area. Protection of its integrity as a natural park amidst urban development, as home to numerous native plant and animal species, is a high priority for both the City of Portland and Multnomah County, as well as for neighborhood and conservation organizations. The City of Portland is currently preparing a Natural Resources Management Plan for Forest Park, which is designed to protect and enhance the natural qualities of the park.

The Natural Resources section of this (West Hills Rural Area) plan discusses various levels of significance and protection programs for significant natural resources in the West Hills. Many of these resources, particularly wildlife habitat, are significant in large part because they provide a contiguity to the north and west with Forest Park. Additionally, natural values associated with Forest and Macleay Parks also extend into the Balch Creek basin to the south and west.

Because of the rights of private property owners to make economic use of their property, full protection of Forest Park is only possible if the boundaries of the park are expanded by purchase of privately owned land -- this in turn is only possible if local jurisdictions and non-profit groups have the financial resources and make a policy choice to purchase private land-holdings in the West Hills.

Barring any large-scale purchase program, which would most likely require approval of a bond measure by local voters, several smaller-scale efforts are under way to add public lands to the West Hills. Friends of Forest Park, a private group dedicated to preservation and enhancement of Forest Park, has purchased (with County assistance) a 38 acre parcel located between McNamee Road and Highway 30, north of the Angell Bros. quarry site. This parcel contains a significant old grove forest. To the south of this area is a series of land divisions creating lots in excess of 38 acres which have had conservation easements placed upon most of the land area excepting residential sites for each lot. These easements were obtained by the Friends of Forest Park and recorded with Multnomah County. While they do not prohibit resource-based uses of the land under easement, such as forestry, they do restrict items such as fencing, clearing for structures, containment of domestic animals, and other impacts associated with residential development.

**POLICY 15: Maintain and enhance the recreational values of Forest Park and adjacent areas in concert with the City of Portland, METRO, and other agencies.**

**STRATEGY: Review lands which become available through tax foreclosure in the the vicinity of Forest Park and within the Balch Creek Basin for potential recreational use.**

**STRATEGY: Target key parcels needed for enhancement of Forest Park recreational values for acquisition through revenue from the Natural Area Fund.**

**STRATEGY: Coordinate management of acquired properties in the vicinity of Forest Park to preserve natural resource values consistent with the Natural Resource Management Plan to be approved by the City of Portland.**

**STRATEGY: Promote and provide incentives for voluntary use of conservation easements by property owners in lieu of purchase.**

### ***BALCH CREEK***

The lower portions of the Balch Creek Basin are largely owned by the City of Portland, the Audubon Society, and the Oregon Parks Foundation. The Balch Creek unincorporated area is bounded on the west by Forest Park. However, most of the land in the upper portion of the Balch Creek basin is privately owned, and most of this area is designated and zoned as Commercial Forest Use. The County does not regulate forest practices on these lands, and thus commercial forestry is bound only by the Oregon Forest Practices Act. Any program to fully protect the Balch Creek basin in its natural state must consider the need to purchase privately-held lands within the Balch Creek basin. Such an option is possible only if local jurisdictions and non-profit groups have the financial resources and make a policy choice to purchase private landholdings in the Balch Creek area.

### ***OTHER RECREATIONAL FACILITIES***

Since the West Hills is a rural area, it contains no traditional "urban" neighborhood parks. The only established County Park within the West Hills Rural Area is Mason Hill Park, a one acre plot of land at the intersection of Johnson and Munson Roads. This park, site of the original Mason Hill Schoolhouse, has no off-street parking, and the only facilities on the site consist of a covered picnic table and an outhouse.

One major private recreational facility exists in the West Hills Rural Area: the Wildwood Golf Course. The course, opened in 1991, was previously operated from the 1920's until 1971. It has 9 holes on approximately 116 acres, with a total play yardage of 2,935. The course has considered expansion to 18 holes, but such an expansion would occur to the east of Highway 30, between the Highway and Multnomah Channel.

The United States Bureau of Land Management(BLM) owns approximately 643 acres of land in the northern portion of the West Hills, divided into six non-contiguous parcels. Currently the lands are managed for timber production, but with greater consideration for other resource values such as water quality and wildlife habitat than is required by the Oregon Forest Practices Act. The BLM has not considered public recreational uses of these properties to date due to their remote nature in the Dixie Mountain area.

### ***RECREATIONAL TRAILS***

Two significant regional recreational trails efforts may have an impact on the West Hills. The Greenway to the Pacific project, coordinated by METRO, is just completing a Concept Plan (Phase 1) which looks at six broad corridors for a recreational trail route between the Portland Metropolitan Area and the Coast Range and Pacific Ocean. Two of these conceptual corridors affect the West Hills: 1) the "Columbia Blue Way" corridor which would link Astoria to Portland, and 2) the "Vernonia Loop" corridor, which would build upon the existing Banks-Vernonia State Linear Park trail to the west, and connect this with Portland through the West Hills. Both conceptual corridors are several miles wide, so no specific route alignments are being considered in Phase 1. Phase 2 of the project, scheduled for 1994 through 1996, would review the corridors and result in the adoption of specific corridor and trail routes. Phase 3, development of the trail,

would not begin until at least 1996.

A new regional trails effort is looking at the Burlington Northern right-of-way from Highway 30 through Cornelius Pass to Washington County. Burlington Northern has given notice of an intent to abandon the right-of-way within the next several years. METRO is organizing a committee to review the feasibility of converting the rail corridor into a bicycle or hiking trail. Studies will be ongoing over the next several years. METRO and Multnomah County must address several clear problems before conversion of the right-of-way to a trail, including burned or decaying trestles, use of the Cornelius Pass tunnel, and impacts to adjacent property owners and residents.

**POLICY 16: Support and promote the placement of links within a regional trail system for use by pedestrians, equestrians, and bicyclists.**

**STRATEGY: Support and participate in the feasibility studies for the conversion of the Burlington Northern Cornelius Pass line into a recreational trail, which will provide a regional trail for the Portland Metropolitan area; consider its impacts on adjacent properties and include affected property owners in discussions on all phases of the project.**

**STRATEGY: If the Greenway to the Pacific project locates a trail alignment in the West Hills, do not obstruct METRO's acquisition of the right-of-way for such a facility and review development proposals along the trail alignment for compatibility with the proposed trail.**

**POLICY 17: Consider and mitigate the impact on adjacent private properties of all proposed recreational facilities.**

## **ENVIRONMENTAL QUALITY**

### ***AIR QUALITY***

No significant issues regarding air quality, other than those which affect the Portland Metropolitan Area as a whole, have been identified in the West Hills. Odors from an agricultural processing operation at the southern end of Sauvie Island do affect areas along Highway 30 and Newberry Road. The Oregon Department of Environmental Quality has jurisdictional authority to address this issue.

### ***NOISE***

No significant issues regarding noise impacts have been identified in the West Hills. The existing Angell Brothers Quarry operation produces significant amounts of noise from its mining and crushing operations, but this noise is well contained within the 400 acre site.

### ***WATER QUALITY***

*Tualatin River Basin*

The west side of the West Hills Rural Area Plan is within the Tualatin River Basin. While this approximately 7,500 acres is less than 2% of the the 698 square mile Tualatin River drainage basin (most of the remainder is within Washington County), the West Hills does include important and significant headwater areas for Rock Creek, McKay Creek, and Bronson Creek. The Tualatin River has been identified by the Oregon Environmental Quality Commission as a water body with degraded water quality due to the presence of excessive phosphorous and ammonia-nitrogen in the river's waters. These nutrients are the primary factors in the growth of algae in the Tualatin River, which depletes oxygen-levels within the waters, which in turn results in the loss of fish and aquatic life, increased water turbidity, and increased noxious odors. Total Maximum Daily Loads (TMDL's) have been mandated for these elements. Multnomah County is subject to a compliance order and schedule issued by the Oregon Department of Environmental Quality in order to achieve the TMDL's.

In order to address State requirements, Multnomah County has adopted a "Tualatin River Basin Nonpoint Source Control Watershed Management Plan" (January, 1992). Since the high ammonia-nitrogen levels in the river are primarily due to the discharge from sewer treatment facilities within Washington County, the Multnomah County document focuses on control of phosphorous discharge into Tualatin River tributaries. However, the Best Management Practices summarized in the document apply to all potential sources of pollutants into the drainage system. At this time, on-going compliance with these practices by agricultural operations and rural residences is voluntary, with the County conducting an education program to make residents aware of the need maintain the quality of water running off into the drainage basin.

Studies of streams within the West Hills conducted as part of the Goal 5 analysis of significant streams (see discussion under Natural Resources) has shown that agricultural practices have a significant negative impact upon the water quality of streams in the West Hills, particularly those streams which flow westerly into the Tualatin River Basin. Multnomah County has received a recommendation from the METRO Parks and Greenspaces Division that new agricultural activities should be prohibited by the zoning code within 100 feet of any stream in the West Hills. Regulation of agricultural practices through zoning is permitted by Oregon statute, but no County zoning ordinance in Oregon currently regulates agricultural practices. To some extent, regulation or prohibition of rural agricultural operations runs counter to Oregon Statewide Planning Goal 3, which encourages maintenance of rural lands with good soils for agriculture in order to allow Oregon's agricultural economy to grow and to provide protection for farmers from the pressures of urbanization. An alternative to mandatory zoning regulations is the pursuit of a voluntary educational program in conjunction with the Soil Conservation Service and the West Multnomah Soil and Water Conservation District which would encourage farmers to apply stream protection measures which would benefit both agriculture and stream water quality in the West Hills.

Multnomah County requires any non-agricultural development proposal within the Tualatin Basin to receive a Grading and Erosion Control permit, pursuant to Section 11 .15.6700 et. seq. of the Multnomah County Zoning Ordinance. The Ordinance contains specific standards for grading and erosion control measures, and also requires all development to meet standards set forth in the "Erosion Control Plans Technical Guidance Handbook" issued in 1991 by the City of Portland, and also in the "Surface Water Quality Facilities Technical Guidance Handbook" issued in 1991 by several local agencies including the City of Portland and the Washington County Unified Sewerage Agency.

**POLICY 18: Use voluntary measures to decrease the negative impacts of some agricultural practices upon water quality in area streams.**



**STRATEGY: Do not institute zoning regulation of agricultural practices to protect streams at this time -- instead pursue a voluntary educational program jointly with the U.S. Natural Resources Conservation Service and the West Multnomah Soil and Water Conservation District.**

*Drainage into Multnomah Channel*

The drainages on the east side of the Tualatin Hills which drain into Multnomah Channel run through steep terrain with significant erosion potential (see discussion under Hazards). Runoff from these drainages has the potential to impact Multnomah Channel and the Rafton Tract (Burlington Bottoms), both of which are identified by the Multnomah County Comprehensive Plan as significant wetlands. In order to control erosion, all site grading proposals in this area which propose to disturb more than 50 cubic yards of soil, or which add more than 50 cubic yards of fill, or which obstruct or alter a drainage course, or which take place within 100 feet of the bank of a watercourse must obtain a Grading and Erosion Control permit. Any proposed development which is located on steep slopes (greater than 25%) or within an identified and mapped slope hazard area must also obtain a Hillside Development Permit. In addition, all development located within 300 feet of a significant stream (see discussion under Natural Resources) must obtain a Significant Environmental Concern (SEC) permit. A series of standards by which to consider approval of the permit are contained within the ordinance.

While clearing for agricultural purposes would have a negative impact upon these drainages due to the steep terrain, soils in this area are not suitable for agricultural operations, and thus little or no clearing for such purposes is expected.

**POLICY 19: Protect water quality in areas adjacent to Multnomah Channel through control of runoff from West Hills Rural Area streams.**

**STRATEGY: Revise the ESEE analysis and protection program for Burlington Bottoms to include discussion of water quality impacts from West Hills drainages into this wetland, and adopt appropriate zoning ordinance amendments to protect water quality in Burlington Bottoms.**

**STRATEGY: During the Sauvie Island/Multnomah Channel Rural Area Plan preparation, review ESEE analysis and protection program for Multnomah Channel to include discussion of water quality impacts from West Hills drainages into the channel, and adopt appropriate zoning ordinance amendments to protect water quality in Multnomah Channel.**

*Balch Creek*

Balch Creek drains into the Willamette River. Its upper reaches from Macleay Park in the City of Portland are in relatively natural condition. Balch Creek and its tributaries have been the object of considerable study by the City of Portland, in both the Balch Creek Watershed Protection Plan (Portland Planning Bureau) and the Balch Creek Watershed Stormwater Management Plan Background Report (Portland Bureau of Environmental Services).

The Stormwater Management Plan contains extensive data on water quality within the Balch Creek watershed. The data

show that Balch Creek has generally good water quality when compared with similar streams adjacent to urban areas, but the stream does have high levels of phosphorous (similar to the Tualatin Basin), and has significantly elevated levels of sedimentation during storm events, which indicates problems with soil erosion. Events of mass erosion have occurred periodically in the watershed, as recently as February 1992. Also, ongoing surface erosion from roads and residential housing development have negative impacts on water quality in the basin. Since soils in the Balch Creek basin are unsuitable for agricultural activities, little or no impact from such activities has occurred, or is expected to occur.

The City of Portland has protected the portions of the Balch Creek basin within city limits with an environmental overlay zone. This overlay zone is applied to protect the City's inventoried significant natural resources and their functional values. Two subzones exist: 1) the Environmental Protection (EP) overlay zone, which is applied to areas where the City has determined the natural resource to be of such significant value that almost all development would have a detrimental impact; and 2) the Environmental Concern (EC) overlay zone, which is applied to areas with high functional values where the City has determined that development may be allowed if adverse impacts are mitigated.

While these zones are mainly designed to protect Natural Resources identified under Goal 5 of the Oregon Statewide Planning Program, they also contain a requirement that all proposed development within these zones comply with the City's Erosion Control Plans Technical Guidance Handbook (for ground disturbing activity under 1,000 square feet), or prepare a site-specific Erosion Control Plan (for ground disturbing activity greater than 1,000 square feet).

Additionally, Portland has adopted specific water quality measures which affect areas with environmental overlay zoning in the Balch Creek basin. All development-related earth-disturbing activities must take place between May 1 and September 30. Proposed development may not increase the amount of flow in Balch Creek through Macleay Park and the Northwest Industrial Area. And site clearing must be the minimum necessary for construction. Significantly, forest practices (logging) are regulated by the Environmental Overlay Zone, due to the fact that forest practices may be regulated inside the Urban Growth Boundary of cities.

Multnomah County currently protects water quality in the Balch Creek Basin with a requirement that all development activities (with a few exceptions, most notably forest practices) obtain a grading and erosion control permit. Any proposed development which is located on steep slopes (greater than 25%) or within an identified and mapped slope hazard area must also obtain a Hillside Development Permit. The County's ordinance also requires all development-related earth-disturbing activities take place between May 1 and September 30, and requires submittal of a specific erosion control plan for all development activities. Balch Creek is also a protected stream (see Natural Resources section) with any development activities within 300 feet of its banks requiring approval of a Significant Environmental Concern (SEC) permit.

**POLICY 20: Develop and maintain consistent regulations for significant streams under the jurisdiction of both the City of Portland and Multnomah County.**

**POLICY 21: Use hillside development and erosion control standards to control the effects of nonpoint runoff into streams from sources such as roadways, parking areas, and farms.**

*Ground Water Quality*

No major issues concerning ground water quality have been identified for the West Hills. Monitoring of six in-stream sites in the Tualatin River basin has indicated that normal background levels of phosphorous in these streams, which are fed mainly by groundwater, are higher than the current threshold for TMDL's mandated by the Oregon Department of Environmental Quality (See discussion of ground water supply under discussion of Public Facilities and Services).

## ***NATURAL HAZARDS***

### *Flooding*

The Federal Emergency Management Agency (FEMA) requires local communities to maintain and enforce minimum floodplain management standards in order to be eligible to participate in the National Flood Insurance Program (NFIP). FEMA accepted floodplain maps compiled by Multnomah County in 1980.

Only one small area within the West Hills is mapped as a flood hazard area. This area is located along a major tributary of Rock Creek to the south of Germantown Road and to the east and west of Kaiser Road. The area within the 100-year flood area is designated as a Flood Hazard Area, and, pursuant to the Multnomah County Zoning Ordinance, any new construction or substantial improvement to existing construction must meet a set of requirements set forth in the ordinance to ensure safety from flood hazards.

### *Groundwater Levels*

There are no areas in the West Hills identified as having a high water table, defined as eight or less feet below the ground surface. High water table areas are generally low-lying and gently-sloped - the West Hills is characterized by steep slopes and hilly, rugged terrain.

### *Foundation Conditions*

Foundation conditions refers to how a soil might shrink or swell due to various factors. The ability of a soil type to shrink or swell is affected by moisture, internal drainage, susceptibility to flooding, and the soil's density, plasticity, mineral composition, and texture. Unstable soil conditions in Multnomah County are mapped in the Soil Conservation Service 1983 Soil Survey and in a geological hazards study commissioned by Multnomah County in 1978.

Foundation limitations are rated as severe in approximately 95% of the West Hills. The remaining areas are rated as moderate, and no areas are rated as having slight foundation limitations. Along with other factors, foundation conditions are considered in the mapping of Slope Hazard areas by Multnomah County.

### *Soil Erosion*

Areas subject to soil erosion have been inventoried for the County by the 1983 Soil Conservation Service Study of Multnomah County soils. Soils along the east face of the Tualatin Mountains, draining into Multnomah Channel, are generally subject to severe soil erosion potential, while soils on the west face, draining into the Tualatin river watershed,

have moderate or slight soil erosion potential. Along with other factors, soil erosion potential is considered in the mapping of Slope Hazard areas by Multnomah County.

### *Mass Movement*

Mass movement refers to the movement of a portion of the land surface down slope. This includes rock falls, rock slides, and landslides. Susceptibility to mass movement is directly related to two factors -- soil type and steepness of slope. Areas along the east face of the Tualatin Mountains, draining into Multnomah Channel, are generally highly susceptible to mass movement, as is borne out by evidence of historic landslides in this area. Areas along the west face, draining into the Tualatin watershed, are moderately susceptible. Along with other factors, mass movement is considered in the mapping of Slope Hazard areas by Multnomah County.

### *Seismic Hazards*

The Portland area has a complex tectonic structure which includes faults that may be associated with past earthquake activity. There is growing indirect evidence that the Portland Hills lineament may be capable of producing earthquakes. This lineament shows up on State maps as a trend, from near the coast north of Astoria through Portland and into Central Oregon. The approximate location of the epicenter of Portland's 1962 earthquake (5.2 on the Richter scale) was at Holbrook, in the vicinity of Highway 30 and Logie Trail Rd.

Seismic monitoring stations were installed in the Portland area in 1980. The U.S. Geologic Survey (USGS) and the Oregon Department of Geology and Mineral Industries (DOGAMI) are currently producing maps delineating the regional geology and potential for ground motion in the Portland Metropolitan Area. To date, the only portion of the West Hills which has been mapped is a part of the Balch Creek basin. The mapping project grades earthquake hazards into four categories, "A" (greatest hazard) through "D" (least hazard). Most of the Balch Creek area is designated as Zone "C", with areas of higher hazard ("B" and "A") located generally along Cornell and Thompson Roads. The County has no mitigation program for seismic hazards at this time due to the lack of information on the remainder of the West Hills. Most likely, any mitigation program will be implemented through the enforcement of revised building codes which strengthen structures against seismic activities.

**POLICY 22: Protect against seismic hazards to structures and ground areas susceptible to upset.**

**STRATEGY: Work with the City of Portland to implement appropriate building code revisions for areas of greatest seismic hazard, when information on the location of such areas becomes available.**

### *Slope Hazard Areas*

Based upon information available relating to steepness of slope, soil type, foundation conditions (shrinking and swelling), soil erodibility, and potential for mass movement, an overlay of slope hazard areas within the West Hills was prepared for Multnomah County by Shannon and Wilson in 1978. These areas are subject to the provisions of the Hillside Development and Erosion Control Zoning Overlay of the Multnomah County Zoning Ordinance. Except for specifically exempted activities, all development, construction, or site clearing in identified slope hazard areas, as well as all areas

with average slopes in excess of 25%, must obtain a Hillside Development Permit. Issuance of a Hillside Development permit requires all standards of the Grading and Erosion Control provisions of the Zoning Ordinance to be met, and in addition requires preparation of a geotechnical report for the proposed activity.

**POLICY 23: Protect lands having slopes greater than 25% from inappropriate development.**

**STRATEGY: Revise the Multnomah County Comprehensive Framework Plan to designate lands with average slope greater than 25% as having development limitations. This action will resolve an inconsistency between the Comprehensive Framework Plan and the Hillside Development Overlay provisions of the Multnomah County Zoning Ordinance.**

## NATURAL RESOURCES

All natural resources identified in the West Hills Rural Area Plan have been analyzed pursuant to Goal 5 of the Oregon Statewide Planning Program.

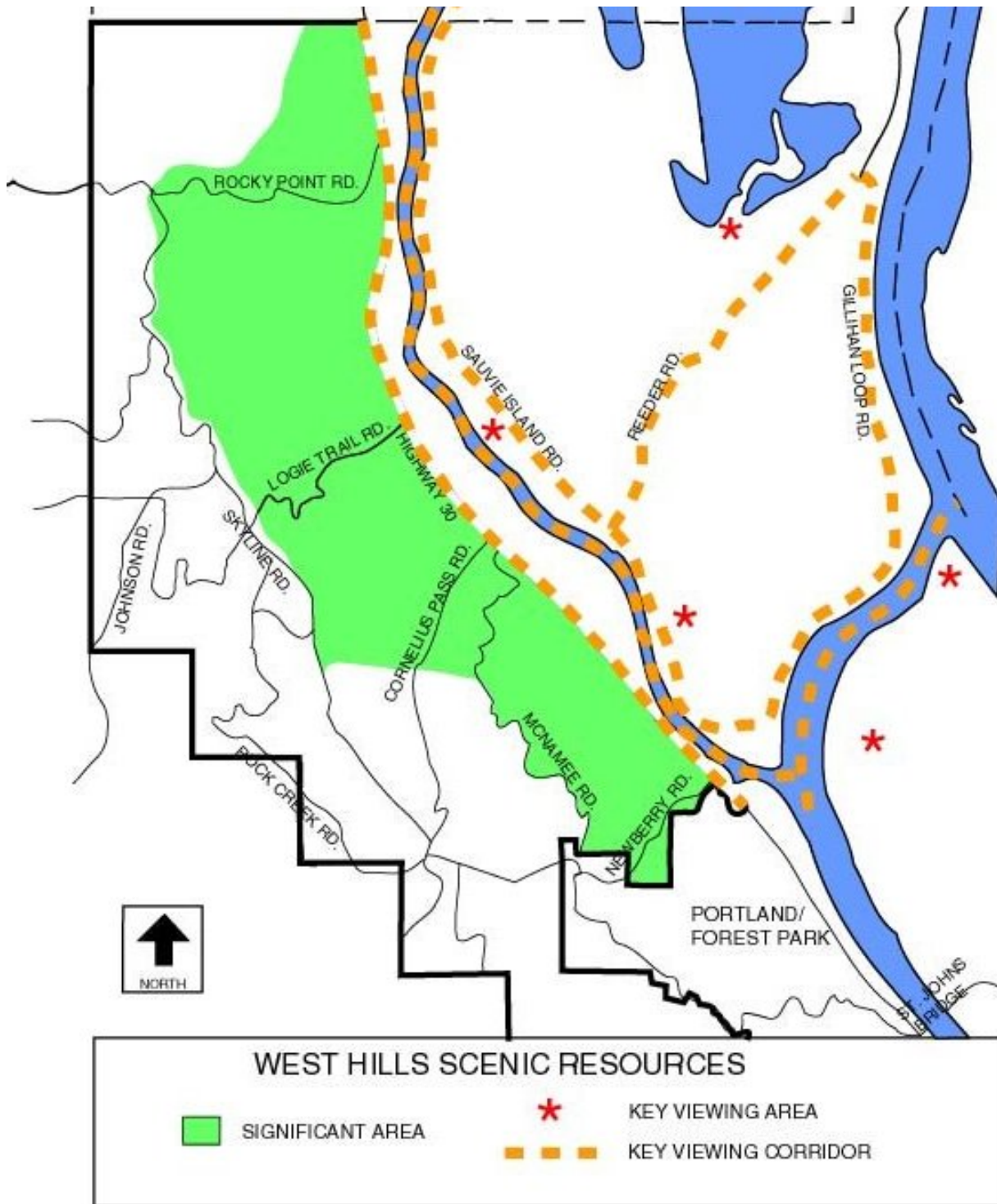
### ***SCENIC VIEWS***

Multnomah County has determined that the east face of the Tualatin Mountains is an outstanding scenic backdrop when viewed from Highway 30, Sauvie Island, Multnomah Channel, and the Willamette River. It provides valuable scenery to travelers and provides an outstanding contrast between the developed urban areas of Portland and the natural beauty of the forested hills. It is important to note that the outstanding scenic qualities of the West Hills derive solely from the vantage points below -- views from the West Hills outward, or within the West Hills itself, are not judged to be outstanding and thus are not protected beyond the protection afforded by continuing rural zoning and development standards.

However, analysis of the economic, social, environmental, and energy consequences of the conflicts between scenic views and other allowed uses and Goal 5 resources indicate that Scenic Views should not be protected at the expense of prohibiting these other uses. In addition, forest practices (logging) are not regulated by the County, so most of the alterations to the scenic landscape will go on unchecked by scenic considerations. Therefore, Multnomah County has proposed a standard for judging uses which conflict with scenic views which requires the conflicting use to be visually subordinate\* to the surrounding landscape.

\* *"Visually subordinate" is defined as development that does not noticeably contrast with the surrounding landscape, as viewed from an identified viewing area. Development that is visually subordinate may be visible, but is not visually dominant in relation to its surroundings.*







**POLICY 24: Balance protection of scenic views with flexibility of use by property owners.**

**STRATEGY: Do not preclude or prevent building on any lot because of scenic considerations.**

**STRATEGY: Allow placement of residences so that a view from the property is possible as long as the proposed development is visually subordinate.**

**STRATEGY: Regulate the use of reflective glass in scenic areas.**

**STRATEGY: Require industrial uses to meet the same siting standards as residential development in order to protect scenic views.**

**STRATEGY: Work with the Oregon Department of Forestry to better protect scenic views from the negative impacts associated with timber harvesting.**

**STRATEGY: Provide incentives for development compatible with significant scenic views.**

#### STREAM RESOURCES

Based upon the five criteria for determining significant streams outlined in Policy 16-G of the Multnomah County Comprehensive Framework Plan (economic value, educational value, recreational value, public safety value, and natural areas value), 17 streams or stream systems have been determined to be significant. The following list summarizes the important values of each significant stream or stream system:

Rock Creek	Economic, Educational, Recreational, Public Safety, Natural Area
Balch Creek	Economic, Educational, Recreational, Public Safety, Natural Area
"Wildwood Creek"	Economic, Recreational, Public Safety, Natural Area
Miller Creek	Economic, Recreational, Public Safety, Natural Area
Jackson Creek	Economic, Public Safety, Natural Area
Joy Creek	Economic, Public Safety, Natural Area
Jones Creek	Economic, Public Safety, Natural Area
Rocky Point Creek	Economic, Public Safety, Natural Area
Scappoose Creek	Economic, Public Safety, Natural Area
"Rainbow" Creek	Economic, Public Safety, Natural Area
Bronson Creek	Economic, Public Safety, Natural Area

"North Angell Bros." Creek	Recreational, Public Safety, Natural Area
McKay Creek	Public Safety, Natural Area
"Holbrook" Creek	Public Safety, Natural Area
McCarthy Creek	Public Safety, Natural Area
Saltzman Creek	Recreational
"Burlington" Creek	Recreational

Analysis of the economic, social, environmental, and energy consequences of the conflicts between significant streams and other allowed uses and Goal 5 resources indicate that for rural areas such as the West Hills strong protection measures can be put into place to protect streams which will still allow conflicting uses on other parts of the large lots. Therefore, a 300-foot wide buffer area on each side of each protected stream will be protected by the Significant Environmental Concern (SEC) zoning overlay. The 300 foot distance is justified by analysis which shows that the maximum width of the riparian zone along any West Hills streams is approximately 300 feet, and work by the Washington Department of Ecology which shows that a 300 foot buffer will provide adequate wildlife habitat. Development will be allowed within this 300 foot area only if it can demonstrate that it will have no net impact on the functional characteristics, or values of the stream. Detailed maps of this 300-foot riparian zone are available at the offices of the Planning Division.

Agricultural uses were shown by the Goal 5 analysis to have negative impacts upon some significant streams in the West Hills. Regulation of agricultural activities to protect significant streams is feasible under State law. However, it is not desirable or necessary for the County to institute regulations for agricultural activities and practices in the West Hills, for the following reasons:

- 1.
2. Only a small percentage of the West Hills rural area is suitable for agricultural practices because of topography and soil type. Most streams are not, and will not be affected by, agricultural practices.
3. Regulation of agricultural activities and practices would require a major effort by Multnomah County in order to study and adopt appropriate regulatory mechanisms and would require significant expenditure in order to enforce them. This effort may not provide sufficient benefits to justify its expense.
4. Agriculture is one of the two predominant resource-based uses (forestry is the other) allowed on rural lands in Oregon - the prime reason for protection of such lands is for their continued resource use. The regulatory burden of mandatory restrictions would significantly undercut this agricultural use, and would be considered onerous by many if not most farmers.
5. The U.S. Soil and Water Conservation Service and the West Multnomah Soil and Water Conservation District have as one of their primary missions the promotion of sound agricultural practices which protect streams from

degradation due to agricultural activities and practices.

Similarly, although forestry has significant impacts upon significant streams, Multnomah County has no regulatory authority to prohibit or regulate forestry on Commercial Forest lands (such authority is theoretically possible if the County can justify an "exception" to Goal 4 -- Forest Lands of the Statewide Planning Program -- but such an "exception" would be difficult if not impossible to justify) and regulation of forestry on "exception" lands (rural residential & multiple use agriculture) would require the County to implement and enforce its own forest management guidelines, which would apply to only 10% of the West Hills. Recent improvements to the Oregon Forest Practices Act significantly increase protections for streams within the West Hills, and make County regulation of forestry in this area even less necessary.

Multnomah County conducted an inventory of West Hills streams in 1994. While the survey was intended to be comprehensive, a large rural area such as the West Hills contains a diversity of streams, some of which may not be mapped on source materials such as United States Geological Survey maps used by Multnomah County as a source database for inventory work. It is important for Multnomah County to consider new information regarding additional significant streams in a timely manner. An example of an area needing further survey work lies in the Joy Creek watershed.



**POLICY 25: Balance protection of significant streams with flexibility of use by property owners.**

**STRATEGY: Minimize runoff from roads, particularly from County road clearing processes.**

**STRATEGY: Encourage "friends of" individual streams to educate people about best management practices necessary to protect streams.**

**STRATEGY: Work with the Oregon Department of Forestry to better protect significant streams from the negative impacts associated with timber harvesting.**

**STRATEGY: Work with the local Soil and Conservation Districts to educate farmers about sound farming practices which also protect significant streams.**

**STRATEGY: Provide incentives for development compatible with significant streams.**

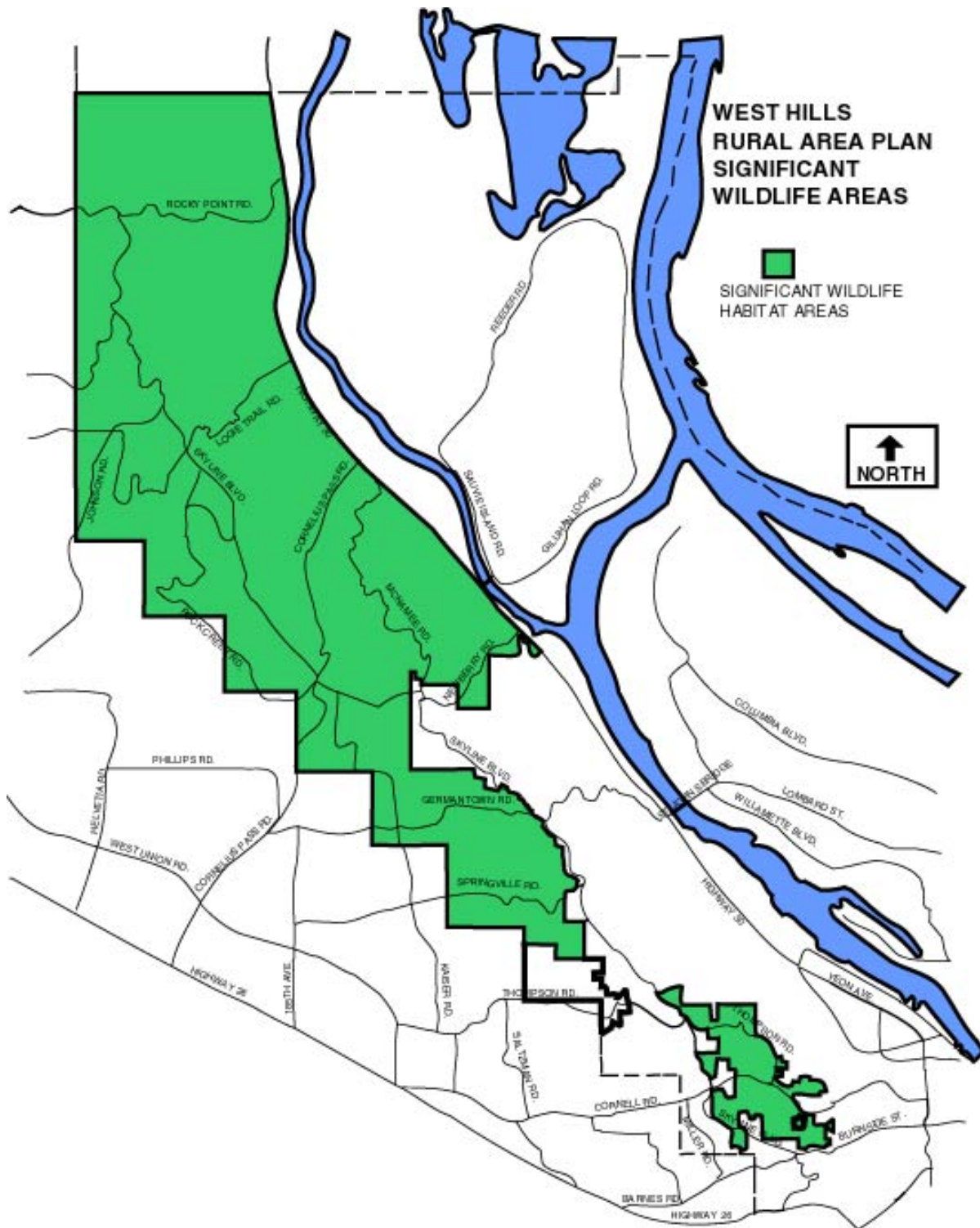
**STRATEGY: Consider additional streams for significance and protection if requested by a property owner or other interested party.**

### ***WILDLIFE HABITAT***

Wildlife Habitat has been identified as a significant Goal 5 resource in the West Hills. All of the West Hills, excepting a small area consisting of the Bonny Slope subdivision along Laidlaw Road and adjacent areas, has been determined to be significant wildlife habitat, because it is all part of an ecosystem which supports a diverse wildlife population relatively undisturbed by the rural levels of development in the West Hills. This ecosystem is part of a larger system which includes Forest Park to the south and east and natural areas in Washington and Columbia Counties, stretching eventually to the Oregon Coast Range, on the north and west. Forest Park is especially dependent upon a natural connection to the West Hills in order to retain the diversity of wildlife which makes the park a unique recreational facility not only in Portland, but throughout the United States. It should be noted that the Balch Creek area is also an integral part of this wildlife habitat resource, because it is adjacent to Forest Park and is also close to the Portland metropolitan area, and also because it has been demonstrated by the City of Portland that it has significant wildlife habitat values. The existence of the Portland Audubon Society lands and other adjacent parcels owned by the Oregon Parks Foundation are testament to Balch Creek's wildlife habitat value.

Analysis of the economic, social, environmental, and energy consequences of the conflicts between significant wildlife habitat and other allowed uses and Goal 5 resources indicate that for rural areas such as the West Hills wildlife habitat protection measures can be implemented which will still allow conflicting uses on portions of large lots. Therefore, the Significant Environmental Concern (SEC) overlay zone for wildlife habitat in the West Hills will rely on siting guidelines and mitigation plans to limit the location of a conflicting use on a lot, but not prohibit the conflicting use entirely.

Agriculture and forest practices are not appropriate for regulation to protect wildlife habitat for reasons similar to those discussed under Streams above.





**POLICY 26: Balance protection of wildlife habitat with flexibility of use by property owners.**

**STRATEGY: Enforce existing animal control restrictions on free-ranging domestic pets which can have a negative impact on wildlife.**

**STRATEGY: Encourage fencing which allows wildlife to pass through.**

**STRATEGY: Encourage clustering of development to minimize conflicts with wildlife.**

**STRATEGY: Develop programs to educate people about how wildlife habitat can co-exist with other uses on private property.**

**STRATEGY: . Continue to collect data and information on the status of wildlife and wildlife habitat in the West Hills.**

**STRATEGY: Work with the Oregon Department of Forestry to better protect wildlife habitat from the negative impacts associated with timber harvesting.**

**STRATEGY: Work with the local Soil and Conservation Districts to educate farmers about sound farming practices which also protect wildlife habitat.**

**STRATEGY Provide incentives for development compatible with wildlife habitat .**

### ***MINERAL AND AGGREGATE RESOURCES***

Multnomah County has identified three mineral and aggregate sites in the West Hills Rural Area. Two of these sites were found not to be significant, because they contained small quantities of minable material and they were inactive (The Krueger site, located on Rock Creek Road, and the County quarry site, located on Quarry Road south of Skyline Blvd. and west of Brooks Rd.)

The third site, the Angell Brothers quarry, is significant. The quarry was begun in 1958, prior to any requirements for County permits. Multnomah County issued a conditional use permit to mine 71 acres adjacent to and west of Highway 30 near the Sauvie Island bridge in 1980. In 1990 Multnomah County approved an expansion of 42 acres to the site. In 1995, pursuant to a mediated settlement, Multnomah County is protecting an additional area of approximately 210 acres west of the existing approved mining area for future mining of aggregate materials. Once Multnomah County approves a conditional use permit for actual mining of this expansion area, the Angell Brothers site will continue to provide significant amounts of mineral and aggregate materials for the foreseeable future to the Portland Metropolitan Area.

However, as documented in the West Hills Reconciliation Report, the expansion of the Angell Brothers site would have significant conflicts with protection of scenic views, streams, and wildlife habitat. The Reconciliation Report contains specific measures to minimize and reconcile these conflicts, which result in some limitations upon the size and scope of

the quarry expansion.

**POLICY 27: Allow expansion of the Angell Brothers quarry to provide needed aggregate materials for the Portland metropolitan area.**

**POLICY 28: Balance the need for aggregate material with the protection of scenic views, streams, and wildlife habitat in the vicinity of the Angell Brothers quarry by implementing the measures contained within the West Hills Reconciliation Report.**

## WEST HILLS RURAL AREA LAND USE DESIGNATIONS BY ACREAGE

RURAL DESIGNATIONS					
Subarea	Commercial Forest Use	Exclusive Farm Use	Multiple Use Agriculture	Rural Residential & Rural Center	Total by Subarea
Balch Creek	740			70	810
Bonny Slope	210	150	55	440	855
Germantown Road	510	800	125	450	1,885
Cornelius Pass	800	800	100	120	1,820
McNamee-Harborton	1,830			70	1,900
Burlington	60			30	90
Folkenberg	1,395			435	1,830
Upper Rock Creek	2,055	70		125	2,250
Holbrook-Logie	1,560			150	1,710
Wildwood-McKay Creek	3,290			80	3,370
Gilkison Road	2,660			120	2,780
<b>Total by Land Use Designation</b>	15,110	1,820	280	2,090	19,300

URBAN DESIGNATIONS			
R-10	R-20	Rural Residential*	Total

Balch Creek	65	125	55	245
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\*Zoning inconsistent with urban land use designation

## WEST HILLS RURAL AREA LAND USE DESIGNATIONS, EXISTING DWELLINGS AND BUILDOUT UNDER CURRENT RULES\*

RURAL DESIGNATIONS										
Subarea	Commercial Forest Use		Exclusive Farm Use		Multiple Use Agriculture		Rural Residential & Rural Center		Total by Subarea	
	Existing Dwellings	Potential Dwellings	Existing Dwellings	Potential Dwellings	Existing Dwellings	Potential Dwellings	Existing Dwellings	Potential Dwellings	Existing Dwellings	Potential Dwellings
Balch Creek	39	+18				6	+10	45	+28	
Bonny Slope	3	+4	11	+2	13	+5	136	+38	163	+49
Germantown Road	16	+10	21	+8	29	+5	46	+57	112	+80
Cornelius Pass	27	+7	33	+9	17	+6	22	+10	99	+32
McNamee-Harborton	38	+13					33	+32	71	+45
Burlington	11	+1					30	+7	41	+8
Folkenberg	28	+25					48	+73	76	+98
Upper Rock Creek	69	+26	2	+2			17	+10	88	+38
Holbrook-Logie	57	+11					70	+25	127	+36
Wildwood-McKay	33	+12					9	+6	42	+18
Gilkison Road	30	+14					26	+4	56	+18

<b>Total by Land Use Designation</b>	351	+141	67	+21	59	+16	443	+272	<b>920</b>	<b>+450</b>
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\*as of January, 1996

<b>URBAN DESIGNATIONS</b>								
<b>Subarea</b>	<b>R-10</b>		<b>R-20</b>		<b>Rural Residential</b>		<b>Total</b>	
	Potential Dwellings	Existing Dwellings	Potential Dwellings	Existing Dwellings	Potential Dwellings	Existing Dwellings	Potential Dwellings	Existing Dwellings
Balch Creek	4	+345	45	+75	38	+14	<b>87</b>	<b>+434</b>

Please address any information technology security concerns to: [info.security.officer@co.multnomah.or.us](mailto:info.security.officer@co.multnomah.or.us)

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