Appendix 42

Pleasant Valley Plan District Plan

CHAPTER 1 - SUMMARY

Pleasant Valley is an area that was added to the region's urban growth boundary in December 1998 to accommodate forecasted population growth in the region. Pleasant Valley is planned as a new, urban community. It is 1,532 acres located south and east of the current city limits for Gresham and Portland. The City of Gresham, in partnership with the City of Portland, has been working with its regional partners and the community since 1998 to create a plan for the future urbanization of this rural area. This extensive planning process has created a vision and a plan for the transition of a rural community of 800 residents into an urban community of approximately 12,000 residents and 5,000 jobs.

Over the last four years the Pleasant Valley Plan District (Plan District) has been drafted. Crafted during the Pleasant Valley Concept Plan (Concept Plan) project and the follow-up Pleasant Valley Implementation Plan (Implementation Plan) project, it was created with the help of public input from open houses and community forums, numerous advisory committees, and staff from both the cities of Gresham and Portland and other agencies. The *Concept Plan* project created maps and text that provide a blueprint for future development of the area located south of Gresham and east of Portland. The *Implementation Plan* project provided a "bridge" document between the *Concept Plan* and these *Comprehensive Plan Amendments*.

On May 14, 2002, the Pleasant Valley Concept Plan Steering Committee endorsed a Concept Plan and set of Implementation Strategies for the valley. The central theme of the plan is to create an urban community through the integration of land use, transportation and natural resource elements. The Concept Plan has been refined into the Plan District. The Plan District consists of a map of proposed comprehensive plan designations, with associated code text, and other maps, diagrams and background findings.

The Plan District will fulfill the goal of the Concept Plan to create a quality living environment, with a sense of place that is unique to Pleasant Valley. To achieve this goal, the Plan District will implement compact mixed-use neighborhoods, a town center, neighborhood edges and centers, a variety of housing options, transportation alternatives, pedestrian friendly urban design and the integration of the natural environment into the design of the community. Critical to the sense of place in Pleasant Valley are the valley's natural resources and extensive network of streams and wetlands. The Plan District will allow the valley to develop in such a way that minimizes impact on these natural features, while allowing these features to enhance the built environment.

The *Pleasant Valley Concept and Implementation Plans* projects addressed the entire 1,532-acre study area to achieve the overall goal of "creating a complete community." The cities of Gresham and Portland have agreed to adopt similar policies and development code to achieve this goal. In addition, the cities reached an agreement on future governance that entails Gresham annexing about 1,004 acres and Portland about 268 acres in Multnomah County. No service or governance agreement exists in Clackamas County. However, the cities did agree upon a boundary if such an agreement was reached that provided for Gresham and Portland governance. If that happened about 197 acres are Gresham annexation areas and about 38 acres are Portland annexation areas. The remaining 25 acres is a separate area in Clackamas County that has an existing mobile home park and that has been partially annexed by the City of Happy Valley.

This Pleasant Valley Plan District CPA 04-1480 report is intended to both document and implement the Pleasant Valley planning process. It will be adopted as the "Findings" document for the Pleasant Valley Plan District. The organization of this findings document is detailed in Chapter 3.

CHAPTER 2 - ORGANIZATION

The Pleasant Valley Plan District contains several components, which are summarized below. This Pleasant Valley Plan District document will be adopted as Appendix 42 to Volume 1 -- Findings Document, *Gresham Community Development Plan*. Individual chapters will include amendments to Volume 2 – Policies, Volume 3 -- Development Code and Volume 4 -- Transportation System Plan.

Chapter 3. Background. This chapter summarizes the planning process, the extensive public involvement process and the goals for the Pleasant Valley area. It also describes the context in which the planning for Pleasant Valley occurred, and it summarizes Pleasant Valley's current geography, land uses and demographics.

Chapter 4. Goals, Policies and Action Measures. The Goals, Policies and Action Measures are a comprehensive set of land use policies intended as text amendments for adoption into the Gresham *Community Development Plan*. They provide the policy basis for the Pleasant Valley Plan District *Community Development Plan* map and *Development Code*. There are separate goals for the Plan District, Urbanization and Land Use Planning, Town Center, Residential and Neighborhoods, Employment and Other Commercial, Natural Resources, Green Development, Cultural and Natural History, Schools, and Transportation. Goals for Water, Stormwater, Wastewater and Parks are located in Chapter 8 – Public Facility Plan.

Chapter 5. Land Use. This chapter describes how the overall land use vision for Pleasant Valley is implemented through the *Development Plan* map and *Development Code*. It describes the future land use patterns, the Pleasant Valley Plan District Map, and the Pleasant Valley land use districts and development code. The Map amends Volume 2 and the land use districts and development code amends Volume 3. The land use districts and development code sections are arranged to provide commentary on the proposed code.

Chapter 6. Natural Resources. The Natural Resources chapter documents the State Goal 5 process for Pleasant Valley and provides the foundation for protecting natural resources, and conserving scenic areas and open spaces. The chapter is comprised of four major sections: the Natural Resources Inventory; Significance Determination; the Economic, Social, Environmental and Energy (ESEE) analysis and development code that implements Natural Resources regulatory program. A key strategy to meet the natural resource goals of the *Concept Plan* is the implementation of an Environmentally Sensitive Restoration Area (ESRA) subdistrict, which is intended to promote compatibility between development and conservation of stream corridors, wetlands, floodplains and forests. The ESRA proposed land use district and development code would amend Volume 3. The report also includes rough costs estimates and funding strategies for preserving and restoration the ESRA.

Chapter 7. Transportation. This chapter would amend Volume 4 – Transportation System Plan. It includes goals, policies and action measures and a description of how the proposed transportation system was developed. It also includes a proposed transportation system including functional street classifications, street design types, a bicycle and pedestrian plan, a transit plan and connectivity standards that meet regional and local connectivity requirements. This chapter also includes a list and a map of the significant transportation projects which are needed to support the land use designations in Pleasant Valley. There are also rough costs estimates and an estimate of when each of the projects will be needed. The plan is responsive to the Natural Resources strategy, the Foster-Powell Corridor Plan project, and the Regional Transportation Plan.

Chapter 8. Public Facilities Plan. The Public Facilities plan establishes a framework for how parks, water, wastewater and stormwater urban services will be developed and maintained. For each of the facilities there is a general description of existing facilities and a needs assessment to support the future land uses; goals, policies and action measures for each facility; a list and map of significant parks, water, wastewater and stormwater projects; rough costs estimates for each project; and a general estimate of when projects are needed along with a general discussion of funding strategies. The Public Facilities Plan established a CIP for each of the facilities and amends Volume 2.

Chapter 9. UGMFP Title 11 Compliance Report. As a new urban area, the planning for Pleasant Valley is subject to Title 11 of the Metro Urban Growth Management Functional Plan (UGMFP). This Title is to require and guide planning for the conversion from rural to urban use of areas brought into the Urban Growth Boundary. Section 3.07.1130 requires submittal to Metro of the proposed comprehensive plan amendments for Pleasant Valley and an evaluation report. The evaluation report is to show compliance with the UGMFP and the 2040 Growth Concept.

CHAPTER 3 - BACKGROUND

Introduction

The background chapter is divided into five major topics and is intended to provide the basic framework for how the Pleasant Valley Plan District was created.

- Planning Process
- Public Involvement
- Concept Plan Goals
- Context
- Plan Area

Planning Process

Planning for the Pleasant Valley area occurred in four distinct phases: Governance, Concept Plan, Implementation Plan, and Adoption.

Governance	Concept Plan	Draft Implementation Plan	City Adoption (Legislative Process)
1998	2000 - 2002	2003	2004

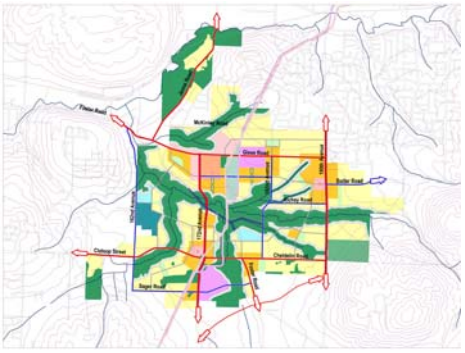
Governance

In December 1998 Metro Council voted to expand the urban growth boundary to include the Pleasant Valley area, known as Urban Reserve Areas #4 and #5. Previous to this decision a series of facilitated workshops were held at the Pleasant Valley Elementary School for interested parties with Gresham, Portland, Multnomah County and Metro staff. A result of the workshops was the development of preliminary Pleasant Valley Urban Reserve Planning goals.

In December 1998 Gresham and Portland Councils adopted an Intergovernmental Agreement (IGA) including the preliminary goals. The IGA identified those areas generally where Gresham and Portland would provide governance and urban services. At the time, about 65% of the project area was identified as future Gresham and 17% future Portland, all in Multnomah County. The rest of the project area (18%) is in Clackamas County, where final governance and services decisions were not made nor was the area included in the IGA. The cities agreed in the IGA to develop a coordinated urbanization plan with a comprehensive public involvement process for citizens within the affected area and in surrounding areas and with affected jurisdictions. It established a five-year goal to complete the planning effort.

Concept Plan

Pleasant Valley Concept Plan



In the Summer of 2000 the City of Gresham, in partnership with Metro, City of Portland, Clackamas and Multnomah Counties and other parties, embarked on creating the *Pleasant Valley Concept Plan* (*Concept Plan*). The *Concept Plan* is a guide to the creation of a new 1,532-acre community neighborhood south of Gresham and east of Portland.

The *Concept Plan* project was partially funded by a grant from the Federal Highway Administration through the Transportation and Community System Preservation pilot program. The purpose of this grant program was to plan and implement strategies that, in part, improve the efficiency of the transportation system, reduce environmental impacts of the transportation system, and ensure efficient access to jobs, services and centers of trade.

The *Concept Plan* was developed by a 23-member Steering Committee representing residents and property owners; Portland, Gresham and Happy Valley planning commissions; Multnomah and Clackamas counties; citizen advisory committees, business and neighborhood associations; Centennial School District, watershed councils, and environmental/livability organizations. The committee met 15 times between November 2000 and May 2002.

The major steps in the process were:

- Inventory of base conditions and projections of land-use, transportation, natural resources and infrastructures needs.
- Establishment of project goals.
- Development of four alternative concept plans.
- Evaluation of alternative concept plans.
- Refinement of the *Concept Plan* and preparation of Implementation Strategies.
- Endorsement of the final *Concept Plan* and Implementation Strategies.

Concept A

Concept B

Concept C

Concept D

On May 14, 2002 the *Concept Plan* Steering Committee approved the award-winning[1] *Pleasant Valley Concept Plan* endorsing a plan summary and recommendations and a set of implementation strategies. For reference see stand-alone documents *Pleasant Valley Concept Plan Summary and Recommendations*, *Implementation Strategies*, and *Technical Appendix* listed in Appendix C.

In the summer of 2002, Gresham (Resolution 2559, July 23, 2002), Portland and Metro Councils, and Multnomah and Clackamas County Commissions all accepted the *Concept Plan* and resolved to use it as the basis for developing implementing regulations and actions.

Implementation Plan

In the Fall of 2002, Gresham and Portland started the Pleasant Valley Implementation Plan (Implementation Plan) project. The purpose of the Implementation Plan project was to draft a report that

[1] Presented a Professional Achievement in Planning award by the Oregon Chapter of the American Planning Association at the 2002 Oregon Planning Institute conference.

would provide a "bridge" document between the 2002 *Concept Plan* and final comprehensive plan amendments ordinances and intergovernmental agreements.

The *Implementation Plan* was partially funded by a State of Oregon Transportation Growth Management (TGM) grant. The purpose of the TGM program is to enhance Oregon's livability, foster integrated land use and transportation planning and encourage development that results in compact, pedestrian, bicycle and transit friendly communities.

A twelve person Pleasant Valley Advisory Group was formed to advise staff as to the consistency with which the *Implementation Plan* was carrying out the *Concept Plan*. Most members of the Advisory Group had been members of the Steering Committee. The Advisory Group included Gresham and Portland Planning Commissioners, Pleasant Valley residents and property owners, Gresham and Portland neighborhood association and advisory committee representatives, retail business representatives and other stakeholders. They held six meetings and at the last meeting on February 10, 2004 the Pleasant Valley Advisory Group endorsed the *Implementation Plan* report as being consistent with and carrying out the *Concept Plan*.

The *Implementation Plan* report was completed in December 2003. Key steps in creating the *Implementing Plan* report were:

- Creating a *Plan District* map with refined residential land use districts.
- Drafting land use districts and development code.
- Refining the major street functional and design classifications.
- Drafting a street connectivity plan and a bike and trail plan.
- Completing a State Goal 5 natural resources analysis and drafting a regulatory code.
- Drafting a public facility plan for water, wastewater, stormwater, transportation and parks to generally describe projects, costs, timing, and funding options for these facilities.
- Drafting an annexation analysis and strategy report to compare infrastructure costs and revenues, net fiscal positions in sub-areas of Pleasant Valley, and preliminary conclusions regarding strategies for annexation.

In March 2004, Gresham and Portland Councils revised the 1998 IGA by further refining the future boundary between the two cities. The IGA also states that the cities of Gresham and Portland will continue to work cooperatively on planning and plan implementation for the Pleasant Valley area with a target to adopt all the necessary *Comprehensive Plan* amendments in fall 2004.

City Adoption

City adoption is the final phase of planning for Pleasant Valley. The cities of Gresham and Portland must individually adopt the necessary *Comprehensive Plan* and *Zoning/Development Code* amendments to allow for eventual annexation of land into their respective cities. The *Comprehensive Plan Amendments* are processed under the Type IV Legislative procedures. The Planning Commission will hold a public hearing and make a recommendation to the Council. The Council will then hold a hearing and make a final decision. Both Planning Commission and Council encourage public testimony in writing or in person at the hearings. Two hearings are scheduled for both the Planning Commission and Council. The purpose of the first hearing is to hear the staff report and public testimony. The purpose of the second hearing is deliberation with the Planning Commission making their recommendation and the Council making their final decision.

The intent of the legislative process is for each city to adopt plans that are consistent with the Pleasant Valley Concept and Implementation Plans. The cities recognize that the actual development code and

certain policies will be tailored to each city's code structure, but both cities agree to create a "complete community with a unique sense of identity and cohesiveness" regardless of city boundaries.

Public Involvement

> *The purpose of the Pleasant Valley Public Involvement Plan is to ensure citizens, landowners, businesses, and other interested parties are fully informed of the project; have convenient opportunities to provide input throughout the process of developing, selecting and implementing the plan; and can participate in creating a plan that is new and creative and where special efforts are made to engage and educate affected members of the community and others.*

A Public Involvement Plan (PIP) with this purpose statement was created at the beginning of the Concept Plan project. A public involvement work team was formed during the summer of 2000 to develop the Public Involvement Plan. The work team consisted of planning and citizen involvement staff from the Cities of Gresham and Portland, Multnomah County, Metro and Pacific Rim Resources (a consultant) and from citizens representing the Gresham Southwest Neighborhood Association, the Pleasant Valley Neighborhood Association and the Johnson Creek Watershed Council. The work team created the PIP over a series of several meetings and it was endorsed by the Steering Committee in December 2000. It also met periodically over the course of the project to "check in" on the progress of public involvement. The PIP was carried out during the *Concept Plan* project and then re-established during the *Implementation Plan* project.

A number of public involvement elements or key methods were established in the Public Involvement Plan. What follows is a summary record of the key methods that were used.

Key Public Involvement Methods

- **Stakeholder Interviews.** Stakeholder interviews are done to identify issues related to the project and to address the wants and needs for different levels of opportunities for involvement. Sixteen persons representing a wide range of interests were interviewed. Each person interviewed was asked two categories of questions. In brief the first set of questions asked about issues -- what are the most important issues, how would you address the future look of the community, transportation, natural resources and special places and the second set focused on how to get input -- what is the best way of being kept informed, where are gathering places, what is the best place to hold public meetings; are there organizations that send out newsletters/notices, other ideas, other issues. The results of the interviews were summarized for recurring themes and provided to the project staff and the Steering Committee. The interviews provided early direction on issues to address as well as best public involvement practices.
- **Steering Committee.** The Steering Committee was created to guide the development of the *Concept Plan*. It led the policy discussions and represented the agencies and constituencies with interests in the project. It served to create partnerships, to exchange information with stakeholders, and to build a consensus on a preferred *Concept Plan*. This 24-member Committee included valley residents and property owners; Portland, Gresham and Happy Valley planning commissioners; Multnomah and Clackamas counties; Metro; area business and neighborhood associations; developer interests; the Gresham Transportation Council Advisory Committee; Portland Bureau of Environmental Services; 1000 Friends of Oregon; Centennial School District; Pleasant Valley PTA; the Johnson Creek Watershed Council; and Friends of Mt. Scott and Kellogg Creek. Most members had alternates who often attended meetings and participated in the discussions. The Steering Committee met 15 times

over an 18-month period. These meetings were held in the evenings and were open to the public. Citizens on an interested persons mailing list were sent agendas of these meetings. This was a decision making group and they made decisions at all key milestones: basic inventory and projections of land-use, transportation, natural resource and infrastructure needs; establishment of goals; development of four alternatives; evaluation of the alternatives and preparation of a hybrid plan; refinement of the concept plan and preparation of implementation strategies; and endorsement of the final Concept Plan and implementation strategies. The final concept plan and implementation strategies were adopted by consensus on May 14, 2002 and the Steering Committee passed their endorsement to the participating jurisdictions.

- **Advisory Group.** An Advisory Group was formed for the Implementation Plan project as a successor to the Steering Committee. The Advisory Group was made up of Gresham and Portland Planning Commissioners, Neighborhood Association and Citizen Committee representatives, project area citizens and other stakeholders. Almost all were on the Steering Committee during the Concept Plan project. Their main purpose was to ensure consistency of implementing regulations with the Concept Plan. The group met six times with the final meeting to provide input on the completed *Implementation Plan* report. These meetings were held in the evenings and were open to the public. Citizens on an interested persons mailing list were sent agendas of these meetings. The Advisory Group, at their February 10, 2004 meeting, endorsed the final *Pleasant Valley Implementation Plan* report.
- **Pleasant Valley Mailing List.** A Pleasant Valley Mailing List was created for the purposes of sending out notices of beginning of the project (early notice flyer) and postcards and newsletters providing updates on the project and notices for upcoming community forums and events. The Pleasant Valley mailing list included all project area property owners and residents, those within a 300-foot vicinity and interested parties. That list had over 1,100 addresses.
- **Community Forum.** The purpose of the Community forums was both to inform and to obtain advice from the general public. It was important to involve the public at each stage of the process and to allow the public to participate in preparation of the recommendations before final action by the Steering Committee. Notice of the forums were sent to the Pleasant Valley Mailing List, distributed at the PV Elementary School and at Gresham City Hall and other venues. The forums were held on Saturday mornings at the Pleasant Valley Elementary School (in the project plan area) and featured an open house display of working maps, presentation and large group discussion, and small group breakouts with exit questionnaires. The forums were professionally facilitated. A total of eight forums were held [five during the Concept Plan and three during the Implementation Plan]. The third forum was a design charrette and included a Tuesday evening forum at the PV Elementary School, two open houses at Gresham City hall as well as the Saturday morning forum. For each forum a Public Comment Report of public comments and background material was compiled and mailed to forum attendees and project participants. Anyone who attended a forum received the mailed Reports. The mailing list included 190 addresses.
- **Early Notice Flyer.** An early notice flyer was sent in November 2000 to the Pleasant Valley mailing list. It described the project, key dates and opportunities for participation. It was also distributed at the Pleasant Valley Elementary School. An Early Notice Flyer was also sent at the beginning of the Implementation Plan project in November 2002.
- **Frequently Asked Questions.** An FAQ was created at the beginning of the project and updated as necessary throughout the process. It provides a basic description of the project, the reasons for the project as well as questions concerning future annexations, development, etc. The FAQ was distributed throughout City Hall for initial mail, phone and visit inquiries.

- **Newsletters.** Newsletters were mailed to the Pleasant Valley Mailing List. They provided status and summary information and notice of upcoming meetings. Four newsletters were mailed during the Concept Plan and three newsletter mailings were made during the Implementation Project.
- **Press Releases.** Press releases were timed to correspond with events and especially the community forums. They were distributed to a comprehensive media list that included the *Outlook* and *The Oregonian*. A number of articles on the Pleasant Valley project were printed in both newspapers. Additionally, there were articles in the *Oregon Business Journal* and the *Journal of Daily Commerce*. Clippings from local newspapers have been included in the Community Forum Public Comment Reports.
- **Website.** The Pleasant Valley web page, www.ci.gresham.or.us/pleasantvalley, at the City of Gresham website, was created during the Concept Plan project and has been kept up-to-date. The website can be visited for the latest news on the project, to view or download a copy of the draft documents that will reviewed at the next event, for a schedule of upcoming events and for additional project background information. Links were made with other participating jurisdictions including the City of Portland, Metro and Clackamas County.
- **PowerPoint Presentation.** A PowerPoint presentation was prepared to explain the project and solicit input from citizens and landowners. This presentation was shown at the various forums and at the outreach presentations to interested organizations. It has been continually updated as progress occurs and tailored for the venue.
- **Speaking Engagements.** Throughout the Concept and Implementation Plan projects efforts were made to contact affected and interested organizations and offer to make presentations on the project at their regular meetings. These presentations provided opportunities for other citizens to learn and provide input on the project and had the added benefit of being open to the general public. Organization presentations included the following:
    - Centennial School District Board
    - Clackamas River Basin Council
    - Coalition for a Livable Future
    - East County Realtors Association
    - East Multnomah County Transportation Committee
    - Gresham Bicycle-Pedestrian Task Force
    - Gresham Citizen Involvement Committee
    - Gresham Community Development and Housing Committee
    - Gresham Environmental Services Council Advisory Committee
    - Gresham Finance Committee
    - Gresham Historic Resources Advisory Committee
    - Gresham Neighborhood Coalition
    - Gresham Parks & Recreation Council Advisory Committee
    - Gresham Council Transportation Advisory Committee
    - Gresham Tree Preservation Committee
    - Johnson Creek Watershed Council
    - Metro Policy Advisory Committee
    - Metro Technical Advisory Committee

- Pleasant Valley Neighborhood Association
- Pleasant Valley PTA
- Southwest and Centennial Neighborhood Associations

Several of the Gresham Council Advisory Committees reviewed and endorsed Pleasant Valley goals that related to their topic of their committee (CIC, CDHC, ESCAC, HRAC, PRCAC, and CTAC)

- **Planning Commissions and Elected Officials.** Over the course of the Pleasant Valley project Pleasant Valley updates were provided to the Gresham Planning Commission on an approximately quarterly basis. These generally were made during their monthly growth management sessions. The Portland Planning Commission was also provided periodic updates. Planning Commission meetings are advertised and open to the general public. During the Concept Plan three meetings of an Elected Officials Group (EOG) were held to provide a status report. The EOG consisted of elected officials from the participating jurisdictions. Gresham representatives were Mayor Becker and Councilor Lassen (alternate) and the Portland representative was Mayor Katz. The Gresham Council was also provided periodic updates. Gresham and Portland, along with Metro, Clackamas and Multnomah County, were presented the recommendations of the Steering Committee at public hearings and passed a resolution accepting those recommendations. The Metro Council was also given periodic updates.
- **Focus Sessions**. Focus sessions bring together industry and user experts on specific topics to provide advice and a "check-in" to project staff and decision makers. Focus sessions were used successfully during the Concept Plan project on topics such as housing, town center, historic preservation, and employment. Two focus sessions were done during the Implementation Plan project on green practices and on annexation strategies.
- **Tour of Pleasant Valley.** A self-guided tour of Pleasant Valley was developed and put on the website for both the general community and stakeholders. It is also available as a handout. It provides an understanding of the project area and provides opportunity for feedback. It includes a map and two route descriptions (coming from Gresham and from Portland). It marks and describes interesting features and safe places to park.
- **Portable display**. A portable display was prepared using graphics and text to explain the project. The display was made available at various venues such as Gresham City Hall, the Gresham library, the Gresham Post Office, the Pleasant Valley elementary school and at the Johnson Creek Watershed Summit yearly events as well as displayed at forums and other meetings.
- **Postings in Community Newsletters and Bulletins.** Notices and project updates were included in various community newsletters and bulletins including the Johnson Creek Watershed newsletter, the Pleasant Valley PTA newsletter, the East Portland Neighborhood News and the City of Gresham Neighborhood News.

Concept Plan Goals

The following goals were endorsed by the Steering Committee on May 2, 2001. They reflect the vision and values underlying the *Concept Plan* and ultimately leading to the Plan District.

A. Create a community. The Plan will create a "place" that has a unique sense of identity and cohesiveness. The sense of community will be fostered, in part, by providing a wide range of transportation choices and living, working, shopping, recreational, civic, educational, worship, open space, and other opportunities. Community refers to the broader Concept Plan area, recognizing that it

has (and will have) unique areas within it. Community also refers to Pleasant Valley's relationship to the region – relationships with Portland, Gresham, Happy Valley, Multnomah County, Clackamas County, and the unique regional landscape that frames Pleasant Valley.

B. Create a town center as the heart of the community. A mixed-use town center will be the focus of retail, civic, and related uses and services that serve the daily needs of the local community. The town center will be served by a multi-modal transportation system. Housing will be incorporated into mixed-use buildings and/or adjacent apartments and townhomes. A central green or plaza will be included as a community gathering space. Streets and buildings will be designed to emphasize a lively, pedestrian-oriented character for the town center. The town center will have strong connections to adjacent neighborhoods, and commercial services that are centralized and convenient to pedestrian-oriented shopping.

C. Integrate schools and civic uses into the community. The number, type, and location of schools will be coordinated with the Centennial School District. Schools and civic uses will be integrated with adjacent neighborhoods and connected by a system of bicycle and pedestrian routes. The number, type and location of mixed-use centers will be considered as schools and civic uses are integrated into the Plan.

D. Celebrate Pleasant Valley's cultural and natural history. The Plan will retain the best of the past and incorporate the area's cultural and natural history, as appropriate, into the new community form. Important cultural and natural names, places and themes will be included in the Plan.

E. Preserve, restore, and enhance natural resources. The Plan will identify, protect, restore, and enhance significant natural resource areas, including stream corridors, forested areas and buttes. These resource areas will provide the basis for identifying buildable and non-buildable areas, and serve as open space amenities for the community. Resource protection will include strategies to protect endangered species, water quality, and the aquifer. Resource protection and enhancement will be a shared responsibility and partnership of property owners, governments and developers.

F. Utilize "green development" practices. The Plan will incorporate community design and infrastructure plans that produce minimal impacts on the environment, including flooding and water quality within Johnson Creek. The Plan will incorporate the guidelines for stormwater quality and quantity and resource management for each subwatershed, and also enhance natural hydrologic systems as a fundamental part of managing drainage and water quality. The plan will incorporate green street designs. The Plan will integrate green infrastructure with land use design and natural resource protection. The plan will incorporate energy-savings measures.

G. Locate and develop parks and open spaces throughout the community. Neighborhood parks, small green spaces, and open spaces will be within a short walk of all homes. A network of bicycle and pedestrian routes, equestrian trails and multi-use paths will connect the parks and open spaces. The park and trail system will be connected to the Springwater Trail, Powell Butte, and other regional trails and greenspaces.

H. Provide transportation choices. Pleasant Valley will be a community where it is safe, convenient, and inviting to walk and ride a bike. The Plan will set the stage for future community level transit service that connects to regional transit service, including street designs, land use types, and densities that support transit. Recommendations will be developed to correct transportation safety issues, address through-traffic, and provide adequate capacity for future growth. The Plan will coordinate with surrounding jurisdictions to create effective regional connections and a balanced regional transportation system. A well-connected street system will be planned, using a variety of street types that reinforce a sense of

community and provide adequate routes for travel. Streets will accommodate walking and biking, with special pedestrian features on major transit streets.

I. Provide housing choices. A variety of housing choices will be provided, with a focus on home ownership options. Housing options will accommodate a variety of demographic and income needs, including appropriate affordable choices and housing for seniors. The plan will provide for an overall average residential density of 10 dwelling units per net residential acre (i.e., including only residential land), based on a mix of densities. Walkable neighborhoods will form the organizing structure for residential land use. Natural features will help define neighborhood form and character.

J. Provide and coordinate opportunities to work in and near Pleasant Valley. The plan will identify opportunities for home-based work and employment areas within Pleasant Valley. A range of employment opportunities will be considered, including retail and other employment. The plan will also consider the relationship of Pleasant Valley to existing employment centers in the East Metro area and potential new employment areas near Damascus.

Context

The Pleasant Valley Plan District is based on the dual premise that Pleasant Valley is 1) part of the Portland metropolitan region, and 2) its own unique place.

Metro Region 2040 Growth Concept

The Region 2040 Growth Concept establishes a general policy direction for managing growth in the region through the year 2040. Adopted in 1995, the 2040 Growth Concept indicates the preferred form of regional growth and development, what densities should characterize different areas, how to protect open spaces and natural resources, and how to maintain air and water quality. Pleasant Valley is almost equally spaced between the two largest regional centers in this part of the region: the Gresham Civic Neighborhood and the Clackamas Regional Center. The same is true for the two closest town centers: Lents and Damascus. Each of the region's centers is unique and Pleasant Valley's town center will have its own individual scale and character.

Metro's 2040 Growth Concept Plan showing the Pleasant Valley area in relation to other town centers and regional centers

The Metro Council, when Pleasant Valley was brought into the UGB in December 1998, generally applied three Region 2040 Growth Concept Map design districts to the Pleasant Valley area: town center, inner neighborhood and transit corridor.

New town centers are expected to accommodate retail and service needs of a growing population while reducing auto travel by providing localized services to residents within a two to three-mile radius.

Region 2040 town centers can and should be different but do share some general characteristics:

- The density guideline is 40 persons per acre.
- Good transit service and, because their density and pedestrian-oriented design play a key role in promoting public transportation, bicycling and walking as viable alternatives to the automobile.
- Include not only employment and shopping, but also housing.
- Provide citizens with access to a variety of goods and services in a relatively small geographic area, creating an intense business climate.
- Act as social gathering places and community centers, where people find the cultural and recreational activities.
- Overall, town centers function as strong business and civic communities with excellent multi-modal arterial street access and high-quality public transportation with strong connections to regional centers and other major destinations.

Inner Neighborhood is primarily a residential area accessible to jobs and neighborhood businesses.
- The guideline for density is an average of 14 persons per acre.

Transit Corridors are along good quality transit lines featuring a high-quality pedestrian environment.
- Density guidelines are 25 persons per acre.
- Typical new developments would include rowhouses, duplexes and one- to three-story office and retail buildings.
- Corridors may be continuous, narrow bands or may be more nodal, with a series of smaller centers at major intersections or other locations.

As a result of the Concept Plan project an additional design district, employment, was identified as appropriate and has been added to the Region 2040 Growth Concept map. Employment is primarily for various employment uses with some residential development and with limited commercial uses.
- Density guidelines are 40 persons per acre.

Pleasant Valley is connected to its surrounding landscape. Powell Butte, Butler Ridge, and the western ridgeline provide a dramatic framing of the valley. Kelley Creek and its tributaries are key water features that connect the surrounding watershed to Johnson Creek and have influenced historical land use patterns. Kelley Creek also serves as a regional migration route for large and small animals traveling between the buttes. These features underlie a strong sense of place that residents of the valley expressed during the Concept Plan process and in previous interviews.

Plan Area

Pleasant Valley enjoys a unique geographical location within a series of lava domes and wooded buttes in the southeast portion on the Portland metropolitan region. The Pleasant Valley site spans the southeast corner of the City of Portland, portions of unincorporated Multnomah and Clackamas Counties, and areas in the western edge of the City of Gresham. The site's western boundary roughly follows SE 162nd Avenue. Its northern boundary follows the edge of developed portions of the City of Gresham and extends north of Foster Road to include portions of Johnson Creek. The eastern boundary of the site

extends past SE 190th Drive to Rodlun Road, and the southern boundary generally parallels Sager and Cheldelin Roads.

The area encompassed by the Pleasant Valley site comprises approximately 1,532 acres. Agricultural and rural residential are the most widespread existing uses within the planning area (see Figure 2). Nursery farms dominate agricultural activity. Other existing uses include the Pleasant Valley Elementary School, two churches, a grange, a small convenience market, and a PGE utility structure. There is a 50-foot wide easement for natural gas and electrical utility lines that runs north to south through project area.

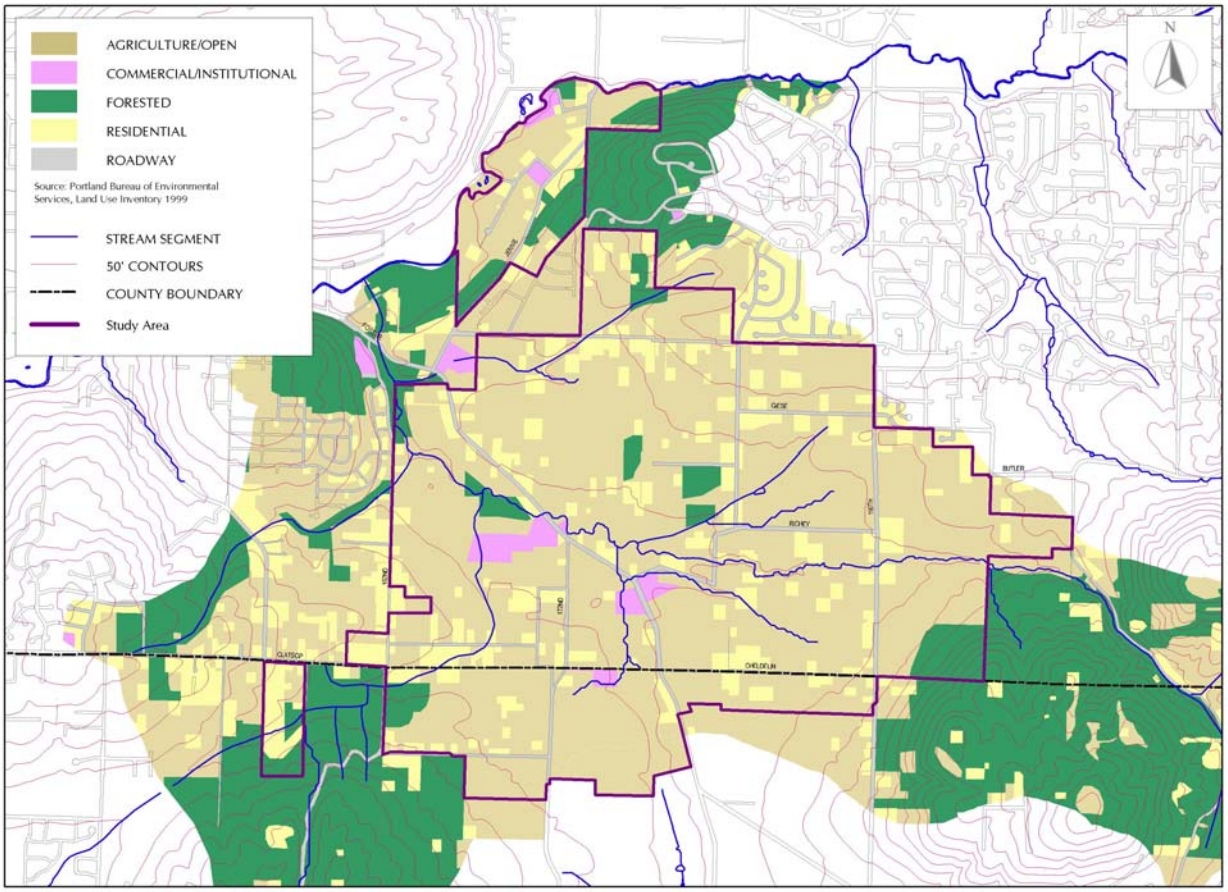


Figure 2. Pleasant Valley Existing Land Uses

Pleasant Valley population calculations are based solely on 2000 Census data using Census Block geography. Most of the Pleasant Valley boundary area fits neatly into Census Blocks with very little data overlap.

Multnomah County contains the largest land area and population share of Pleasant Valley with 689 people. Clackamas County accounts for 146 people. The total population (2000) of Pleasant Valley is 835. The land area of Pleasant Valley incorporates approximately 1,540 acres, of which 1,272 acres are in Multnomah County and 268 are in Clackamas. This gives an overall population density of 1.8 persons per acre. In comparison, the City of Gresham has a population density of 6.4 persons per acre.

There are 285 households in Pleasant Valley and 835 people. This gives an average household size of approximately 2.9 persons per household.

The age structure of Pleasant Valley trends to an older population, especially in comparison to Gresham that trends to a young population. The age breakdown for Pleasant Valley's population is as follows:

Population by Age Groups	Clackamas	Multnomah	Pleasant Valley Total
Under 5 years	**5.5%**	**4.9%**	**5.0%**
5 to 19	**21.9%**	**25.0%**	**24.4%**
20 to 34	**17.8%**	**13.1%**	**13.9%**
35 to 59	**37.7%**	**38.9%**	**38.7%**
Over 60	**17.1%**	**18.1%**	**18.0%**

The Pleasant Valley site includes most of the Kelley Creek sub-basin and a small area along Johnson Creek. Seven sub-watersheds exist within the valley. These sub-watersheds were the basis for compiling information on natural resources. Those subareas include Jenne Creek, Clatsop Creek, Mitchell Creek, the Saddle, Gresham South Slope, Lower Kelley Creek Headquarters, and Powell-Jenne Valley (Johnson Creek). The sub-basin drains approximately five square miles of a northwest sloping area with land cover including forest, agricultural lands, and rural residential areas. Elevations in the area range from 1,230 feet to the east to 238 feet at junction with Johnson Creek to the west at 159th Avenue. The major drainage feature, Kelley Creek, flows northwesterly for approximately 2 miles where it joins with Johnson Creek. Several major tributaries, including Jenne Creek, Clatsop Creek and Mitchell Creek, are also significant conveyance features in the sub-basin and convey runoff to the main stem of Kelley Creek.

The valley is defined by a series of volcanic buttes surrounding largely agricultural and residential areas. The buttes are typically forested and steep and are divided by perennial and seasonal streams. The buttes were cleared in the early 1900's, but are now covered mostly by mid-successional forest that is 60-100 years old. The lowlands were originally forested, but were cleared in the late 1800's and early 1900's for farming and timber uses. The majority of the lowlands has remained in agricultural and residential uses and has been tilled in many areas for agricultural drainage. The site contains forest types in the Willamette Valley vegetation zone.

The Pleasant Valley area is currently served by a transportation system that was designed to primarily serve the farm-to-market travel needs of the agricultural uses that once occupied the valley. Foster Road, 162nd Avenue, 172nd Avenue, Jenne Road, Clatsop Street and Cheldelin Street, and 190th Drive are the major roadway in the area.

There are five structures, the grange and four single-family houses which are listed by Multnomah County as historical resources. Two other structures, the Pleasant Valley Elementary School and the Pleasant Valley Community Baptist Church, have been suggested as historical resources.

In both Multnomah and Clackamas County the existing zoning districts are all non-urban designations. They implement rural and resources objectives of the Counties' comprehensive plans and/or serve as holding zones for future annexation and urban zoning by cities.

CHAPTER 4 - GOALS, POLICIES, AND ACTION MEASURES

Introduction

The following Goals, Policies and Action Measures were endorsed as part of the Implementation Strategies for the *Pleasant Valley Concept Plan* and then updated during as part of the *Implementation Plan*. The implementation strategies focused on key concepts and policy direction for implementing code, regulations and actions.

The *Community Development Plan Policy Document* is the general guide for matters relating to land use. Goals, Policies and Action Measures identify the intent of the City to accomplish certain results. A goal is a general statement indicating a desired end or the direction needed to achieve that end. A policy is a statement identifying a position and a definitive course of action. Policies are more specific than goals. Action measures outline specific projects or standards which, if done, would implement goals and policies. Action measures are suggestions of ways to implement goals and policies. The listing of action measures in the *Development Plan* does not obligate the City to accomplish them. Nor do they impose obligations on applicants who request amendments to the *Development Plan*.

In addition to goals, policies and action measures each has a background section. The background piece includes a brief history of Pleasant Valley planning, summarizes key elements or characteristics of each section and summarizes the major issues that resulted in the endorsed Pleasant Valley Concept Plan. Taken together these Goals, Policies and Action Measures sections provide the basis for the Pleasant Valley Plan District map and development code. They amend Volume 2 – Community Development Plan Policies.

The Goals, Policies and Action Measures included in this chapter are:

10.700 Pleasant Valley Plan District
10.701 Urbanization Strategy and Land Use Planning
10.702 Town Center
10.703 Residential Land Use/Neighborhoods
10.704 Employment and Other Commercial
10.705 Natural Resources
10.706 Green Development
10.707 Cultural and Natural History
10.708 Schools
10.709 Transportation

The above listed Goals, Policies and Actions Measures are adopted as Sections 10.700 through 10.709 and are located in Volume 2 of the Gresham Community Development Plan.

The *Concept Plan* also resulted in goals for Public Facilities (10.720), Water (10.721), Wastewater (10.722), Stormwater (10.723) and Parks (10.724). Those are located in the Public Facility Plan (Chapter 8). ***These Public Facilities Goals, Policies and Actions Measures are adopted as Sections 10.720 through 10.724 and are located in Volume 2 of the Gresham Community Development Plan.***

CHAPTER 5 – LAND USE

Introduction

The land use chapter begins with a brief description of the Pleasant Valley Plan District by summarizing:

- The overall vision and future land use patterns for Pleasant Valley.
- The major elements of the Pleasant Valley Plan District Map (Plan Map). The Plan Map is included as Figure 1 and will amend Volume 2 – Community Development Plan Policies as map Appendices E.
- Tables that show the assumptions used in calculating housing and job capacity.
- The major elements of the proposed Pleasant Valley Plan District Development Code.

This land use chapter then includes the proposed Pleasant Valley Plan District Development Code. This will amend Volume 3 – Community Development Code. The format of the proposed development code amendments has a left side *commentary* page and an opposite right side proposed code page. The *commentary* provides brief explanation or findings for the proposed code.

Future Land Use Patterns

The Pleasant Valley Plan District provides the basis for a land use plan that is consistent with the goals of the Concept Plan. The central theme of creating an urban community through the integration of land use, transportation, and natural resource protection is reflected by the following key elements of the Plan District:

- A mixed-use town center as the focus of retail, civic, and related uses.
- A variety of housing organized in eight neighborhoods. The variety includes low, medium and high-density housing with standards that guide how variety is planned within neighborhoods.
- Planned housing that is 50 percent attached, 50 percent detached, and has an overall density of 10 dwelling units per net residential acre. The estimated housing capacity is approximately 5,000 dwellings.
- Two 5-acre mixed-use neighborhood centers.
- Employment opportunities as provided in the town center, mixed-use employment district, and general employment districts, and as home-based jobs. Employment capacity is estimated at approximately 5,000 jobs.
- A framework for protection, restoration, and enhancement of the area's streams, flood plains, wetlands, riparian areas, and major tree groves through the designation of areas as "environmentally sensitive/restoration areas" (ESRAs).
- Designation of a "neighborhood transition design area" adjacent to the ESRA so that neighborhood development is compatible with adjacent green corridors.
- A new elementary school and middle school located adjacent to 162nd Avenue.
- Nine neighborhood parks dispersed throughout and a 29-acre community park centrally located between the utility easements north of Kelley Creek.
- A "green" stormwater management system intended to capture and filter stormwater close to the source through extensive tree planting throughout the valley, "green" street designs, swale conveyance, and filtration of run-off, and strategically placed stormwater management facilities.
- A network of trails including east-west regional trails paralleling Kelley Creek and north-south regional trails following the BPA power line easement.

- A reorganization of the valley's arterial and collector street system to create a connected network that will serve urban levels of land use and all modes of travel.
- Re-designation of Foster Road from arterial to local street status between Jenne Road and Pleasant Valley Elementary School. The intent is to preserve the two-lane tree-lined character of Foster Road and to support restoration efforts where Mitchell Creek and other tributaries flow into Kelley Creek.
- A network of transit streets that serve three mixed-use centers and seven nodes of attached housing.
- The location of major roads away from important historic resources and "park blocks" that connect the town center to the historic central section of Foster Road.

Pleasant Valley Plan District Map And Code

Plan District Map

The Pleasant Valley Plan District Map (Figure 1) will serve as the key regulatory map for land use in Pleasant Valley. The Plan District Map includes the following land use types: residential, mixed use and employment areas, park-schools-other overlays, and environmentally sensitive/restoration areas. These land use designations are estimated to provide a capacity for approximately 5,000 dwellings and 5,000 jobs. The housing distribution is planned as a 50/50 split of attached and detached dwellings that average 10 dwelling units per net residential acre. Highlights of the Plan District map include the following.

- *Residential Lands.* The Concept Plan classified residential lands into two general types: Attached and Detached Residential. The Plan Map refines this classification to carry it one step closer to zoning by creating *three* types of residential sub-districts: Low Density Residential, Medium Density Residential and High Density Residential.

- *Mixed Use and Employment Areas*. The Town Center Sub-District is intended to primarily serve the needs of the local community and to include a mix of retail, office, civic, and housing opportunities. The Neighborhood Center Sub-District is intended to provide for a mix of local retail, service, office, and live-work uses for adjacent neighborhoods. The Mixed-Use Employment Sub-District is intended to provide support services for the town center as well as local service and is primarily office and retail uses. Housing is allowed in mixed-use buildings. The Employment Center Sub-District is primarily intended to provide for business/office park, medical, and other employment opportunities. Emphasis is placed on business suited to high environmental quality setting.

- *Parks, Schools, and Other Overlays*. The Plan Map includes five "overlay sub-districts": Elementary School, Middle School, Neighborhood Park, Community Park, and Neighborhood Transition Design Areas (NTDA). These overlays are consistent with the designations of the same names that were endorsed on the Concept Plan.

  The use of the term "overlay" means that each area has underlying base zoning which is integrated with the standards in an overlay subdistrict. For schools and parks, the base zoning is Low Density Residential. The effect of the overlay is to indicate where a park or school is intended. The Plan District Map overlay does not bind the property to only a park or school use.

  The NTDA is established for the purpose of establishing design guidelines and encouraging (but not requiring) certain uses in the 100-foot wide area adjacent to the Environmentally Sensitive/Restoration Areas.

- *Environmentally Sensitive/Restoration Areas*. The ESRA sub-district follows the ESRA designation as it was endorsed on the Concept Plan. The area shown as ESRA will need to be reconciled with the outcome of the Goal 5 ESEE analysis.

- *How the Sub-district Boundaries Were Established*. Most of the work on the Plan Map focused on the conversion of the Attached and Detached Residential Concept Plan designations into Low, Medium, and High Density Residential Sub-district designations. The following guidelines were used:

  - The plan district boundaries should follow property lines where they are close enough to the Attached-Detached boundaries to be consistent with the overall direction of the Concept Plan.

  - If a property needs to be split-zoned to implement the Concept Plan, the boundary should occur at the midpoint of the parcel, at a point that is an even proportion, or at a logical dimension from one of the sides. Like uses should face each other along streets whenever possible.

  - High-density residential areas should be carefully dimensioned and located so they are nodal, generally not larger that about 5-6 acres (except at the town center), and support transit corners and centers as focal points.

- *Housing and Employment Capacity Estimates*. The Pleasant Valley Plan Map has an estimated housing and employment capacity that is very close to the Concept Plan. It implements the key capacity estimates developed for the Concept Plan of approximately 5,000 dwelling, 5,000 jobs, a 50/50 split of attached to detached housing, and an average of 10 dwelling units per net residential acre. The following tables illustrate assumptions used arriving at the capacity estimates.

Table 1 - Pleasant Valley Buildable Lands
Gross Buildable Acres by Classification

Gross Buildable Acres	**Plan Data Estimates**
Environmentally Constrained[2]	498.2
Committed Lands[3]	85.3
Utility Easements[4]	42.9
Collector and arterial roadway[5]	73.9
Parks	46.1
Elementary School	19.1
Middle School	17.8
Detached Residential (Low Density)	456.3
Attached Residential (Medium Density)	154.3
High Density Residential	30.6
Town Center	16.9
Employment	45.0
Mixed-Use Employment	34.7
Mixed-Use Neighborhood	8.7
Total	**1529.8**

[2] Includes ESRA and Metro Open Space
[3] Reflect high-value parcels that are likely to remain as existing use
[4] BPA and Northwest Gas Utility Easements
[5] Proposed collector/arterial right-of-way

Table 2 - Pleasant Valley Buildable Lands Analysis Gross to Net Adjustment Assumptions				
Uses	**Gross Buildable Acres[6]**	Deduct for **Local Streets**	 **Churches Fraternal[7]**	**Net Buildable Acres**
Low Density (Detached Residential)	456.3	22%	2%	346.8
Medium Density Residential	154.3	22%	4%	114.1
High Density Residential	30.6	22%	2%	23.3
Town Center	16.9	15%	0%	14.4
Employment	45.0	15%	0%	38.3
Mixed-Use Neighborhood	8.7	15%	0%	7.4
Mixed-Use Employment	34.7	15%	0%	29.5
Total	**641.2**			**484.2**

[6] Reflects land net of committed lands
[7] Assumes 1.4 acres per 1,000 population and 2.3 people per attached dwelling and 2.7 people per attached dwelling.

Table 3 - Pleasant Valley Buildable Lands Analysis

Density Assumptions

Low Density Residential (6.2 DU/Acre)	Range (SF)	Assumed Avg. (SF)	Distribution of Land	Distribution of Acres	Distribution of DUs	New Dwellings	Distribution of All DUs	Goal
Large Lot	7,500-10,000	8,750	37%	128	30%	639	13%	
Standard Lot	5,000-7,500	6,250	63%	218	70%	1,523	31%	
I. Total	**--**	**--**	**100%**	**346.8**	**100%**	**2,161**	**44%**	**50%**

II.

Medium Density Residential (18.5 DU/Acre)	Range (DUs/Ac.)	Assumed Avg. DUs/Ac.	Distribution of Land	Distribution of Acres	Distribution of DUs	New Dwellings	Distribution of All DUs	Goal
Small Lot	3,000-5,000	8	30%	34	13%	274	6%	
Rowhouses/Plexes	15-20	18	25%	29	24%	514	11%	
Condos	20-30	22	14%	16	17%	352	7%	
Apartments	20-30	24	24%	27	31%	657	14%	
Senior	20-60	40	7%	8	15%	320	7%	
III. Total	**--**	**--**	**100%**	**114.1**	**100%**	**2,116**	**43%**	**40%**

IV.

High Density Residential (10.6 DU/Acre)	Range DUs/Ac.	Assumed Avg. (DUs/Ac.)	Distribution of Land	Distribution of Acres	Distribution of DUs	New Dwellings	Distribution of All DUs	Goal
Rowhouses/Plexes	15-20	18	5%	1	5%	21	0%	
Condos	20-30	22	35%	8	30%	179	4%	
Apartments	20-30	24	45%	10	43%	251	5%	
Senior	20-60	40	15%	3	24%	140	3%	
Total	**--**	**--**	**100%**	**23.3**	**100%**	**591**	**12%**	**10%**
						25.4		
Grand Total (All Dwellings)				**484**		**4,869**	**100%**	**100%**

Mixed-Use Neighborhood – Housing	Floor Area (SF)	Average SF/DU	Dwelling Units
Retail Floor Area	29,000	--	--
Upper Level Housing	9,570	950	10

**Assumes 33% of commercial retail floor area includes upper level housing*

Town Center – Housing	Floor Area (SF)	Average SF/DU	Dwelling Units
Retail Floor Area	113,000	--	--
Upper Level Housing*	37,290	950	39

**Assumes 33% of commercial retail floor area includes upper level housing.*

Town Center – Jobs	Range (FAR/Ac)	Assumed (FAR/Ac)	Distribution of Land	Distribution of Acres	Floor Area (SF)	Floor Area SF Per Job	New Jobs	Dist. of Jobs
Retail	0.20 – 0.30	0.30	60%	9	113,000	550	205	32%
Office	0.35 – 0.70	0.70	30%	4	131,000	350	375	59%
Civic	0.20 – 0.70	0.70	10%	1	44,000	750	58	9%
V. Total	**--**	**--**	**100%**	**14.4**	**288,000**	**--**	**639**	**100%**

VI.

Employment Center – Jobs	Range (FAR/Ac)	Assumed (FAR/Ac)	Distribution of Land	Distribution of Acres	Floor Area (SF)	Floor Area SF Per Job	New Jobs	Dist. of Jobs
Light Industrial	0.20 – 0.30	0.30	50%	19	250,000	500	500	32%
Office	0.35 – 0.50	0.50	40%	15	333,000	350	952	60%
Other	0.20 – 0.40	0.35	10%	4	58,000	450	130	8%
VII. Total	--	--	**100%**	**38.3**	**641,000**	**--**	**1,582**	**100%**

Mixed-Use Neighborhood – Jobs	Range (FAR/Ac)	Assumed (FAR/Ac)	Distribution of Land	Distribution of Acres	Floor Area (SF)	Floor Area SF Per Job	New Jobs	Dist. of Jobs
Retail	0.20 – 0.30	0.30	30%	2	29,000	550	53	17%
Office	0.30 – 0.40	0.40	70%	5	90,000	350	258	83%
VIII. Total	**--**	**--**	**100%**	**7.4**	**119,000**	**--**	**310**	**100%**

Mixed-Use Employment	Range (FAR/Ac)	Assumed (FAR/Ac)	Distribution of Land	Distribution of Acres	Floor Area (SF)	Floor Area SF Per Job	New Jobs	Dist. of Jobs
Office	0.45 – 0.55	0.50	90%	27	578,000	350	1,652	94%
Other	0.20 – 0.40	0.35	10%	3	45,000	450	100	6%
IX. Total	**--**	**--**	**100%**	**29.5**	**623,000**	**--**	**1,752**	**100%**

Mixed-Use Employment – Housing	Floor Area (SF)	Average SF/DU	Dwelling Units
Office Floor Area	578,000	--	--
Upper Level Housing*	115,600	950	122

**Assumes 20% of commercial retail floor area includes upper level housing*

Table 4 - Pleasant Valley Buildable Lands Analysis

Summary of Development Capacity

New Dwelling Capacity		
Low Density Residential (new)		2,161
Medium Density Residential (new		2,116
High Density Residential (new)		591
Town Center (new)		39
Mixed-use Neighborhood Center (new)		10
Mixed-use Employment (new)		122
	Subtotal	**5,040**
Less Displaced Dwellings		100
	Total New Dwellings at Buildout	4,940
Plus Existing Dwellings		126
Total Dwellings/HHs at Buildout		5,066
Net New acres of Residential Land		484
New Dwellings Per Net Acre*		**10.06**
Net New Population Estimate		**11,913**
Total Population at Buildout		**12,217**
Avg. Household Size**		2.41
New Job Capacity***		
Retail/Other		487
Office		3,237
Light Industrial		500
Civic		58
Schools		130
Work at Home Jobs******		507
	Subtotal	**4,919**
Plus Existing Jobs		50
	Total Jobs	**4,969**

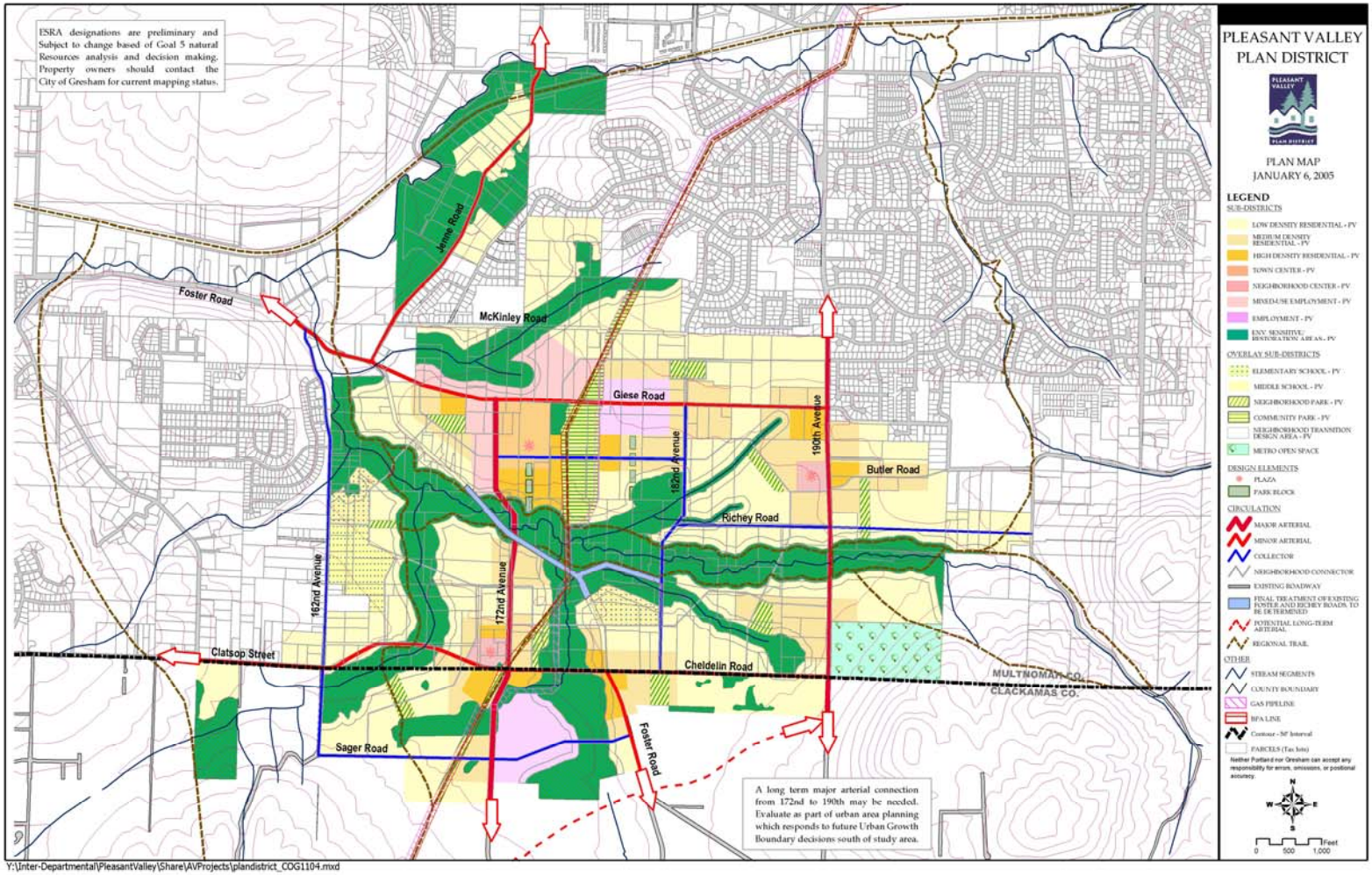
* Does not include dwellings in mixed-use zones.

** Assumes 2.7 people per attached dwelling and 2.3 people per attached dwelling. Derived from 2000 Census for Clackamas County.

*** Assumes 50 staff at elementary school and 80 staff at the middle school.

**** Assumes 10% of total dwellings each have one work-at-home job.

Figure 1 – Pleasant Valley Plan District Plan



Plan District Code

The draft Pleasant Valley Plan District code implements the Concept Plan map and associated goals, policies, and action measures. The format generally follows that of Gresham's Community Development Code due to the large area that will be under Gresham's jurisdiction as lands are annexed.

- *The Pleasant Valley Plan District is the term used to describe the code chapter and the entire Pleasant Valley area.* It has eight Sub-districts (zones) that correspond to the Plan District Map. Three Sub-districts (LDR-PV, MDR-PV, HDR-PV) are residential districts. Three Sub-districts are commercial and mixed-use (TC-PV, NC-PV and MUE-PV). A seventh Sub-district is employment (EC-PV), and the eighth Sub-district is environmental (ESRA-PV). A detailed report on the ESRA-PV subdistrict is contained in the Natural Resources chapter. Each of the sub-districts includes a purpose and characteristics section. These statements were originally established as part of the Pleasant Valley Concept Plan Implementation Strategies. They establish a direction for future land uses in each sub-district.
- *There are "permitted uses" tables for the residential sub-districts and for the commercial/mixed-use and employment sub-districts.* Land use standards are based on Gresham's existing land use nomenclature, updated to respond to the unique standards needed for Pleasant Valley. Permitted uses (types of housing, densities, types of commercial and mixed-use uses, and employment uses) are intended to reflect uses identified in the Pleasant Valley Concept Plan. Live-work units are proposed in the MDR-PV, HDR-PV, TC-PV, NC-PV, and MUE-PV sub-districts.
- *There are development standards tables for the residential Sub-districts and for the commercial/mixed-use and employment Sub-districts.* Development standards generally are based on Gresham's existing land use nomenclature, updated to respond to the unique development standards needed for Pleasant Valley. The development standards (lot sizes, setbacks, height, design, landscaping, etc.) are intended to reflect development characteristics identified in the Pleasant Valley Concept Plan.
- *There are five overlay Sub-districts covering Schools, Parks, and the Neighborhood Transition Design Areas (NTDA).* The use of the term "overlay" means that each area has underlying base zoning. For schools and parks, the base zoning is Low Density Residential. The effect of the overlay is to indicate where a park or school is intended. This approach does not bind the property to only a park or school use. The NTDA is established for the purpose of establishing design guidelines and encouraging (but not requiring) certain uses in the 100-foot wide area adjacent to the Environmentally Sensitive/Restoration Areas.
- *Green Development Practices.* Green development practices are a toolbox of techniques that mimic and incorporate predevelopment hydrology of a site into future development. The intent is to minimize potential adverse impacts of stormwater run-off to water quality, fish and other wildlife habitat, and flooding. The use of green development practices enhances water quality and controls the stormwater flow utilizing techniques of retention, infiltration, and evapotranspiration to treat runoff and reduce the volume of stormwater.
- *Pleasant Valley Master Plan.* A unique aspect of the Pleasant Valley Plan District is a master plan requirement. Master plans would be required concurrent with applications for annexation and zoning (plan map amendment). A purpose of the master plan requirement is to help ensure that the Pleasant Valley Plan District Map is implemented consistent with the adopted policies, and in a way that allows for cohesive and livable neighborhoods and the provision for public infrastructure and services. A petitioner for annexation would be

required to prepare a master plan for approval prior to the City annexing and zoning the property.

- *Cross-references* to existing code sections and other codes/plans are incorporated where applicable. Examples include standards for the street network plan, green development practices, design review, parking, and signage.
- *A set of illustrations* is included in the draft code and is intended as a guideline for development standards. See example below.

Illustrative plan for three neighborhoods.

The Pleasant Valley Plan District is adopted as Section 4.1400 of Volume 3 of the Gresham Community Development Plan.

CHAPTER 6 – NATURAL RESOURCES

INTRODUCTION

The intent of Oregon Statewide Planning Goal 5 is "To protect natural resources and conserve scenic and historic areas and open spaces. Local governments shall adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations. These resources promote a healthy environment and natural landscape that contributes to Oregon's livability."[8]

This report documents the Goal 5 process for Pleasant Valley that was begun during the *Concept Plan* and completed during the *Implementation Plan* project. The Natural Resources task completes one of the three central elements in the effort to create an urban community through the integration of land use, transportation, and natural resources. It consists of the following:

- ***Natural Resource Inventory*** - The inventory included here was largely based on information collected during the Concept Planning phase. The purpose of the inventory was to document the quantity and quality of the characteristic vegetation, wildlife habitat, streamside areas, sensitive species, and other natural features in the Pleasant Valley study area.

- ***Significance Determination*** – This section evaluates and determines which resources identified in the inventory are significant. A set of mapping criteria was developed and a computer mapping exercise was used to assist in the process. Nine different basic functions were used to provide the foundation for the significance determination.

- ***ESEE Analysis*** - An ESEE analysis describes the different types of land uses that impact streamside areas, wetlands, and upland forest. Specifically, it analyzes the economic, social, environmental, and energy (ESEE) consequences that could result from a decision to allow, limit, or prohibit certain uses in the significant resource areas (Environmentally Sensitive Restoration Area (ESRA)).

- ***ESRA Funding Strategy*** – This section provides preliminary costs estimates and strategies for acquisition, conservation easements, habitat restoration and maintenance of ESRA lands. It includes a set of potential funding strategies and a list of federal, state, regional and local programs.

- ***ESRA Development Code*** – This is proposed development amendments to Volume 3 – Community Development Code that establishes an environmental land use district for the Pleasant Valley Plan District. This proposed amendment implements the natural resources regulatory protection plan for the identified Goal 5 resources in Pleasant Valley.

Supplementing this report is the Natural Resources Goal (10.705) that is included in Chapter 4. It was adopted by the Pleasant Valley Steering Committee and then refined during the Implementation Plan. It includes a background, a summary of major issues and proposed goals, policies and action measures. ***The Pleasant Valley Natural Resources report is adopted as Appendix 43 of Volume 1 of the Gresham Community Development Plan.***

[8] OAR 660-015-0000(5)

CHAPTER 7 – TRANSPORTATION SYSTEM PLAN

Introduction

The purpose of the Pleasant Valley Transportation System Plan (TSP) is to establish a framework for addressing the transportation needs for this new urban community as urbanization occurs with the implementation of the Pleasant Valley Plan District. It is important that this TSP works within the framework provided by other related state, regional and local plans.

The Pleasant Valley TSP is not intended to be a "stand-alone" TSP but rather will be used by the Cities of Gresham and Portland to amend their respective Transportation System Plans specific to Pleasant Valley. For the City of Gresham it will amend Volume 4 – Transportation System Plan, Gresham Community Development Plan

Transportation System Plan

- Section 1 -- Planning Framework
- Section 2 -- Policies and Strategies
- Section 3 -- System Inventory and Assessment
- Section 4 -- Forecast and Alternatives
- Section 5 -- System Plans
- Section 6 -- Implementation – Projects and Funding

Plans for new urban areas must follow the requirements and guidelines of Title 11 of Metro's Urban Growth Management Functional Plan. Title 11 requires the following concerning transportation:

> *A conceptual transportation plan consistent with the applicable provisions of the Regional Transportation Plan, Tile 6.4 of Regional Transportation Plan [replaced Title 6 of the Urban Growth Management Functional Plan], and that is also consistent with the protection of natural resources either identified in acknowledged comprehensive plan inventories or as required by Title 3 of the Urban Growth Management Functional Plan. The plan shall, consisting with OAR Chapter 660 Division 11, including preliminary cost estimates and funding strategies, including likely financing approaches.*
>
> *An urban growth diagram … showing … general locations of arterial, collector, and essential streets.*

A conceptual facilities and services plan for transportation was developed as part of the *Concept Plan* project. Needed transportation facilities for the planned new urban uses were identified, rough cost estimates and likely funding strategies were developed, and a map depicting the general location arterial, collector and connecting local streets was included.

As a follow up to the concept planning, the *Implementation Plan* further defines the transportation system for the area by including the following elements:

- Functional Classification for Streets
- Street Design Types
- Connectivity Plan
- Bike and Trail Plan
- Illustrative Street Plan
- Transit Plan

The *Implementation Plan* project also identified transportation elements for a Public Facility Plan, consistent with Oregon Administrative Rules, specifically OAR 660-011-00. These elements are similar to those required for a Transportation System Plan, consistent with Oregon Administrative Rules, specifically OAR 660-012-00. Key requirements of the Transportation System Planning Rule include:

- A determination of transportation needs
- A road system of arterials and collectors and standards for the layout of local streets and other important non-collector street connections
- A public transportation plan
- A bicycle and pedestrian plan
- A transportation financing program including a list of planned transportation facilities and major improvement; a general estimate of the timing for facilities and improvements; a determination of rough cost estimates; and policies to guide selection of facility and improvement projects.

A key component to the successful implementation of the Transportation System Plan is the coordination of the multiple government agencies involved in Pleasant Valley, most notably the cities of Gresham and Portland. A March 2004 Gresham and Portland IGA provides a map showing future governance and urban services boundary for the two jurisdictions and generally provides the urban services will be provided by Gresham in areas that Gresham annexes (Area A) and by Portland in areas Portland annexes (Area B). Transportation services currently involved agreements with Multnomah County, which currently controls public roads in Pleasant Valley. The future status of roads in Pleasant Valley is part of an on-going discussion between Gresham and Portland. For planning purposes, the TSP assumes all major roads in Area A will belong to Gresham and conform to City of Gresham street design standards.

For the remainder of Pleasant Valley, which is in Clackamas County (Area C), a final decision on who will provide transportation services to most of this area has not yet been determined. The Cities of Portland and Gresham can serve this area, but do not have agreements in place with the county for doing so.

For planning purposes and to demonstrate that the area can urbanize in a manner that complies with Goal 11, the TSP assumes the cities of Portland and Gresham will serve the balance of Area C. The cities have plans in place that demonstrate its capacity to serve Area C. It can be noted that Clackamas County is a potential transportation service provider in Area C.

The proposed Pleasant Valley TSP combines the results of the *Concept Plan* transportation inventory, needs analysis and the goals and policies development that resulted in conceptual transportation plan with the results of the *Implementation Plan* that details street classifications, street designs, connectivity and bike/pedestrian plans along and a public facility plan.

The Pleasant Valley Transportation System Plan is adopted as Chapter 8 of the Gresham Transportation System Plan (TSP), Volume 4 of the Gresham Community Development Plan.

CHAPTER 8 – PUBLIC FACILITIES PLAN

Introduction

The purpose of the Pleasant Valley Public Facilities Plan (PFP) is to establish a framework for how necessary urban services, water, wastewater, stormwater and parks, will be developed and maintained as urbanization occurs with the implementation of the Pleasant Valley Plan District. The PFP for transportation is included as part of a separate Transportation System Plan.

The Pleasant Valley PFP is not intended to be a "stand-alone" PFP but rather will be used by the Cities of Gresham and Portland to amend their respective Public Facilities Plans specific to Pleasant Valley. For the City of Gresham it will amend Volume 2 – Policies, Gresham Community Development Plan. After this introduction following PFP amendments are proposed:

- 10.720 Public Facilities
- 10.721 Water System
- 10.722 Wastewater System
- 10.723 Stormwater Management System
- 10.724 Parks and Recreation System

As required by Title 11 Metro Urban Growth Management Functional Plan a conceptual level services plan for the provision of wastewater, water, stormwater and parks was developed as part of the *Concept Plan* project. Needed facilities for the planned new urban uses were identified, rough cost estimates and likely funding strategies were developed, and maps depicting the general location of public facilities were included.

During the *Implementation Plan* project the PFP, consistent with Oregon Administrative Rules, specifically OAR 660-011-000, was drafted. Addressing relevant administrative rule requirements related to public facilities is appropriate as multiple jurisdictions and service providers share responsibility for delivering public services to Pleasant Valley and, therefore, assuring coordination of service delivery an important part of this plan. Key requirements of the Public Facility Planning Rule (OAR 660-011-010) include:

<u>660-011-0010 The Public Facility Plan</u>

(1) The public facility plan shall contain the following items:
   - (a) An inventory and general assessment of the condition of all the significant public facility systems which support the land uses designated in the acknowledged comprehensive plan;
   - (b) A list of the significant public facility projects, which are to support the land uses designated in the acknowledged comprehensive plan. Public facility project descriptions or specifications of these projects as necessary;
   - (c) Rough cost estimates of each public facility project;
   - (d) A map or written description of each public facility project's general location or service area;
   - (e) Policy statement(s) or urban growth management agreement identifying the provider of each public facility system. If there is more than one provider with the authority to provide the system within the area covered by the public facility plan, then the provider of each project shall be designated;
   - (f) An estimate of when each facility project will be needed; and

(g) A discussion of the provider's existing funding mechanisms and the ability of these and possible new mechanisms to fund the development of each public facility project or system.

The Public Facility Planning Rule is intended to implement Statewide Land Use Planning Goal 11 "…to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development."

Specific goal requirements that are relevant to the Pleasant Valley urban area include:

- Cities or counties shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons.
- A "timely, orderly and efficient arrangement" refers to a system or plan that coordinates the type, locations and delivery of public facilities and services in a manner that best supports the existing and proposed land uses.

For each of these urban services, the PFP provides an assessment of existing conditions; a summary of future needs, a financial plan discussion, and recommended goals and policies and action measures. A capital improvements list provides a detailed list of the projects necessary in Pleasant Valley to accommodate planned urban development over the next twenty years. Maps showing the locations of the capital improvement projects are also included.

A key component to the successful implementation of the Public Facilities Plan is the coordination of the multiple government agencies involved in Pleasant Valley, most notably the cities of Gresham and Portland. A March 2004 Gresham and Portland IGA provides a map showing future governance and urban services boundary for the two jurisdictions and generally provides the urban services will be provided by Gresham in areas that Gresham annexes (Area A) and by Portland in areas Portland annexes (Area B). The PFP addresses the roles of city and county jurisdictions and other districts in the delivery of urban services to Pleasant Valley.

For the remainder of Pleasant Valley, which is in Clackamas County (Area C), a final decision on who will provide services to most of this area has not yet been determined. The Cities of Portland and Gresham can serve this area, but do not have agreements in place with the county for doing so. The City of Happy Valley annexed a portion of the area south of Clatsop Street and west of 156th Street (Area D). Happy Valley will serve that area and is responsible for public facility planning in that area.

For planning purposes and to demonstrate that the area can urbanize in a manner that complies with Goal 11, the PFP assumes the cities of Portland and Gresham will serve the balance of Area C. The cities have plans in place that demonstrate its capacity to serve Area C. It can be noted that there are other potential service providers in Area C: Clackamas County Sewer District #1 (sewer), Sunrise Water Authority (water) and City of Happy Valley (parks). Servicing options for these providers, however, are not presented in this plan.

Providing services in Pleasant Valley requires developing and implementing capital improvement plans. Future needs are generally divided into short-term and long-term needs. Short-term priorities are established in approved capital improvement plans that usually cover a 5-year horizon. The intent of these plans is to establish the phasing sequence for major projects over a five-year period, so that as year 1 projects are completed, year 2 projects move forward on the priority list.

Long-range capital improvement needs are determined through master plans that generally have a 20-year planning horizon. System master plans are long-range plans that generally include an analysis of existing conditions, including existing service deficiencies, an analysis of capital improvement needs based on forecast growth projections, and a financing strategy. Most of the projects outlined in this public facility plan are not included in the adopted master plans and, therefore, are listed in the PFP as implementation projects. In general, projects listed in a master plan go through several steps before construction begins, including detailed design and engineering. This work is usually scheduled through the CIP process. While short-term CIPs are approved legislatively, they are non-binding. Annually, service providers approve funding for specific capital projects through the budget process.

The resources and methods used to build and operate the systems outlined in this PFP are a function of their finance structure. Water, wastewater, and stormwater systems are enterprise functions, meaning these services need to be self-supporting. Costs and revenues associated with enterprise functions are dedicated to that service and may not be used for other government functions. The enterprise structure employed for these systems provides a relatively stable financial structure on which to plan and finance capital improvements.

Most capital improvements related to utility services (water, wastewater and stormwater) are financed using a combination of SDC fee revenue - especially for growth related improvements - and retained earnings from utility operations (rate revenue). In the past revenue bonds have been issued to build major improvements, such as new water reservoirs or improvements to the sewage treatment plant, and pledged repayment from these sources. Local improvement districts have also been used to capitalize bond issues for utility improvements.

Park and open space services are accounted for in the General Fund. General fund revenues are discretionary and, therefore, not specifically dedicated. System development charges are collected for capital improvement projects.

Property owners and private developers are required to build and dedicate the necessary public infrastructure that serves their property. When development projects are approved, conditions of approval usually include exactions, which may include on-site and off-site improvements. When a developer is required to oversize a public improvement to serve other development, local governments must reimburse the developer for the portion of benefit that accrues to surrounding properties. Sometimes this is done directly, using accumulated SDC funds or retained earnings, or through the formation of a reimbursement district. The U.S. Supreme Court has elevated the need for equity in the exaction process since the Dolan decision. Private contributions will continue to play an important role in extending public infrastructure to developing areas, but they cannot be relied on to subsidize or augment public resources beyond the level of impact associated with the particular development. Their contribution, therefore, is in enabling service extensions earlier than would otherwise be the case if the city were financing service extensions. Other than this “cash flow” and timing benefit, private contributions are not relied on as a source for funding the extension of public services.

The Pleasant Valley Public Facilities Plan is adopted as Sections 10.720 through 10.724 of Volume 2, Gresham Community Development Plan.

CHAPTER 9 – UGMFP TITLE 11

Introduction

This chapter describes how the Pleasant Valley Plan District complies with Title 11 of the Metro Urban Growth Management Functional Plan (UGMFP).

In December 1998, the Metro Council brought the Pleasant Valley area into the Urban Growth Boundary (UGB). Land brought into the UGB is subject to Title 11: Planning for New Urban Areas.

> *It is the purpose of Title 11 to require and guide planning for conversion from rural to urban use of areas brought into the UGB. It is the intent of Title 11 that development of areas brought into the UGB implement the Regional Framework Plan and 2040 Growth Concept. (3.07.1105 – Purpose and Intent)*
>
> *All territory added to the Urban Growth Boundary … shall be subject to adopted comprehensive plan provisions consistent with the requirements of all applicable titles of the Metro Urban Growth Management Functional Plan and, particularly, this Title 11. The comprehensive plan provisions shall be fully coordinated with all other applicable plans. The comprehensive plan provisions shall contain an urban growth plan diagram and policies that demonstrate compliance with the RUGGOs, including the Metro Council adopted 2040 Growth Concept design types. (3.07.1120 – Plan Requirements)*

Addressing the planning requirements of Title 11 was recognized as important early in the efforts to create a Pleasant Valley plan. The Pleasant Valley Concept Plan Steering Committee adopted a series of Goals that reflected the vision and values underlying the Concept Plan. The Steering Committee also adopted, with the plan Goals, planning parameters that included: "*Section 3.07.1120 of Metro Title 11 will be considered during the preparation and evaluation of the Concept Plan. This section is excerpted below*." It then listed the code sections.

Additionally, Metro staff has had a key partnership role throughout the project. They were on the Concept Plan Steering Committee and the Implementation Plan Advisory Group. They were one of four Concept Plan project managers with Gresham, Portland, and Otak (lead consultant firm). They had key roles in the Land Use and Transportation plan elements. They also were members on the Parks, Natural Resources and Public Involvement work teams. They provided significant support services from the Data Resource Center (GIS mapping and Transportation modeling) and Creative Services (newsletters and forum reports). During the Implementation Plan phase Metro staff (land use and transportation and Powell/Foster project) were on the Technical Advisory Committee and participated in the land use and transportation work teams.

In May 2002 the Steering Committee adopted a Concept Plan that is presented in the Pleasant Valley Concept Plan *Summary and Recommendations* and *Implementation Strategies* documents. Findings that "these recommendations are intended to fulfill Metro Title 11 requirements" are made in the *Summary and Recommendations* document for Section 3.07.1120. In summer 2002, the Metro Council along with Gresham and Portland Councils, and Multnomah and Clackamas County Commissions passed a

resolution to 1) accept the Steering Committee Concept Plan recommendations; 2) use the Concept Plan as the basis for Implementation; and 3) continue the partnership.

Title 11 requires the submittal to Metro of the following:

> *On or before 60 days prior to the adoption of any comprehensive plan amendment subject to this Title 11, the local government shall transmit to Metro the following:*
>
> 1. *A copy of the comprehensive plan amendment proposed for adoption;*
> 2. *An evaluation of the comprehensive plan amendment for compliance with the Functional Plan and 2040 Growth Concept design types requirements and any additional conditions of approval of the urban growth boundary amendment. This evaluation shall include an explanation of how the plan implements the 2040 Growth Concept;*
> 3. *Copies of all applicable comprehensive plan provisions and implementing ordinances as proposed to be amended. (3.07.1130.A Implementation Requirements)*

The City of Gresham submitted the Planning Commission Draft to Metro on August 13, 2004, and constitutes a copy of the proposed comprehensive plan amendments and applicable plan provisions and implementing ordinance to be amended. This report constitutes the compliance evaluation report. The City of Gresham has scheduled, at the earliest, a December 7, 2004, enactment meeting, so that the 60 days prior provision is met. The City of Gresham, on April 5, 2004, submitted to Metro an earlier draft of the proposed Comprehensive Plan Amendments.

The City of Portland submitted the Staff Proposal to Planning Commission to Metro on April 14, 2004, and constitutes a copy of the proposed comprehensive plan amendments and applicable plan provisions. This report constitutes the compliance evaluation report. The City of Portland anticipates City Council adoption of the Planning Commission recommendation no earlier than September 16, 2004 so that the 60 days prior provision is met. The City of Portland, on July 16, 2004, submitted to Metro a draft of this evaluation report.

Section 3.07.1130.B provides a method of extending timelines for adoption of comprehensive plan amendments required by Title 11. This does not apply, as there was no timeline established for Pleasant Valley by the Metro order.

Organization

The rest of this report is organized to first show the text of a Title 11 or other applicable provision and to second provide brief findings that describe how the proposed Pleasant Valley Plan District comprehensive plan amendments comply with the specific provision and a conclusion.

Section 3.07.1120 Urban Growth Boundary Amendment Urban Reserve Plan Requirements

A – Provision for annexation to a city or any necessary service districts prior to urbanization of the territory or incorporation of a city or necessary service districts to provide all required urban services.

Findings. The Pleasant Valley Plan District area is currently under the jurisdiction of Multnomah County (1,300 acres) and Clackamas County (approximately 230 acres). Both the City of Gresham and the City of Portland have agreements with Multnomah County that provides the authority for the cities to do urban planning and to provide urban services when land is annexed.

The Pleasant Valley Future Governance Map is included in the proposed Pleasant Valley Plan District (Appendix B). This map is included in an Intergovernmental Agreement (IGA) between Gresham and Portland entered into in March 2004. In this IGA the cities agree to future annexation, implementation of the Pleasant Valley Plan District and responsibility for delivery of all urban services to those areas as indicated in the map. The March 2004 IGA is a revision of a December 1998 IGA that had provided future annexation and urban service based on a generalized future boundary between the two. The revision was based on the recommendations of the Steering Committee and additional staff discussions.

The IGA covers these required urban services: general city services; stormwater management; water, sanitary sewer; transportation; fire and emergency services; law enforcement; and parks, open space and recreation. Other urban services such as schools and libraries can continue to be provided by their current service provider.

An *Annexation Analysis and Strategy* was undertaken as part of the *Pleasant Valley Implementation Plan*. The report provides an analysis of the net fiscal position (i.e., surplus or shortfall) of annexation sub-areas of Pleasant Valley, potential revenue sources to close projected funding gaps for capital projects and operations and maintenance, and preliminary conclusions regarding strategies for annexation.

Annexation Goals, Policies and Action Measures are included as part of the proposed Pleasant Valley Plan District. It is included with the City of Portland current submitted materials. It will be included with a separate set of Comprehensive Plan Amendments (CPA 04-1481) for annexations by the City of Gresham. Hearings for CPA 04-1481 are currently scheduled for Planning Commission on September 27, 2004, and for Council on December 7, 2004.

The March 2004 IGA applies only to the Multnomah County portion of the project, although the map does show a recommended boundary between Gresham and Portland if they were to provide governance and urban services in the contiguous Clackamas County portion. There is no current agreement with Clackamas County as to future annexations and urban services in the contiguous Clackamas County portion of the Pleasant Valley Plan District. Clackamas County, the City of Happy Valley and the Sunrise Water Authority participated in the Pleasant Valley planning efforts. The Steering Committee recommended that resolution of this area be included in the Damascus Firehouse Study Group. The Study Group has completed a Memorandum of Understanding (MOU), to which Gresham and Portland are signatory, which addresses this area (identified as Area 'C' in the MOU). It provides for Portland, Gresham, Happy Valley, Damascus (if incorporated) and Clackamas County jointly identifying the municipal governing entity or entities at a meeting in January 2005 with IGAs to be established by June 2006. The participating parties agree in the MOU to use the Pleasant Valley Plan District to guide urbanization of the area.

There is a small, unconnected area in the Pleasant Valley Plan District located south of Clatsop Street and west of 156th Street that includes a mobile home park and which apparently has been annexed or partially annexed by the City of Happy Valley.

Conclusion. Provisions have been made through the Gresham/Portland IGA and the Damascus Firehouse Study Group MOU for future annexations and urban services. The proposed Pleasant Valley Plan District is consistent with this Title 11 section.

B – Provision for average residential densities of at least 10 dwelling units per net developable residential acre.

Findings. The Pleasant Valley Plan District has an overall average density of 10.06 dwelling units per net residential acre, based on 5,066 total dwellings at buildout and 484 net acres of residential land.

The *Concept Plan* provided an overall density of 10 dwelling units per net acre with two broad residential districts: attached and detached residential. Detached housing choices included small lots (3,000-5,000 square feet), standard lots (5,000-7,000 square feet) and large lots (7,500 square feet or larger). The *Plan District* refines residential into three sub-districts: Low, Medium and High Density Residential.

Table 1 summarizes the residential density assumptions for the Pleasant Valley Plan District:

Table 1: Residential Density Assumptions

Low Density Residential (Overall at 6.2 du/acre)	Range	Assumed Average	Acres	New Dwellings
Large Lot	7,500-10,000SF	8,750SF	128	639
Standard Lot	5,000-7,500	6,250SF	218	1,523
Total	**--**	**--**	**346.8**	**2,161**
Medium Density Residential (Overall at 18.5 du/acre)	Range	Assumed Average	Acres	New Dwellings
Small Lot	3,000-5,000 SF	8 du/ac	34	274
Rowhouses/Plexes	15-20 du/ac	18 du/ac	29	514
Condos	20-30 du/ac	22 du/ac	16	352
Apartments	20-30 du/ac	24 du/ac	27	657
Senior	20-60 du/ac	40 du/ac	8	320
Total	**--**	**--**	**114.1**	**2,116**
High DensityResidential (Overall at 25.4 du/acre)	Range .	Assumed Average.	Acres	New Dwellings
Rowhouses/Plexes	15-20 du/ac	18 du/ac	1	21
Condos	20-30 du/ac	22 du/ac	8	179
Apartments	20-30 du/ac	24 du/ac	10	251
Senior	20-60 du/ac	40 du/ac	3	140
Total	**--**	**--**	**23.3**	**591**
Total New Dwellings (Overall at 10.06 du/acre)			**484**	**4,869**

The three proposed sub-districts are intended to provide the 10 dwellings per net residential acre provision through the application of minimum to maximum density ranges and through master planning. The LDR-PV proposes a density range of 5.3 – 7.4 with a mix of standard (70%) and large (30%) lots. There is also provision for accessory dwellings and for duplexes. The MDR-PV proposes a density range of 12 – 20 with a mix of small lots (15%), attached housing at 15-20

(24%) and 20-30 (48%) and elderly housing 20-62 (15%). The HDR-PV proposes two different densities based on if the HDR is next to the Town Center or not. If not next to the Town Center the density range is 20-30 for attached housing and 20-62 for elderly housing. If next to the Town Center it is 30-40 for attached housing and 30-62 for elderly housing.

These provisions for average residential do not include housing planned in the mixed-use sub-districts.

Conclusion. The proposed Pleasant Valley Plan District has provisions for sufficient residential land area with density provisions for at least 10 dwelling units per net acre of developable residential land. The proposed comprehensive plan amendments are consistent with this Title 11 section.

C – Demonstrable measures that will provide a diversity of housing stock that will fulfill needed housing requirements as defined by ORS 197.303. Measures may include, but are not limited to, implementation of recommendations in Title 7 of the Urban Growth Management Functional Plan.

Findings. Pleasant Valley's approach to providing a diversity of housing was integrated with the preparation of the overall plan and evaluation of the mix and density of housing. Key issues related to housing choice addressed by the Pleasant Valley Plan District include, creating nodes of medium and high density housing without having too much of one particular type of housing at each node; providing a diversity of housing that would support employment goals for the area; creating neighborhoods as the organizing structure for the location of various types of housing; and locating higher density attached and detached housing to support the future transit system.

ORS 197.303 is a State planning statute that defines "needed housing." Needed housing in general is the housing types shown to be needed within an urban growth boundary. Additionally, its means, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy, government assisted housing, manufactured dwellings parks, and manufactured dwelling on single lots within single-family dwelling subdivisions.

As part of the Concept Plan project a Residential Focus Group meeting was held. Participants included representatives from Oregon Housing and Community Service; a Realtor; a mixed-use and multi-family developer; a single-family home developer; DLCD; Clackamas County; City of Portland (Planning and PDC); Metro; City of Gresham; and Otak. They discussed what kind of community Pleasant Valley should be; what range of housing types should be provided and what are reasonable ranges for percentages of each type of housing. The result of this focus group was to recommend the housing types and percentages shown in Table 2.

Table 2 – Residential Focus Group Recommendations

Housing Type	**Percentage**
Large Single Family (7,500+ sq. ft. lots)	10%
Standard Single Family (5,000 sq. ft. lots)	25%
Small Single Family (3,000 – 5,000 sq. ft. Lots	5%
Rowhouses/Plexes (18-20 dwelling units/acre)	20%
Condos/Cohousing	5%
Apartments (30-35 dwelling units/acre)	25%
Senior Housing	10%

All of the housing types listed in ORS 197.303, except for manufactured home parks, were included in this original recommendation. As can be seen in Table 1 that, although refined, the general direction of housing types and percentages has been carried through to the proposed Pleasant Valley Plan District. In subsequent evaluations, discussions and public events no need was shown for manufactured parks with the plan area.

Demonstrable measures that provide a diversity of housing include:

1) Permitting these housing types in the three proposed residential sub-districts. The proposed LDR-PV will allow single family and manufactured homes on individual lots with a mix of lot sizes. It will also allow duplexes and accessory dwellings. The MDR-PV will allow single family and manufactured homes on small lots; it will allow attached single-family dwellings and attached dwellings. Attached dwellings are not restricted as to tenure and so apartments, condos and co-housing are allowed. The HDR-PV will allow attached single-family dwellings and attached dwellings. Attached dwellings are not restricted as to tenure and so apartments, condos and co-housing are allowed.

2) Housing is allowed in the three mixed-use sub-districts (TC-PV, MUE-PV and NC-PV). Housing opportunities are focused on mixed-use buildings. The density assumptions for housing in the mixed-use sub-districts are shown in Table 3.

T able 3 – Housing Density Assumptions Mixed-Use Subdistricts

Mixed-use Sub-district	Units
Town Center-PV	39
Mixed-Use Employment-PV	122
Mixed-Use Neighborhood Center-PV	10

3) The MDR-PV, HDR-PV, TC-PV, MUE-PV and NC-PV are all transit/pedestrian districts. The sub-districts are all located on planned transit streets. Because they are transit/pedestrian districts the proposed parking requirements are the same parking requirements used by Gresham in comparable (transit corridor and town center) districts. These parking standards were reviewed as part of Gresham's compliance report for Title 7. Parking standards are less in these districts due to transit and mixed-use development opportunities so that is addresses the parking needs of residents of all types of housing while reducing parking costs.

Conclusion. The Pleasant Valley Plan District has demonstrable measures to provide diversity of needed housing. Those include land use sub-districts that allow identified needed housing with sufficient areas and densities to allow identified percentages of different housing types; provisions for housing in mixed-use districts; and utilizing transit/pedestrian sub-districts and parking standards. The proposed comprehensive plan amendments are consistent with this Title 11 section.

D – Demonstration of how residential developments will include, without public subsidy, housing affordable to households with incomes at or below area median incomes for home ownership and at or below 80% of area median incomes for rental as defined by U.S. Department of Housing and Development for the adjacent urban jurisdictions[9]. Public subsidies shall not be interpreted to mean that following: density bonuses, streamlined

[9] Statistics for analyzing affordable housing are based on current Gresham homeownership markets since Pleasant Valley is more likely to resemble Gresham than Portland.

permitting processes, extensions to the time at which systems development charges and other fees are collected, and other exercises of the regulatory and zoning powers.

Findings. The housing proposed for Pleasant Valley includes homeownership and rental housing opportunities for households at or below median household income. For households at or below $43,442, the median household income for Gresham according to the 2000 Census, the proposed medium and high-density housing is considered affordable.

According to HUD guidelines, housing is affordable if annual mortgage payments are no more than 26 percent of the household's annual income[10]. In Gresham, that would equate to $941 per month. Fannie Mae contends that affordable housing should be dependent on the household's total debt, not just mortgage debt, and recommends a range of 35% to 41% of monthly gross income to determine the range of housing affordability. Both Fannie Mae and HUD consider the following assumptions to be standard lending practices when determining affordable home prices: 30 year mortgage, 6.75 annual interest rate, 90 percent financed. Based on these assumptions, the Fannie Mae mortgage calculator (http://www.fmcalcs.com/tools-tcc/fanniemae/calculator) was utilized to determine a range of affordable home prices. Homes selling for between $91,115 and $156,285 are considered affordable for those at or below median household income. Table 4 below specifies the affordable home selling prices.

Table 4. Affordable Homeownership Prices

% of Mortgage Debt	Actual Dollars of Mortgage Debt	% of Other Debt	Actual Dollars of Other Debt	Affordable Monthly Payment	Home Sales Price
26%	$941	0%	$ -	$1,303	$156,285
26%	$941	9%	$326	$977	$117,185
26%	$941	n/a	N/A	$941	$112,865
26%	$941	15%	$543	$760	$91,155

1. Fannie Mae recommends affordable housing based on household debt ranging from 35% to 41%.
2. Standard lending practices = 30 year mortgage at 6.75% annual interest rate and 90% financing.
3. The Fannie Mae mortgage calculator was utilized to identify the range of affordable housing:

The types of housing that would represent viable development opportunities, based on the local housing market are small lot, townhome and condominium housing[11]. Each of these housing types is within, or below, the high end ($156,285) price for affordable housing. The MDR-PV and HDR-PV housing designations for Pleasant Valley reflect these housing types and comprise 50 percent of Pleasant Valley's projected housing.

Affordable rental housing is defined by Metro as affordable for households at or below 80 percent of the area median household income. For Gresham, this equates to $34,753 as the affordable rental housing income limit. Assuming affordable rent payments do not exceed 30 percent of monthly income, a family of four could afford a monthly rent of $870.[12] A review of rental listings for Gresham indicates that apartment units, at rents ranging from $650 to $900, would provide affordable renting housing for Pleasant Valley[13]. The MDR-PV and HDR-PV housing designations provided by the Pleasant Valley Plan District would allow apartment dwelling units.

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[10] From the Witch Hazel Village Community Plan, June 30, 2003.
[11] RMLS listings were reviewed for Gresham homeownership market.
[12] This calculation was extrapolated from 2004 HUD income guidelines.
[13] www.rent.com rental listings were reviewed for Gresham rental housing market.

Although not specifically quantifiable provisions for mixed-use, work-live, small lot and other housing all on transit corridors provide opportunities to replace transit and/or living near or at where you work for a car payment which then could be applied to mortgage or rent payments thus promoting affordable housing.

Conclusion. The Pleasant Valley Plan District provides affordable rental and homeownership opportunities. It is important to note, however, that the estimates of affordable housing as outlined above are based on a snapshot in time, and generic housing affordability variables. If any of those variables change, like interest rates increasing, the opportunity for affordable housing will also change. The proposed comprehensive plan amendments are consistent with this Title 11 section.

E – Provision for sufficient commercial and industrial development for the needs of the area to be developed consistent with the 2040 Growth Concept design types. Commercial and industrial designations in nearby areas inside the Urban Growth Boundary shall be considered in comprehensive plans to maintain consistency.

Findings. The Pleasant Valley Plan District includes four sub-districts to accommodate commercial and/or industrial development: Town Center, Neighborhood Center, Mixed Use Employment and Employment Center.

The Town Center Sub-District is intended to primarily serve the needs of the local community and to include a mix of retail (anchored by a grocery store), office, and civic and mixed-use housing opportunities. It could be as large as 20 acres. Extensive discussion, analysis and evaluation were done to determine the size, composition and location of the Town Center. Two Town Center Focus Group meetings supported the recommended Pleasant Valley Town Center. A town center was designated for Pleasant Valley as part UGB expansion decision.

The Mixed-Use Employment Sub-District is intended to provide support services for the town center as well as local service and is primarily office and retail uses. The MUE-PV is about 30 net acres and located adjacent to the town center. It is intended to be an extension of the town center and seen as needed to support the town center and to provide additional employment opportunity. The MUE-PV sub-district is part of the designated Pleasant Valley town center.

The Neighborhood Center Sub-District is intended to provide for a mix of local retail, service, office and live-work uses for adjacent neighborhoods. Two 3-5 acre neighborhood centers are planned. They are located on transit streets. Provision for these two neighborhood centers was a response to an evaluation that the opportunity for very local retail/service trips was needed and that additional employment opportunity was needed in the Plan District. The NC-PV sites are located along transit streets. Commercial opportunities were expected along the transit corridors designated for Pleasant Valley as part of UGB expansion decision.

The Employment Center Sub-District is primarily intended to provide office or flex/tech industrial and medical and other employment opportunities. Emphasis is placed on business suited to high environmental quality settings. Two employment centers with a total of about 40 net acres are planned. An employment focus group provided advice on the feasibility and type of employment opportunities in Pleasant Valley. Employment Centers respond to the evaluation that additional employment opportunities were needed in the Plan District, that a medical clinic would be desirable, and that it could provide a business opportunity to live and work in the same community. Although there was no employment areas designated for Pleasant Valley as part of

the UGB expansion decision these are appropriate 2040 design types for Pleasant Valley and they are shown on the November 2002 2040 Growth Concept Plan map.

Table 5 summarizes the new job capacity proposed by the Pleasant Valley Plan District. Overall it provides about one job opportunity for each dwelling planned for the Plan District. In general these new commercial and employment areas are intended to serve the needs of Pleasant Valley.

Table 5. Pleasant Valley Summary of Job Capacity

New Job Capacity	
Retail/Other	487
Office	3,237
Light Industrial	500
Civic	58
Schools	130
Work At Home Jobs	507
Subtotal	4,919
Plus Existing Jobs	50
Total Jobs	**4,969**

Conclusion. The four commercial and employment sub-districts and land areas provided in the Plan District provides sufficient commercial and employment development for the Pleasant Valley Plan District area. The proposed comprehensive plan amendments are consistent with this Title 11 section.

F – A conceptual transportation plan consistent with the applicable provisions of the Regional Transportation Plan, Sections 6.4.4 through 6.4.7 Regional Transportation Plan[14] and that is also consistent with the protection of natural resources either identified in acknowledged comprehensive plan inventories or as required by Title 3 of the Urban Growth Management Functional Plan. The plan shall, consistent with OAR Chapter 660, Division 11, include preliminary cost estimates and funding strategies, including likely financing approaches.

Findings. The Pleasant Valley Plan District proposes a Pleasant Valley Transportation System Plan that will amend the city's current Transportation System Plan (TSP). The proposed TSP amendments document the planning framework, policies and strategies, system inventory and assessment, and forecast and alternatives, which have resulted in a conceptual transportation system plan. The conceptual transportation system plan consists of the following:

[14] Although the language of this Title 11 section refers to "*Title 6 of the Urban Growth Management Functional Plan*" Title 6 no longer concerns Transportation. Instead the elements in Title 6 have been moved to Title 6 of the Regional Transportation Plan and specifically 6.4.4 through 6.4.7 (as stated in section 6.3 -- Demonstration of Compliance with Regional Requirements). Also referenced in Section 6.3 is section 6.6. Section 6.6 deals with amendments to the RTP, which is not an applicable provision for this Title 11 compliance report.

- Functional Classifications for Arterial, Collector, Neighborhood Connector and Local Streets
- Street Design
- Street Connectivity including an Illustrative Plan
- Transit System
- Bike and Trail Plan

Section 6.6.4 (RTP) Transportation System Analysis Required for Local Plan Amendments concerns "city comprehensive plan amendments that would recommend or require an amendment to the Regional Transportation Plan." The Pleasant Valley Plan District will require amendment to the RTP as it proposes new regional arterials, transit service, and multi-use trails. The Forecasts and Alternatives section of the Pleasant Valley TSP summarizes the modeling analysis that was used and that resulted in the proposed conceptual transportation plan. It is more completely documented in the Pleasant Valley Concept Plan Technical Appendix. Metro staff, assisted by DKS Associates, conducted the transportation system analysis for Pleasant Valley. The Metro regional travel demand model was used. The results of the analysis include identifying regional strategies, local transit, pedestrian and bike improvements, appropriate modal splits; improvements to the street system including connectivity standards, traffic calming methods and the need for significant capacity improvements in the Plan District.

Section 6.4.5 (RTP) Design Standards for Street Connectivity describes that the design of local street systems should be such to keep through trips on arterial streets and provide local trips with alternative routes. In general, the section requires a map, provides guidance to landowners and developers on desired street connections. It also requires street connectivity standards that provide full street connections at no more than 530 feet except where streets cross Title 3 water, in which case the average spacing is 800 to 1,200 feet. In water crossing situations the larger spacing is to be interspersed with pedestrian accessways at no more that 530 feet when feasible.

The proposed transportation system plan is intended to meet these standards. The connectivity plan shows the general location and number of local streets that intersect with the arterial network laid on top of the basic arterial, collector and local connector street system. Connectivity standards are proposed that meet or exceed the 530-foot standard. The Bike and Pedestrian plan shows "foot bridges" to provide the extra connectivity when greater street spacing is required due to water crossings. Pleasant Valley is essentially a "greenfield" setting – the existing network of streets is rural and an entirely new network of connections will be needed to create the Plan District's vision of a new, urban community. Two drawings, the illustrative plan for three neighborhoods and the Illustrated Plan District Plan, are shown in the TSP is a guideline for Future Street and pedestrian connections.

The proposed street design cross sections are all "green streets." The guidelines and cross sections of Metro's *Green Streets* are used for those cross sections.

Section 6.4.6 (RTP) Alternative Mode Analysis. This section deals with improvements in non-SOV mode share. The Pleasant Valley proposed TSP includes a transit plan that shows regional and community bus service and transit streets. The land use types and densities along the proposed transit streets are transit supportive (town center, mixed-use employment, employment center, neighborhood centers and moderate and high density residential). The bike and pedestrian plan will result in a walkable valley that connects neighborhoods, commercial and civic destinations, multi-use trails and transit stops.

As the Pleasant Valley TSP will amend each City's existing TSP, existing strategies found in those TSPs will also apply to Pleasant Valley.

Section 6.4.7 (RTP) Motor Vehicle Congestion Analysis. This section deals with how motor vehicle congestion is modeled and with regional motor vehicle performance measures. This section is not an applicable provision for Title 11 compliance but rather is an applicable provision for the City-wide TSPs.

Consistency with Title 3 – Title 3 deals with protecting beneficial water uses and functions and values of natural resources in water quality and flood management areas. The Pleasant Valley Plan District has identified and mapped water quality and floodplain areas and incorporated them into the Environmental Sensitive and Restoration Areas (ESRAs). In developing the conceptual transportation plan particular attention was given to both minimizing the number of stream crossings and minimizing the length of those stream crossings – this is reflected in the Pleasant Valley Plan District plan map. In addition the street design standards for stream crossings will utilize Metro's *Green Streets: Innovative Solutions for Stormwater and Stream Crossings* handbook.

Preliminary cost estimates and funding strategies consistent with OAR Chapter 660, Division 11. Preliminary cost estimates and funding strategies were developed during the *Concept Pl*an project. These preliminary costs estimates and funding strategies were refined during the *Implementation Plan* project by completing a Public Facility Plan consistent with OAR Chapter 660, Division 11. The proposed Pleasant Valley TSP includes:

- Preliminary cost estimates.
- A project and funding plan that includes a list of projects and description, cost, timing, jurisdiction and likely funding sources for each project.
- A discussion of funding strategies including grants, developer exactions and transportation impact fee assessments.

Conclusion. The Pleasant Valley TSP describes a conceptual transportation system including street functional classifications and design, pedestrian and bike plans, transit plans, connectivity and other local street design issues consistent with RTP, Title 3 considerations and preliminary costs and likely funding strategies for needed improvements. The proposed comprehensive plan amendments are consistent with the Title 11 section.

G – Identification, mapping and a funding strategy for protecting areas from development due to fish and wildlife habitat protection, water quality enhancement and mitigation, and natural hazards mitigation. A natural resource protection plan to protect fish and wildlife habitat, water quality enhancement areas and natural hazard areas shall be completed as part of the comprehensive plan and zoning for lands added to the Urban Growth Boundary prior to urban development. The plan shall include a preliminary cost estimate and funding strategy, including likely financing approaches, for options such as mitigation, site acquisition, restoration, enhancement, or easement dedication to ensure that all significant natural resources are protected.

Findings. The proposed Pleasant Valley Plan District includes a natural resource protection plan. The Natural Resources chapter documents the Goal 5 process for Pleasant Valley, and consists of a natural resources inventory (identifying and mapping natural resources areas), a resources significance determination, an Economic, Social, Environmental and Energy (ESEE) analysis of the consequences of resource protection, an ESRA funding strategy and an ESRA draft resource protection standards development code.

To achieve the goal of creating an urban community integrated with the natural environment, Environmentally Sensitive Restoration Areas (ESRAs) were designated for Pleasant Valley's green space system. The ESRAs serve as the framework for the protection, restoration and enhancement of the area's streams, floodplains, wetlands, riparian areas and major tree groves. The Pleasant Valley Plan District established an ESRA sub-district to implement Pleasant Valley's natural resource goals and to resolve conflicts between development and conservation of natural resources. The natural resources planning efforts included mapping each of the nine identified resource functions and creating an ESRA map. The ESRA development standards apply to those lands identified on the ESRA map.

"Neighborhood transition design areas" were designated adjacent to the ESRAs so that neighborhood development is compatible with adjacent green corridors. The Pleasant Valley Plan District includes a Neighborhood Transition Design Area overlay sub-district with the purpose of establishing design guidelines and encouraging certain uses in the 100-foot wide area adjacent to the ESRAs.

Green development practices, which regulate stormwater management techniques, are included in the Plan District development code. Green development practices are a toolbox of techniques that mimic and incorporate predevelopment hydrology of a site into future development. The intent is to minimize potential adverse impacts of stormwater run-off to water quality, fish and other wildlife habitat, and flooding. The use of green development practices enhance water quality and control the stormwater flow utilizing techniques of retention, infiltration and evapotranspiration to treat runoff and reduce the volume of stormwater.

Conclusion. The Pleasant Valley Plan District has extensively identified and mapped natural resources areas; identified through the State Goal 5 process those natural resources areas to be protected and restored; developed a funding and non-regulatory restoration strategy; and developed development code standards to protect and restore the ESRA areas while providing for urban development in the rest of the Pleasant Valley Plan District area. The proposed comprehensive plan amendments are consistent with this Title 11 section.

H – A conceptual public facilities and services plan for provision of sanitary sewer, water, storm drainage, transportation, parks and police and fire protection. The plan shall, consistent with OAR Chapter 660, Division 11, include preliminary cost estimates and funding strategies including likely financing approaches.

Findings. The proposed Pleasant Valley Plan District includes a Public Facilities Plan (PFP) for sanitary sewer (wastewater), water, storm drainage (stormwater management) and parks. This PFP was based on the conceptual planning done during the *Concept Plan* project and then updated during *Implementation Plan* project. It specifically addresses the requirements of OAR Chapter 660, Division 11. The PFP also evaluated the transportation system to be consistent with the State OAR and that work was incorporated into the proposed Transportation System Plan. The Pleasant Valley Public Facilities Plan amends the current citywide Public Facilities Plans.

Interviews with the Police and Fire/Safety agencies did not identify the need for additional police or fire facilities.

Conclusion. The Public Facilities Plan (PFP) establishes a framework for how urban services will be developed and maintained with the implementation of the Pleasant Valley Concept Plan. The PFP includes an inventory and general assessment of the existing public facilities; a list of

the significant public facility projects needed to support the proposed land uses; a rough cost estimate of each project; written descriptions and general location map of the public facilities; goals, policies and future action measures; a statement of who will provide the services; estimates of when the projects would be needed; and a discussion of existing funding mechanism and a likely funding strategy for each facility. The proposed comprehensive plan amendments are consistent with the Title 11 section.

I – A conceptual school plan that provides for the amount of land and improvements needed, if any, for school facilities on new or existing sites that will serve the territory added to the UGB. The estimate of need shall be coordinated with affected local governments and special districts.

Findings. The Pleasant Valley Plan District is within the Centennial School District. Using criteria provided by the district a conceptual plan for two new schools (an elementary and middle school) in addition to the existing elementary school was developed. The school plan is detailed in the proposed School Goal, Policies and Action Measures comprehensive plan amendments. Development of the school plan was done in coordination with the District. The District staff provided criteria and reviewed materials as the plan was developed. The District Board appointed a representative on the Steering Committee. Additionally, a member of the Pleasant Valley Elementary School PTA was on the Steering Committee. The land established for new (and existing) schools was not included for purposes of housing and employment estimates.

Conclusion. A conceptual school plan has been developed in coordination with the Centennial School district and is included in the Pleasant Valley Plan District proposal. The proposed comprehensive plan amendments are consistent with the Title 11 section.

J – An urban growth diagram for the designated planning area showing, at least, the following, when applicable:

1. ***General locations of arterial, collector, and essential local streets and connections and necessary public facilities such as sanitary sewer, storm sewer, and water to demonstrate that the area can be served;***
2. ***Location of steep slopes and unbuildable lands including, but not limited to, wetlands, floodplains and riparian areas;***
3. ***General locations for mixed-use areas, commercial and industrial lands;***
4. ***General locations for single and multi-family housing;***
5. ***General locations for public open space, plazas and neighborhood centers, and***
6. ***General locations or alternative locations for any needed school, park or fire hall sites.***

Findings: The Pleasant Valley Plan District Plan Map (Plan Map) serves as the urban growth diagram and includes all of the applicable elements listed above. The Plan Map does not show water, wastewater or stormwater facilities – those are shown on individual maps in the Public Facilities Plan. It does show arterials, collectors and connecting local streets; environmental lands (slopes and natural resources); mixed-use and employment areas; single and multi-family area, plazas, parks and trails and schools.

Conclusion. The applicable items listed in the section have been mapped and are included in the proposed Pleasant Valley Plan District. The proposed comprehensive plan amendments are consistent with the Title 11 section.

K – The plan amendments shall be coordinated among the city, county, school district and other service districts.

Findings. Development of the Pleasant Valley Plan District during the *Concept Plan* and *Implementation Plan* projects were done as multi-jurisdictional projects. Metro, the City of Gresham and the City of Portland, Multnomah County and Clackamas County passed resolutions accepting the Concept Plan and resolving to use it as the basis for the Plan District. These jurisdictions participated in work teams and advisory groups. Other jurisdictions/districts that participated included City of Happy Valley, Sunrise Water Authority, Centennial School District and Clackamas County Water and Environmental Services (WES).

Conclusion. The plan amendments have been coordinated among the appropriate agencies. The proposed comprehensive plan amendments are consistent with the Title 11 section.

Metro Conditions of Approval

In addition to requiring compliance with the Urban Growth Management Functional Plan, the Metro Council added conditions of approval to Ordinance No 98-781D when the plan area was added to the Urban Growth Boundary in 1998. The following conditions were placed on the site.

A. The land added to the Urban Growth Boundary by this ordinance shall be planned and zoned for housing uses to the extent and in a manner consistent with the acknowledged 2040 Growth Concept text and the regional design types shown on Exhibit A. This includes provision for the town center indicated on the acknowledged 2040 Growth Concept map with some land planned and zoned for employment, including commercial services for the town center.

Findings. The Regional Design types shown on Exhibit A of the ordinance that brought Pleasant Valley into the Urban Growth Boundary were town center, corridor and inner neighborhood.

Town Center. Title 1 of the UGMFP describes a town center as "local retail and services will be provided in town centers with compact development and transit service". The Pleasant Valley Plan District provides for a town center (PV-TC) at the intersection of two arterial streets. It will be served by regional transit and community transit. The PV-TC provides for retail, commercial services and civic with some residential uses. Adjacent to the PV-TC is the Mixed-Use Employment (MUE-PV). The MUE-PV provide for office and commercial services and housing in mixed-use buildings. Adjacent (to the south) is HDR-PV, which allows for higher density housing due to its proximity to the Town Center.

Corridor. Title 1 of the UGMFP describes a corridor as "along good quality transit lines, corridors feature a high-quality pedestrian environment, convenient access to transit, and somewhat higher than current densities." The Foster/172nd Avenue arterial is planned for regional transit service. The other arterials are planned for community transit service. Two mixed-use neighborhood centers (NC-PV) are located on a corridor and provide very local retail and commercial service uses. The HDR-PV and MDR-PV are primarily multi-family districts (the MDR-PV also allows small lots) that are located along the corridors. The HDR-PV is generally located next to the Town Center or Neighborhood Centers or at the

intersection of two arterials. The MDR-PV is generally located between the HDR-PV or the commercial areas and the lower density residential sub-district.

Inner Neighborhood. Title 1 of the UGMFP describes inner neighborhoods as "residential areas accessible to jobs and neighborhood businesses with smaller lots are inner neighborhoods." The LDR-PV constitutes the inner neighborhood and provides for a mix of single-family lots of 5,000-7,500 and 7,500-10,000 square foot lots with an assumed average 7,000 square foot lot. The inner neighborhoods are designed to be walkable and have good connections to transit lines and neighborhood businesses.

Employment. Title 1 of the UGMFP describes employment as "various types of employment and some residential development are encouraged in employment areas with limited commercial uses." The *Concept Plan* project identified the need for additional employment opportunities in Pleasant Valley. Two employment centers (EC-PV) are planned for Pleasant Valley. The EC-PV is intended to generally provide for Office Manufacturing/Flex-Tech and medical clinic opportunities.

Conclusion. The Pleasant Valley Plan District has planned, mapped and provided zoning standards for the town center, corridor, inner neighborhood and employment design types. This condition of approval is met.

B. Prior to conversion of the new urbanizable land in this ordinance to urban land for development, an urban reserve plan shall be completed for the lands added to the Urban Growth Boundary by this ordinance consistent with Metro Code 3.01.012, as amended by Ordinance No. 98-772B, including Title 11 of the Urban Growth Management Functional Plan.

Findings. This is a reference to complete a complete a concept plan as provided for in Title 11. The Pleasant Valley Plan District is the implementing comprehensive plan amendments for the Pleasant Valley Concept Plan and is intended to be the "urban reserve plan" stated in the condition of approval.

Conclusion. The proposed Pleasant Valley Plan District constitutes an urban reserve plan and as detailed by this Title 11 compliance report is consistent with Title 11. This condition of approval is met.

C. Prior to conversion of the new urbanizable land available for development, a stormwater management plan shall address means of assuring that the speed, temperature, sedimentation and chemical composition of stormwater runoff meets state and federal water quality standards as development occurs. This plan shall address on-site stormwater detention plan requirements.

Findings. The initial approach to this issue in the *Concept Plan* project was a subwatershed approach. Pleasant Valley is at the headwaters of the Johnson Creek watershed. The tributaries to Johnson and Kelley Creeks that flow through Pleasant Valley comprise eight individual "sub" watersheds that were used in the planning process. The subwatersheds were the basis for extensive information gathering and subsequent modeling of runoff under both "green" practices and traditional piped stormwater management.

The stormwater management public facility plan (PFP) is based on a green development practices approach that instead of a traditional piped collection and conveyance system uses a

system of landscaping features that treat and infiltrate water on the site. This includes green streets that incorporate stormwater treatment within its right-of-way. The benefit of green development practices is that it minimizes the production of stormwater runoff and manages it close to the source. This addresses the water quality and quantity issues of the conditions of approval. The stormwater PFP also details generalized regional stormwater facilities locations and sizes. A stated goal of the stormwater management PFP is "The Cities shall manage stormwater to minimize impacts on localized and downstream flooding and to protect water quality and aquatic habitat."

In March 2004, the cities of Gresham and Portland entered into a revised Pleasant Valley Intergovernmental Agreement (IGA) that establishes Gresham and Portland's intention to implement the Pleasant Valley Concept Plan and Pleasant Valley Implementation Plan. Contained in the revised IGA is the statement that "Gresham and Portland agree to jointly develop a stormwater master plan for Pleasant Valley." As already noted, the *Pleasant Valley Concept Plan* and *Pleasant Valley Implementation Plan* planning processes have included extensive work on stormwater management, goals, policies, designation of environmentally sensitive areas, modeling, facility planning and code work on green practices.

Subsequent to the March IGA the cities have started jointly developing a Stormwater Master Plan. This work will provide more precise engineering with tasks related to channel forming flows and facility release rates, quantity modeling, quality modeling and stormwater capital improvement projects. This project is scheduled for completion by September 2004.

Conclusion. The Pleasant Valley Plan District provides a stormwater management public facility plan that addresses the water quality and quantity issues in the condition of approval. Additionally, the cities have initiated a recommendation of the PFP to jointly establish a Stormwater Master Plan that will provide more precise engineering regarding location, sizing and construction along with a CIP list of needed stormwater facilities. This condition of approval is met.

D. Prior to conversion of the new urbanizable land in this ordinance to urban land available for development, the city shall consider adoption of a requirement that the quantity of stormwater runoff after urban development of each development site is no greater than the stormwater runoff before development.

Findings. As noted in Condition of Approval 'C' above, the proposed PFP addresses stormwater management and the cities have entered into an IGA to jointly establish a Stormwater Master Plan. A proposed stormwater PFP policy is that "The quantity of stormwater after development shall be equal to or less than the quantity of stormwater before development, wherever practicable."

Conclusion. The consideration stated in the Condition of Approval is proposed as a policy of the Pleasant Valley Plan District and, thus, will be considered as part of the Stormwater Master Plan provisions. The condition of approval is met.

E. Prior to conversion of the new urbanizable land in this ordinance to urban land available for development, the city shall adopt Urban Growth Management Functional Plan requirements for revegetation and Title 3 building setbacks from streams and wetlands and address federal requirements adopted pursuant to the Endangered Species Act.

Findings. Title 3 lands were mapped as one of the first inventory efforts in the Concept Plan process. The inventory (which had input from property owners, stakeholders, project teams, Metro staff and state and federal resource agencies) served as the basis for mapping and code work to establish the Environmentally Sensitive Restoration Area (ESRA) sub-district. All Title 3 lands are included in the ESRA sub-district. The ESRA sub-district proposed code is intended to address provisions both for water quality resource area and for natural resource areas. Additionally, both cities have adopted Title 3 so that provisions applicable in the existing city (such as flooding) will also be applied to Pleasant Valley as it urbanizes.

At the time Pleasant Valley was brought into the UGB the Federal Government was establishing the 4d rule concerning the "taking" of listed species. At this time it was unclear as to the federal requirements pursuant to the Endangered Species Act. The development of the ESRA through the *Concept Plan* project and through the State Goal 5 process during the *Implementation Plan* project was shared with Metro, State and Federal natural resource agencies. The proposed development code is anticipated to closely correspond to the outcome of Metro's current Goal 5 process and it is presumed that the ESRA code and strategies will help address the federal listing.

Conclusion. The Pleasant Valley Plan District has addressed the requirements of Title 3 by including the Title 3 lands in the proposed ESRA and by applying Title 3 compliance regulations. Doing the Goal 5 process and by developing implementing regulations should help address requirements of the Endangered Species Act listing once those of clarified. This condition of approval is met.