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Bonny Slope West Concept Plan

INTRODUCTION

In 2002, Metro amended its Urban Growth Boundary (UGB) to incorporate an area named Bonny Slope West (Area 93) into the UGB. Bonny Slope West is an approximately 160-acre unincorporated portion of Multnomah County, situated about ¾ of a mile west of the City of Portland. Washington County is immediately adjacent to the south and west.

The decision to bring Bonny Slope West into the UGB was the first step toward transforming this area from rural to urban.
CREATING THE CONCEPT PLAN

PLAN PURPOSE

Before urban development can begin on land annexed into the UGB, Metro Code requires a concept plan be developed. The concept plan sets the stage for further comprehensive plan and regulatory amendments, service delivery arrangements, and implementation programs. Since 2002 when Bonny Slope West was brought into the UGB, property owners have been anxious to begin the concept planning process that will enable urbanization of Bonny Slope West. Planning for the area has been delayed due to on-going discussions between Multnomah County and the City of Portland regarding the appropriate governing body for the area. This plan sets the stage for Multnomah County and the City of Portland to determine the appropriate path for making urbanization possible.

PLANNING PROCESS

The development of the Bonny Slope West Concept Plan was initiated in the summer of 2008. The primary planning steps included:

- **Area 93 (Bonny Slope West): Existing Conditions, Opportunities and Constraints Report.** This report, completed in December 2008 and amended in July 2009, provides valuable background information about natural features, parks and open space, infrastructure, constrained land, and market potential for new development. The report includes a series of maps to accompany the information of primary importance.

- **Planning Charrette.** In June 2009, a four-day charrette was conducted involving Multnomah County and City of Portland staff, a consulting team led by PB’s PlaceMaking Group, a Technical Advisory Committee (TAC) consisting of public agency representatives, and the public including property owners and
local residents. The staff and consulting team created planning concepts during the day, presented them to the TAC and public, and refined the concepts for further review and comment by the TAC and public. Three alternative concept plans were created at the conclusion of the charrette:

1. **Better Than Usual** - assumed current development trends continue into the future, with various enhancements to improve neighborhood livability;
2. **Parkway** - focused on improved north-south connectivity through the area; and
3. **Stewardship** - reached to create a highly sustainable community.

Appendix A provides additional information about the charrette activities.

- **Public Survey.** Following the charrette and the creation of three alternative concept plans, a web-based public survey was conducted from the end of June to mid-July 2009 to solicit public input regarding the three alternatives and the primary plan elements.

- **Preferred Concept Plan.** Using the public survey results as a guide, a draft preferred concept plan was developed for review and discussion during two Multnomah County Planning Commission work sessions in August and September 2009 (Appendices B and C).

- **Service Provision and Governance.** As the preferred concept plan was being developed, service delivery and governance issues were evaluated by the consulting team, Multnomah County, City of Portland, and Metro staff. This work resulted in the identification of infrastructure needs and the logical service providers along with two options for Multnomah County or the City of Portland to govern Bonny Slope West.

- **Public and Agency Involvement.** In addition to the charrette, the TAC was kept informed of the concept planning work. The TAC met following the September Planning Commission work session to review and comment on the preferred concept plan, service delivery, and governance issues.
Bonny Slope West Concept Plan

Planning Area Context

Bonny Slope West is located on the western edge of Multnomah County, and is immediately adjacent to Washington County on the west and south. The City of Portland is approximately ¾ of a mile to the east. Bethany is approximately two miles to the west and Cedar Mill is a corresponding distance to the south.

NW Thompson Road runs along the southern edge of the area. The southwest corner of Bonny Slope West is immediately adjacent to the road; however, the remainder of the area is separated from NW Thompson Road by a row of single family properties in Washington County. NW Laidlaw Road forms a portion of the area’s eastern boundary. Single family subdivisions in Washington County border the area on the west, including three local residential streets that terminate at the site’s western boundary. Land outside of the UGB to the north and east is sparsely developed, and consists primarily of relatively steep, wooded terrain.
Commercial at NW Saltzman Road & NW Thompson Road

Residential west of the site

NW Thompson Road

Base map from existing conditions report
Circulation

Street System

NW Laidlaw Road, a two-lane roadway with no shoulders, travels generally east-west through the eastern and northern portions of Bonny Slope West. It is classified as a collector by Multnomah County and Washington County. The intersection of NW Laidlaw Road and NW Saltzman Road, located northwest of Bonny Slope West, is a 4-way stop controlled intersection.

NW Thompson Road is an east-west route along the southern edge of Bonny Slope West. This two-lane roadway is designated as a collector route in Multnomah County and an arterial route in Washington County. NW Thompson Road has a posted speed of 40 miles per hour (mph) west of NW South Road and posted speed of 30 mph east of NW South Road.

NW Saltzman Road travels north-south approximately ¼ mile west of Bonny Slope West. It is designated as a collector route north of NW Thompson Road and an arterial south of NW Thompson Road in Washington County. In this vicinity, NW Saltzman Road is a two-lane roadway with a posted speed of 40 mph.

In addition to these major streets, there are several local streets providing access to properties in Bonny Slope West. NW Marcotte Road, which connects with NW Thompson Road in the southeastern portion of the site, previously had a bridge connection to NW Laidlaw Road, but now is a dead-end street. Other dead-end local streets with connections to NW Thompson Road are NW 118th Avenue and NW 120th Avenue/Hiller Lane. The Old Laidlaw Road right-of-way begins from NW Laidlaw Road and runs in a northwesterly direction to reconnect with NW Laidlaw Road near the northwest portion of the site. The eastern section serves as a driveway for one residence, and the remainder of the right-of-way is undeveloped.
Pedestrian and Bicycle System

There are no bicycle or pedestrian facilities within Bonny Slope West. However, sidewalks are present along most of the local residential streets to the northwest, west, and south. Sidewalks are found along portions of NW Saltzman and NW Thompson roads. Bicycle facilities are virtually non-existent in the immediate area. The Washington County Transportation System Plan identifies NW Laidlaw, NW Saltzman, and NW Thompson roads as “urban bike routes”, and over time bicycle lanes are planned for these roadways. Limited bike lane improvements are present at the NW Saltzman/Thompson intersection.

Transit Service

The Cedar Mill - Line #50 serves the area south of the site, running along NW Thompson Road and connecting to the Sunset Transit Center. Service is provided Monday through Friday during the morning and evening peak periods. Service headways are approximately 30 minutes. Stops are located along NW Thompson Road.

Planned Transportation Improvements

Improvements are identified for NW Saltzman Road from NW Cornell Road to NW Burton Road, including widening to three lanes along with pedestrian and intersection improvements, in the Washington County MSTIP 3C projects. In addition, NW Saltzman Road is planned to be widened to three lanes with sidewalks and bike lanes from NW Cornell Road to NW Laidlaw Road according to 2004 Regional Transportation Plan.
Currently, Phase 1 of the Saltzman Road project (NW Cornell Road to NW Bauer Woods Drive South) is under construction, including a 3-lane roadway (one travel lane in each direction with a center turn lane), curbs, sidewalks, bike lanes, storm drainage, illumination and utility upgrades. Phase 2 of the Saltzman Road project is from NW Bauer Woods Drive (south) to NW Thompson Road. This project will include the same improvements as Phase 1.

NW Thompson Road is planned to be widened to three lanes from NW Bronson Creek Drive to NW Saltzman Road with bike lanes and sidewalks in the 2004 Regional Transportation Plan. The Westside Rural Multnomah County Transportation System Plan also lists 4-foot paved shoulders as future improvements for NW Laidlaw Road and NW Thompson Road.
Site Characteristics

The current Multnomah County zoning in Bonny Slope West is predominantly Rural Residential (RR) with a small area of Commercial Forest Use-2 (CFU-2 in the northwest corner. Consistent with this designation, single family residences are found on many of the small acreage parcels within Bonny Slope West. The value of the buildings and other land improvements varies widely throughout the area. There is no agricultural or forestry activity within Bonny Slope West.

Bonny Slope West is situated high in the northeastern portion of the Tualatin River basin. The site is bisected by the south fork of Bronson Creek, a perennial stream fed by headwater tributaries draining the slopes to the east. This stream cuts a meandering, 3,500-foot course through the central portion of Bonny Slope West. For most of this length, the stream has a fairly gentle, 2 to 3 percent gradient. As it nears the west end of the study area, the stream gradient increases to as much as 10 percent.

The main tributary to Bronson Creek is known by local residents as “Ward Creek.” This tributary flows west from the northeast corner of the study area, passing under NW Laidlaw Road (at its junction with the Old Laidlaw Road right-of-way) and joining Bronson Creek near the western boundary of the study area.

Development Constraints

Development constraints were analyzed in the Existing Conditions, Opportunities and Constraints Report, which concluded that development constraints have a significant impact upon the development potential of Bonny Slope West. The first part of this analysis considered environmentally constrained areas, which generally include land located in a wetland, 100-year floodplain or on steep slopes of 25 percent or greater. One wetland was identified during field visits for this report. There are no 100-year flood plains within the study area boundary, but steep slopes of 25 percent or greater comprise over 32 acres within the site.
The second part of the analysis reviewed the County’s Significant Environmental Concern - Streams (SEC-S) overlay zone and Metro Title 13, which are intended to protect significant wildlife habitat. In addition, the affect of developed land was also evaluated.

**SEC-S Overlay Zone**

The County’s Significant Environmental Concern - Streams (SEC-S) overlay zone (MCC Section 33.4575) covers approximately 41 acres of riparian corridor extending 300 feet from the centerline on both sides of Bronson Creek. A large portion of the overlay zone overlaps other development constraints, such as steep slopes and Metro Title 13 lands. The additional, non-overlapping SEC-constrained land accounts for a total of over 15 acres. This SEC-S overlay zone was adopted to implement statewide planning Goal 5 for a rural area and may be modified as the area is planned for urban uses.

**Metro Title 13**

Metro Title 13 is designed to protect important habitat in the Portland region. This covers approximately 40 acres in Bonny Slope West. Similar to the SEC-S lands, a large portion of the Title 13 habitat conservation areas overlaps with other development constraints, including the SEC-S Overlay Zone. The additional, non-overlapping Title 13 constraints total about 12.4 acres.

**Developed Land**

According to the vacant land GIS data provided by Metro (2007), developed area accounts for approximately 38.5 acres. This acreage figure includes the land occupied by improvements, such as residences, and the property that supports it, such as yards, driveways, etc. The methodology used by Metro is summarized in the *Existing Conditions, Opportunities and Constraints Report*. As is the case with the other constraints, some developed land is also affected by other development constraints noted above.
Buildable Land

Land available for development was calculated in *Existing Conditions, Opportunities and Constraints Report* by subtracting the constrained lands from the total land area. The “gross buildable tax lot acres” figure in the table represents what land is available for development assuming the regulations on the sensitive lands above remain the same and none of the currently developed land is redeveloped. Of the 89+ acres of constrained land, approximately 33 acres are developed lands without other constraints.

It is important to acknowledge that actual gross buildable land acreage will be influenced by choices property owners make regarding future use of their property. They may or may not elect to partition vacant land area for development. The total gross buildable acres will probably be higher if some of the developed improvements will be removed, making additional land available for development.

<table>
<thead>
<tr>
<th>Buildable Land Total Area</th>
<th>Acres</th>
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<tbody>
<tr>
<td>Gross area</td>
<td>160.00</td>
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<tr>
<td>Tax lot area</td>
<td>144.00</td>
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<tr>
<td>Constrained area</td>
<td>89.64</td>
</tr>
<tr>
<td><strong>Gross buildable tax lot acres</strong></td>
<td><strong>54.35</strong></td>
</tr>
</tbody>
</table>

*Source: ECONorthwest, confirmed by Winterbrook Planning*

Note: A gross buildable tax lot acre is an acre of unconstrained land that has not been dedicated for public right-of-way, private streets, or public utility easements.

Development constraints map from the existing conditions report
Services and Infrastructure

With the exception of the street system described earlier, there is very little public infrastructure in Bonny Slope West. Services are currently provided or available from a variety of public agencies.

Water

The water service and infrastructure that is available to the south and west of the area is owned and operated by Tualatin Valley Water District (TVWD). Bonny Slope West is currently not within the TVWD boundaries; however, TVWD does provide water service to several properties within the area. The City of Portland also provides public water service to properties east of the site, and could also serve the site.

Sanitary Sewer and Stormwater

Public sanitary sewer is not available within Bonny Slope West. On-site sewage disposal systems serve existing residents. Other than culverts under roadways and driveways, there are limited stormwater facilities in the area. Stormwater is predominantly conveyed via natural drainageways. On private land, stormwater is generally managed on-site through infiltration or retention with restricted release to drainageways. Clean Water Services (CWS), a Washington County agency, is the sanitary sewer provider with public sanitary sewer facilities adjacent to the west and south. CWS also manages stormwater facilities in the vicinity of the site. Because the natural drainage runs towards Washington County, CWS is the most efficient provider for these two services.

Police, Fire and Emergency Services

Bonny Slope West is located within the Tualatin Valley Fire and Rescue (TVF&R) service area. The closest fire station is Station 68 located at 3260 NW 147th Place, Portland (east of Bethany near West Union/Kaiser Road), approximately two miles southwest of the site. The next closest station in the TVF&R service area is Station 64, located at 3355 NW 185th, Portland, 97229 (north of Sunset Hwy. near Tanasbourne), approximately 4.5 miles to the southwest.
Although Bonny Slope West is located within the TVF&R service area, it is in close proximity to the Portland Fire and Rescue (PF&R) service area. The closest PF&R station is Station 27, located at 3130 NW Skyline Boulevard Portland, approximately 2.7 miles from the subject area. Station 27 is comprised of one engine and one brush unit. On-duty personnel include one officer, one firefighter/paramedic and two firefighters. Station 27 generally serves the neighborhoods of Forest Park and Forest Heights and works closely with TVF&R personnel.

As with most fire departments, TVF&R has Mutual Aid and Closest Forces agreements with neighboring fire departments, namely Portland Fire and Rescue (PF&R). This is intended to reduce duplication of services, improve response to the community, and lower the cost of providing fire protection. If an emergency is reported in a section of Bonny Slope West where Portland Station # 27 is closer or if TVF&R # 68 is committed to another call, Engine 27 may take the call. Conversely, TVF&R Engine 68 may respond into Portland proper if Engine 27 is committed to a call or if they happen to be closer to the address where the emergency occurs.

Law enforcement and public safety services are provided by the Multnomah County Sheriff’s Office (MCSO). The Sheriff’s Office has 26 deputies assigned to patrol in five districts. Bonny Slope West is served by the Sauvie Island - District 10 Uniform Patrol car. District 10 covers approximately 67 square miles in Western Multnomah County. This district is staffed with one deputy 24 hours per day. Mutual Aid agreements exist with neighboring agencies to include both the Washington County Sheriff’s Office and the Portland Police Bureau. Both agencies routinely provide officers on calls for service for which officer safety dictates a multi-officer response. Occasionally, Oregon State Police troopers respond to calls for assistance when proximity to the call allows.

**Schools**

Bonny Slope West is within the Beaverton School District. District staff indicated that by anticipating growth in Bonny Slope West and recently providing additional school capacity the district has sufficient capacity to accommodate new students coming from this area.
Other Services

Northwest Natural provides gas service to Bonny Slope West. A primary 6-inch diameter distribution main runs along NW Laidlaw Road. This gas main would serve as a primary source of natural gas from the north. At the southwest corner of Bonny Slope West, on NW Thompson Rd, there is a 4-inch diameter distribution main, which ties into a 2-inch line along NW Thompson Road. There are also gas mains routed throughout the subdivision in Washington County just west of Bonny Slope West that could be extended to the east. NW Natural does not anticipate any issues with the supply of natural gas; however, with new development they may need to enlarge the distribution mains in some areas.

Electrical service to Bonny Slope West is provided by the Portland General Electric (PGE) from feeder lines along NW Thompson Road and NW Laidlaw Road. PGE has sufficient electric capacity to serve the area; however, additional infrastructure and electrical equipment will be necessary to support new development.
THE CONCEPT PLAN

The concept plan balances public and Multnomah County Planning Commission comments on the three concepts. In many respects, the concept plan is a blend of all three. A vision for future development guided the creation of the concept plan.

A Vision for Bonny Slope West

Bonny Slope West is not a traditional subdivision: it is much more. It builds a community within an easy walk of everyday services, surrounded by the natural beauty of the rolling hills and the Bronson Creek watershed.

With tree lined streets designed for the pedestrian and development focused around natural features, the concept plan builds on the beauty of the natural landscape in Bonny Slope West. Bronson Creek anchors the plan, with parkway streets along this natural area to allow more views and public access. A central crossing of Bronson Creek is limited to pedestrians and bikes only, improving connectivity for alternative modes of transportation and protecting the watershed. Other public pathways create an amenity for the community and encourage interaction among the neighbors. At the east end of the site, NW Marcotte Road is enhanced with an auto bridge over Bronson Creek connecting the north and south portions of the site.

Connections in and out of Bonny Slope West are frequent and easy to find, making moving within the community relatively easy. South of Bronson Creek, road connections are made to the existing neighborhood to the west and south to NW Thompson Road. North of Bronson Creek, multiple connections to NW Laidlaw Road are made. Streets are designed to slow traffic and bow to the pedestrians with a planting strip separating the sidewalk from the roadway. On-street parking and alley-loaded garages slow traffic. A boulevard runs south-north through the site between NW Thompson Road and Bronson Creek. It is designed to serve as the main entrance to the site with a visual connection to the Bronson Creek greenway.
Although portions of Bonny Slope West have higher density than the surrounding neighborhoods, the residential development is clustered into three neighborhoods (north of Bronson Creek, southwest of Bronson Creek and southeast of Bronson Creek) surrounded by parks, the Bronson Creek watershed, and existing groves of trees. This reduces the visual impact of the housing from the adjacent neighborhoods, creates diversity and interest within the development, and focuses residential development into smaller neighborhood communities. Most of the residential development will be single family small lot homes, both attached and detached, with some owner-occupied multi-family housing, such as condominiums. Within an easy walk of the residences is a small commercial center off of NW Thompson Road that provides residents with daily needs, such as a dry cleaner or coffee house, and parks within multiple neighborhoods where dogs can run and children can play.

Bonny Slope West is envisioned to be a model for sustainability on the edge of the UGB, especially as it relates to energy efficiency and environmental quality. Sustainable practices are interwoven through all the key elements of the land use and transportation concept, including:

- Multi-modal travel options: pedestrian and bicycle circulation is provided throughout the site and to surrounding areas.
- Transit-oriented development: access to transit service on NW Thompson Road is maximized by locating higher densities nearby and providing convenient connections.
- Housing oriented to enhanced solar benefits: streets are generally oriented in an east-west direction to maximize passive and active solar opportunities.
- Green streets: storm water managed through green streets which will improve water quality in the Tualatin River watershed.
- Preservation of natural features: the Bronson Creek corridor is left in its natural condition protecting natural habitat and enhancing water quality.
Concept Plan Elements

The Bonny Slope West Concept Plan contains four elements which are described on the following pages:

- Circulation;
- Land Use;
- Parks and Open Space; and
- Governance and Service Delivery.

Consistent with Metro requirements, the concept plan provides general guidance regarding how this area should be urbanized and what subsequent steps should be taken to realize this goal. However, it must be emphasized that this is a planning concept - not a development master plan or subdivision plat. Decisions about the exact alignments of streets, location of different residential housing types, specific locations and boundaries of parks and open space, amount of buildable land etc., may only be determined after more detailed site analysis and evaluation is conducted by property owners, developers, and public agencies.

This plan recognizes that many of the design concepts must remain flexible and responsive to more detailed site information as it becomes available and development proposals come forward. However, it is equally important to acknowledge key features of the plan which are critical to its success. In the following pages, the important features embodied in the first three plan elements - Circulation, Land Use, and Parks and Open Space are identified. Required and flexible features of these three plan elements are described to help guide future planning decisions for Bonny Slope West. Two potential options are presented for the Governance and Service Delivery plan element.
Circulation

The primary purpose is to provide excellent pedestrian access, convenience, and safety throughout the site and to surrounding neighborhoods, schools, commercial services, and transit service on NW Thompson Road. In addition, complete vehicular and emergency service access is provided with the street network and NW Marcotte Road connection between NW Laidlaw Road and NW Thompson Road.

On-Site Features

The key circulation features of the concept include:

1. A **boulevard street** providing a north-south entry into the southwestern portion of the site from NW Thompson Road, which is the focal point of development.
2. **Local street connections** with existing neighborhoods to the west.
3. **Parkway streets** bordering much of the Bronson Creek open space corridor.
4. A **pedestrian and bicycle crossing** over Bronson Creek that aligns with the boulevard street, providing a direct link with the neighborhood on the north side of the creek.
5. **Marcotte Road bridge crossing** over Bronson Creek to connect NW Laidlaw and Thompson roads.
6. A **transit stop** located on NW Thompson Road, near the intersection with the boulevard street.
Boulevard Street

Required Elements
- It must be provided in the approximate location shown in the southwest portion of the site.
- The intersection location with NW Thompson Road shall align with NW Hibbard Drive, however it may be adjusted to address land ownership or traffic operations issues.

Flexible Elements
- The street design should have a boulevard character with larger than normal planting strips, sidewalks, and a center landscaped median.
- Bike lanes are recommended to complement this street and provide enhanced access between the neighborhood center, transit stop, and Bronson Creek.
- Green street stormwater collection and treatment features should be utilized where possible.
Local Streets

**Required Elements**
- They must connect with the three local streets along the western edge of the site.
- The predominant street orientation shall be within 30 degrees of true east-west to accommodate the sustainability objectives for good solar access. Solar access ordinances used in the Portland area are a good guide for solar street system design.

**Flexible Elements**
- Local street intervals and block lengths may vary from the concept plan design, but they must comply with Metro transportation requirements.
- Pedestrian connections should be considered to supplement street access when block lengths are greater than 400 feet.
- A cul-de-sac street is shown in the southeast section, because of intervening property on the north side of NW Thompson Road that is not in the Bonny Slope West. Ideally, a street or pedestrian connection should be made.
Parkway Streets

**Required Elements**
- These shall border the Bronson Creek greenway to provide public visibility, safety, and enjoyment of this open space amenity for all residents in Bonny Slope West.

**Flexible Elements**
- Parkway streets may be modified if they are consistent with the intent of providing significant public viewing opportunities of the Bronson Creek greenway as illustrated in the concept plan.
Pedestrian and Bicycle Crossing

**Required Elements**
- A visible and easily accessible pedestrian crossing shall be provided across the Bronson Creek greenway. It shall connect the northern terminus of the boulevard street and the northern neighborhood park.
- The crossing shall allow for connection with a potential regional trail along Bronson Creek.
- The pathway and bridge crossing shall meet applicable ADA standards.

**Flexible Elements**
- The crossing design may include a combination of a pathway and bridge crossing.
### Marcotte Crossing

#### Required Elements
- If constructed, this crossing shall include sidewalks and appropriate accommodation for bicyclists. If it is designed to be a through street, bicycle lanes or equivalent facility shall be required.
- If a full street bridge is not constructed, a pedestrian and bicycle crossing shall be provided and constructed in the same manner as required for the primary pedestrian/bicycle crossing described above.

#### Flexible Elements
- This full street crossing is recommended, but is not required.
- If the bridge and street connection is made between NW Thompson Road and NW Laidlaw Road, the function of the street (local street connection or through street) should be identified and the street designed appropriately.

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Picture of Local Street Bridge Crossing Stream To Be Inserted In Final Document
Transit Stop

**Required Elements**

- Direct and continuous sidewalk and/or pathway connections shall be provided between residences and potential neighborhood center uses and TriMet bus stops.

**Flexible Elements**

- The location and design of transit stops along NW Thompson Road will ultimately be determined by TriMet.
- The governing jurisdiction (Multnomah County or Portland) and the developer(s) should work with TriMet to establish new stops or new stop locations to better serve development in Bonny Slope West along with other development on NW Thompson Road.
Off-Site Improvements

The anticipated impacts of development in Bonny Slope West will only create the need for relatively modest off-site infrastructure improvements. Off-site improvements are anticipated for water, sanitary sewer, and possibly transportation.

The Tualatin Valley Water District is currently providing water service to some properties within Bonny Slope West. Preliminary discussions with the district and evaluation of the system indicate there is adequate storage volume and generally sufficient transmission capacity to serve Bonny Slope West. Some specific transmission improvements will probably be necessary, and the existing distribution pipelines within the area would be abandoned due to age, material type, and inadequate capacity. These system improvements are estimated to be slightly less than $500,000. The City of Portland could also provide water service, but preliminary analysis indicated that the cost for water transmission improvements would cost in excess of $2.5 million.

Clean Water Services (CWS) has gravity sanitary sewer facilities immediately adjacent to Bonny Slope West. This area is included within the CWS planning area, and the CWS staff has indicated the downstream facilities generally have adequate capacity. It is estimated that approximately $150,000 of off-site improvements will be necessary to serve the area.

Transportation impacts of Bonny Slope West will naturally vary depending upon the number and type of residences built. A preliminary analysis of the traffic impact of both the low (485 units) and high (842 units) estimates was conducted (see Appendix D). The impact on existing traffic volumes and forecast 2030 traffic volumes was considered. It was found that the potential impact on the general street system was not significant compared to the existing and forecast traffic conditions.
However, the analysis did find that development in Bonny Slope West could have modest impacts on the NW Thompson Road-Saltzman Road intersection. The analysis found that compared to the existing traffic conditions, the low development scenario would not have a significant impact on the level of service (LOS) during the PM peak hour compared to the existing traffic volumes (LOS B before and after) or the forecast 2030 traffic volumes (LOS D before and after). The high development scenario would have minor affects on the existing condition (LOS B before and LOS C after). Because LOS C is considered to be a very acceptable service level, this is not viewed as a significant adverse impact requiring intersection improvements. The impact on the forecast 2030 situation would retain the same LOS D (before and after), but it could be determined that some intersection improvement might be necessary.

Depending upon the final street design and access locations, future intersection improvements may be needed to accommodate turning movements to and from the site along NW Thompson Road. These improvements could include left turn refuge lanes and general improvements along NW Thompson Road immediately south of Bonny Slope West.

Pedestrian and bicycle improvements will primarily be focused on providing connections to the existing sidewalks and local streets in the area. Bike lanes are planned for the major streets in Washington County, and they will be provided as these streets are improved.
Land Use

The preferred concept is intended to satisfy the public’s desire for lower density development consistent with the surrounding area, while providing housing choice and satisfying Metro’s minimum density requirement of 10 units per acre. The higher densities are located around central public amenities in each neighborhood. The intensity of development decreases as the distance from the neighborhood center, parks, and open space increases. Lower density development is located on the western and northern edges of the site to provide a transition with adjoining lower density residential development and rural land outside of the UGB.

The overall density slightly exceeds the required Metro minimum residential density of 10 units per acre of developed land (excluding parks and open space). The overall density of development for the entire area (including parks and open space) is between 5 and 6 units per acre. The primary use types are described on the following pages.

The key land use elements of the concept include:

1. **Medium-high residential** typology of 14 to 16 units per acre.
2. **Medium residential** typology of 10 to 13 units per acre.
3. **Low residential** typology of 7 to 9 units per acre.
4. A **neighborhood center** (•) located on the corner of NW Thompson Road and the boulevard street.
**Medium-High Residential**
(14 to 16 unit/acre with 15 dwelling unit/acre average)

**Required Elements**
- All medium-high residential shall be located on the south side of Bronson Creek.
- The majority of the medium-high residential area shall be located on either side of the boulevard street and adjacent, to/or within 800 feet of the southern neighborhood park.

**Flexible Elements**
- The southern edge of the medium-high residential may be adjusted to respond to Washington County's long-term planning aspirations regarding the single family residences along the north side of NW Thompson Road.
**Medium Residential**
(10 to 13 units/acre with a 1.2 du/ac average)

**Required Elements**
- All medium residential shall be located to the south and west of NW Laird Road.
- The majority of the medium residential areas shall be located within 800 feet of a neighborhood park.

**Flexible Elements**
- The parkway streets should be bordered primarily by medium residential development.
Low Residential
(7 to 9 units/acre with an 8 du/acre average)

Required Elements
- All low residential shall be located to the north of Bronson Creek and along the western edge of the site.
- The majority of the low residential areas shall be located within ¼ mile of a neighborhood park.

Flexible Elements
- Low residential may be warranted in other locations to provide proper transitions with existing development.
### Neighborhood Center

<table>
<thead>
<tr>
<th>Required Elements</th>
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<tbody>
<tr>
<td>The neighborhood center is not a required element of the plan.</td>
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<tr>
<td>If it is provided, it shall be located near the southern terminus of the boulevard street, adjacent or near NW Thompson Road.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Flexible Elements</th>
</tr>
</thead>
<tbody>
<tr>
<td>The neighborhood center is proposed to serve the development with a very modest amount of community and/or commercial services uses.</td>
</tr>
<tr>
<td>Community center, convenience retail, café and possibly mixed with residences would be examples of the kinds of uses contemplated.</td>
</tr>
<tr>
<td>The minimum area of this neighborhood center should be approximately ½ acre.</td>
</tr>
</tbody>
</table>
Parks and Open Space

The Bronson Creek corridor shown coincides with the sensitive lands identified for protection by Multnomah County and Metro. In addition, two parks are devoted to active recreation.

The key open space elements of the concept include:

1. The **Bronson Creek corridor** and its tributaries are greenways with public access where environmentally appropriate. They would likely be under public ownership and/or management. Much of the Bronson Creek corridor is fronted by parkway streets. Homes have front doors facing the creeks and green streets along the corridor edge allow motorists, bicyclists, and pedestrians full access and enjoyment of this amenity. This also makes this area highly visible and safer for all users.

2. A **southern neighborhood park** located near of approximately 3 acres is proposed near the medium-high density neighborhoods in the southwestern portion of the site and Thompson Road. It is intended to feature playfields and playgrounds.

3. A **northern neighborhood park** would be programmed to meet the needs of the surrounding neighborhood.

4. **Access to a future regional trail** along Bronson Creek should be accommodated from the pedestrian/bike crossing and other potentially appropriate locations.
Bronson Creek Corridor

<table>
<thead>
<tr>
<th>Required Elements</th>
<th>Flexible Elements</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Bronson Creek greenway shall extend from the eastern to the western edge of Bonny Slope West.</td>
<td>The boundary of the greenway is based upon the Multnomah County SEC-S, and Metro Title 13 areas. The boundary of this open space area may be adjusted based upon further evaluation of the resources. If a reduction in the width of the open space area is approved, this land may be developed in a manner consistent with the concept plan.</td>
</tr>
<tr>
<td>Ward Creek shall be part of the Bronson Creek greenway as shown in the concept plan.</td>
<td>In addition to trails, other recreation uses may be appropriate in the greenway.</td>
</tr>
<tr>
<td></td>
<td>Although not part of the Bronson Creek corridor, approximately 1.5 acres of open space is shown in the southwest corner of the site, on the south side of NW Thompson Road. This area appears to be best suited as open space, but others uses, including park or residential development could also be appropriate.</td>
</tr>
</tbody>
</table>
Southern Neighborhood Park

Required Elements
- This neighborhood park shall be located south of the Bronson Creek greenway.
- The park shall be approximately 3 acres in size unless a different size is desired by the public park and recreation provider (assumed to be Tualatin Hills Park and Recreation District).

Flexible Elements
- The location and configuration of the park may be amended, if it provides adequate space for active recreation and sports fields.
- Specific programming should be determined by Tualatin Hills Park and Recreation District.
Northern Neighborhood Park

Required Elements

- This neighborhood park shall be located north of the Bronson Creek greenway and south of NW Laidlaw Road.
- It shall be located at or near the northern terminus of the Bronson Creek pedestrian/bike crossing.
- The park shall be approximately 1 acre in size unless a different size is desired by Tualatin Hills Park and Recreation District.

Flexible Elements

- The location and configuration of the park may be amended, if it provides adequate space for active recreation appropriate for this type of neighborhood park.
- Specific programming should be determined by Tualatin Hills Park and Recreation District.
Access to a Future Regional Trail

<table>
<thead>
<tr>
<th>Required Elements</th>
</tr>
</thead>
<tbody>
<tr>
<td>This is not a required element of the plan.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Flexible Elements</th>
</tr>
</thead>
<tbody>
<tr>
<td>If a regional trail is provided within the Bronson Creek corridor, the pedestrian crossing should provide for a connection to it.</td>
</tr>
<tr>
<td>Specific design should be determined by Tualatin Hills Park and Recreation Districts.</td>
</tr>
</tbody>
</table>
Land Use Summary of the Preferred Alternative

As summarized in the table below, the preferred concept plan features over 60 acres of park and open space and up to 78 acres of developable land. The amount of land available for development will largely be contingent upon the desire of property owners to develop or redevelop their properties.

<table>
<thead>
<tr>
<th>Area</th>
<th>Dwelling Units Low - High Estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>OPEN SPACE &amp; PARKS</td>
<td></td>
</tr>
<tr>
<td>Open Space</td>
<td>59.3 acres</td>
</tr>
<tr>
<td>Active parks</td>
<td>4.0 acres</td>
</tr>
<tr>
<td>Total Open Space</td>
<td>63.3 acres</td>
</tr>
<tr>
<td>DEVELOPMENT AREA</td>
<td></td>
</tr>
<tr>
<td>Low</td>
<td>31.7 acres 146 - 253</td>
</tr>
<tr>
<td>Medium</td>
<td>35.9 acres 248 - 431</td>
</tr>
<tr>
<td>Medium-High</td>
<td>10.6 acres 91 - 158</td>
</tr>
<tr>
<td>Neighborhood Center (employment)</td>
<td>0.5 acres   0</td>
</tr>
<tr>
<td>Total Development</td>
<td>78.7 acres¹ 485 - 842²</td>
</tr>
<tr>
<td>Average Units/Buildable Acre</td>
<td>10.8</td>
</tr>
</tbody>
</table>

¹ Includes 33 acres of land classified as “developed” in the Bonny Slope West Existing Conditions, Opportunities and Constraints Report.
² The low estimate assumes that none of the 33 acres of “developed” land is redeveloped, and the high estimate assumes that all of the “developed” land is redeveloped. The number of units realized will likely fall in the middle.
Service Delivery

Under current state law and Portland’s Comprehensive Plan policies, Portland can neither annex nor provide services to Bonny Slope West because the area is not contiguous with Portland’s existing city limits or current Urban Service Boundary (USB). Multnomah County, through a series of agreements dating back to the 1980’s, transitioned urban services to its cities, and therefore, does not currently have the capacity to provide urban services or administer urban planning and zoning designations. This situation has hindered the progress toward achieving the urban development anticipated by the 2002 UGB amendment. The discussion during the creation of the concept plan focused on which agencies would be the most efficient and effective service providers, regardless of who ultimately governs the area.

Preliminary agreement on the provision of services, based on conversations with the TAC, includes the following services:

- Water - Tualatin Valley Water District (TVWD)
- Sanitary Sewer and Stormwater - Clean Water Services (CWS)
- Parks & Recreation, Open Space - Tualatin Hills Park and Recreation District (THPRD)
- Transit - TriMet
- Schools - Beaverton School District
- Fire and police services - Multnomah County (sheriff), through a service provider IGA with Tualatin Valley Fire & Rescue (fire) or by Portland (police and fire) and would be subject to first responder agreements.

Planning and Zoning is the only service that is yet unresolved as urban planning services are not currently provided by Multnomah County. It might be possible under existing Comprehensive Plan policies for Portland to contract for planning and zoning services only, however Portland City Council would need to review its interpretation of current plan policies to allow a contract for planning and zoning services where an urban area is not contiguous. Multnomah County would need to adopt urban planning and zoning designations for the area and may need to amend County Comprehensive Plan Policies. The City and County are currently researching the feasibility of this alternative solution further.
Infrastructure Cost Estimates

Preliminary cost estimates were calculated for the preferred concept plan for urban infrastructure including streets, water, sanitary sewer, storm sewer, and parks. Within the range of densities contemplated, the total infrastructure costs are expected to remain constant, and therefore, lower densities will cost more per unit to serve than higher density. The on-site costs are assumed to be paid by the developer. Off-site impacts may also be borne by the developer or covered by system development charges (SDC).

<table>
<thead>
<tr>
<th>Service</th>
<th>Total On-Site Costs</th>
<th>Total Off-Site Costs</th>
<th>Total Cost (On + Off Site)</th>
<th>Approximate Cost Per Unit¹</th>
</tr>
</thead>
<tbody>
<tr>
<td>Street System²</td>
<td>$9,499,409</td>
<td>$0</td>
<td>$9,499,409</td>
<td>$11,000 - $20,000</td>
</tr>
<tr>
<td>Water</td>
<td>$4,829,340</td>
<td>$496,500</td>
<td>$5,325,840</td>
<td>$6,000 - $11,000</td>
</tr>
<tr>
<td>Sanitary Sewer</td>
<td>$4,298,700</td>
<td>$151,200</td>
<td>$4,449,900</td>
<td>$5,000 - $9,000</td>
</tr>
<tr>
<td>Storm Sewer</td>
<td>$5,622,200</td>
<td>No Costs</td>
<td>$5,622,200</td>
<td>$6,500 - $12,000</td>
</tr>
<tr>
<td>Parks/Open Space³</td>
<td>$2,844,750</td>
<td>No Costs</td>
<td>$2,844,750</td>
<td>$3,400 - $5,900</td>
</tr>
<tr>
<td>Totals</td>
<td>$27,094,399</td>
<td>$27,742,099</td>
<td>$32,950 - $57,200</td>
<td></td>
</tr>
</tbody>
</table>

¹ Approximate cost per unit assumes a low of 485 and a high of 842 units.
² Includes a Marcotte Road auto bridge and a separate pedestrian bridge.
³ Preliminary analysis shows no required off-site improvements necessary. However, detailed analysis, at the time of development, may show the need for modest intersection improvements at NW Thompson/Saltzman and to provide adequate access along NW Thompson Road.
⁴ Purchase and development cost based on THPRD per acre estimates for land purchase and development assuming 4 acres of park and 59.3 acres of unbuildable open space land.

Facilities necessary to provide other services including police, fire, and schools are currently sufficient. Operating costs for the preliminary list of service providers appear to be similar to other development in the area. Costs associated with implementation of an urban planning regulatory program should also be considered including negotiating intergovernmental agreements (IGAs) for urban services, permit processing, construction inspections, road maintenance, and code enforcement to determine the true implementation cost to either the city or county. The County’s cost estimate to provide urban planning services may be difficult to ascertain considering the County does not currently process urban permits and does not have common urban planning financial programs in place such as system development charges, for example.
Governance

Two governance and service models for Bonny Slope West were identified by Multnomah County, City of Portland, and Metro planning and legal staff as potentially viable options:

1. Multnomah County with service district services provided via annexation or IGA.
2. Portland with services provided by a combination of the City of Portland bureaus and service districts through IGA.

Current Policy

Multnomah County Resolution A, passed in 1983, states that “County services generally described as “municipal services” at a level considered “urban” rather than “rural’ shall be proportionately reduced...to establish a minimal and essentially rural level of municipal services throughout Multnomah County.” The resolution defines “municipal services” as including planning. This policy would not allow urban services to be provided to Bonny Slope West by multiple service districts.

City of Portland Comprehensive Plan policies contain ambiguity as to whether planning and zoning would be defined (as in COP Policy 11.1 A) as an urban service. Based on an analysis of other policies, which do not list planning and zoning as an urban service, it could be interpreted that planning and zoning for these purposes is not an urban service. Accordingly, we believe that the decision of providing planning and zoning services is not a legal question but rather a policy and political matter to be determined by the Portland City Council.

Currently, the City of Portland provides urban services, including planning and zoning, to the urban (USB) areas of Multnomah County through an IGA. In 2005, the City of Portland amended its Comprehensive Plan to include an urban services policy that states “the City shall not provide new urban services, or expand the capacity of existing services, to areas outside its boundaries of incorporation” (Comprehensive Plan Goal 11, 11.1.C). In this context, the new policy was referring to delivery of physical urban services such as water, sewer and streets. The purpose of this policy was to clarify that when the city extends physical urban services (water, sewer, streets) that those lands are annexed to Portland. Bonny Slope West is outside the
City’s urban service boundary and city limits. It is also not contiguous to the City’s urban service boundary or city limits. Thus, the City cannot amend its urban service boundary or annex to include Bonny Slope West within its boundaries of incorporation. The lack of physical contiguity prohibits the City from providing urban services, (but not necessarily planning and zoning), to Bonny Slope West. As a legal matter, the city staff concludes the city could provide planning and zoning services without contiguity, but it is highly likely that several conditions must be met. City Council would need to interpret plan policies to allow a contract for planning and zoning services only where an urban area is not contiguous. Further, the city practice is also to require the county to adopt city planning and zoning designations. It is important to recognize that City Council would be deviating from existing practice of providing planning services for existing unincorporated pocket areas inside the Portland Urban Service Boundary.

**Governance Options**

In order for Bonny Slope West to receive physical urban services, a UGB expansion making Bonny Slope contiguous to Portland is required or Multnomah County must amend Resolution A Policy regarding its role in providing urban services.

It would be possible under existing Comprehensive Plan policies, for the city to contract for planning and zoning services only, however several aforementioned conditions would be required or would likely need to be satisfied.

**Option 1: Multnomah County Governance**

In order for Multnomah County to govern an urban Bonny Slope West, the County would need to amend its urban service policy (Resolution A, 1983) to allow the County to provide urban services. No UGB expansion in Bonny Slope East would be required.

**Option 2: City of Portland Governance**

A UGB expansion between the western edge of the Portland city limits/urban service boundary and the eastern boundary of Bonny Slope West would provide the contiguity required to allow Portland to amend its urban service boundary, annex the area, and
provide urban services, including planning. The UGB expansion does not need to be a large, but it must provide a connection between the current city urban service boundary and Bonny Slope West. Amending the UGB to include the parcels south of Laidlaw Road and two parcels east of Laidlaw Road through what is known as Bonny Slope East was discussed as an example of the smallest defensible UGB expansion possible that would connect Bonny Slope West to the City of Portland. However, this example was based purely on lot lines and location with no consideration to property ownership, willingness to annex, topography, logical service delivery, etc. The viability of this UGB expansion option would clearly need further evaluation. Such a connection would also implicate a star-shape area to the south east adjacent to Portland, as this area would become an island surrounded by the UGB. To keep this option available, this area must be designated Urban Reserve as an outcome of the current Metro process for determining Urban and Rural Reserve areas.
NEXT STEPS

Implementation of the Bonny Slope West concept plan is a multi-faceted task and potentially laborious. The support and involvement of multiple stakeholders, including Multnomah County, Portland, Metro, various service districts and the property owners will be required.

The required steps toward implementation are described on the following pages. The path varies depending on whether Portland or Multnomah County is the ultimate service provider. Adoption of the concept plan and incorporation into the appropriate body’s Comprehensive Plan is included as part of the “governance” implementation.

A key criterion for determining the appropriate governance/service provider should be the length of time required to initiate the appropriate agreements to serve the area. For development in Bonny Slope West to be successful, the risk taken on by potential developers must be within reason. The uncertainty of the governance may be considered a risk. As such, every effort should be made to resolve the governance issue, initiate the service agreements, and expedite the development approval process as soon as possible, with the understanding that the public review time for policy changes and negotiations for intergovernmental agreements do take time. Patience and tenacity are essential to moving the plan forward.
<table>
<thead>
<tr>
<th>Steps for Implementation</th>
<th>Responsibility/Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Concept plan acceptance</td>
<td>Multnomah County</td>
</tr>
<tr>
<td>2. Determination of governance</td>
<td>Multnomah County AND Portland</td>
</tr>
<tr>
<td>3. Policy changes to allow preferred governance option</td>
<td></td>
</tr>
<tr>
<td>a. Amendment of Resolution A to allow the County to provide urban levels of services in Bonny Slope West. (If Multnomah County) OR</td>
<td>Multnomah County</td>
</tr>
<tr>
<td>b. UGB expansion in Bonny Slope East to connect Bonny Slope West and the current City of Portland city limits. (If Portland) (^1) AND</td>
<td>Metro with support from Multnomah County and Portland</td>
</tr>
<tr>
<td>c. Concept Plan acceptance (if Portland) AND</td>
<td>Portland</td>
</tr>
<tr>
<td>d. Creation of an annexation plan for Bonny Slope West and East (if Portland)</td>
<td>Portland</td>
</tr>
<tr>
<td>4. Amendment of the comprehensive plan and zoning code to include urban designations, guidelines and standards for Bonny Slope West. (^2)</td>
<td>Multnomah County OR Portland</td>
</tr>
</tbody>
</table>

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\(^1\) Note: the Metro ordinance for the UGB expansion should also include conditions regarding the ability of Bonny Slope West to be brought into the City of Portland’s urban service boundary before concept planning of Bonny Slope East is complete.

\(^2\) Note: if Portland, these potentially could be modeled after those which apply to the Forest Heights area to the southeast.
<table>
<thead>
<tr>
<th>Service Provision</th>
<th>Steps for Implementation</th>
<th>Responsibility/Role</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1. Policy change to allow urban planning services (if governed by Multnomah County. No policy discussion needed if Portland governs.)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>a. New County policies and procedures to implement the urban planning function. AND</td>
<td>Multnomah County</td>
</tr>
<tr>
<td></td>
<td>b. Designation of County planning staff to support the urban planning function. OR</td>
<td>Multnomah County</td>
</tr>
<tr>
<td></td>
<td>c. City of Portland policy interpretation by Council that Comprehensive Plan Policy 11.1 A would allow the City to provide urban planning services to Multnomah County for Bonny Slope West even though the area is outside Portland’s boundaries for incorporation.</td>
<td>Portland</td>
</tr>
<tr>
<td></td>
<td>2. Intergovernmental agreements with other service providers to provide other urban services to Bonny Slope West.</td>
<td>Multnomah County OR Portland</td>
</tr>
</tbody>
</table>