Pleasant Valley Concept Plan

Summary and Recommendations

Prepared by Pleasant Valley Project Partners
City of Gresham
City of Happy Valley
City of Portland
Metro
Clackamas County
Multnomah County

and

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DKS Associates
Parametrix, Inc.
Sitzman Consulting
Winterbrook Planning

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The following supplemental documents contain technical background information, implementation strategies and an independent evaluation of the planning process. These documents are available in limited supply for a charge. An archived public involvement record is available for viewing at the city of Gresham. For more information about these documents, please contact the Metro Planning Department at (503) 797-1839, or the city of Gresham Community Planning Division of the Community and Economic Development Department at (503) 618-2760.

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Portland State University Project Evaluation Report

Portland State University conducted an independent evaluation of the Pleasant Valley Concept Plan process. The purpose of the evaluation is to assess the performance of the project planners and grant recipients, and to glean the lessons learned from the process that may be transferable to other planning venues and situations.

Public Involvement Record

The Public Involvement Record is an archive available for viewing at the city of Gresham Community Planning Division of the Community and Economic Development Department. It includes meeting minutes and related materials from the following groups, events and outreach efforts:

Steering Committee
Coordinating Committee
Community Forums
Public Involvement Work Team
Land-Use Work Team
Transportation Work Team
Natural Resources and Green Practices Work Team
Infrastructure Work Team
Community Facilities Work Team
Housing Focus Group
Cultural and Natural History Focus Group
Employment Focus Group
Newsletters
Newspaper Articles

I. Introduction

Summary

The Pleasant Valley Concept Plan is a guide to the creation of a new 1,532-acre community east of Portland and south of Gresham. The Concept Plan follows a December 1998 decision by Metro to bring the area inside the regional urban growth boundary. The central theme of the plan is to create an urban community through the integration of land use, transportation and natural resource elements.

Key features of the Concept Plan are:

- A mixed-use town center as the focus of retail, civic and related uses.
- A new elementary school and middle school located adjacent to 162nd Avenue.
- 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.
- 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 461 acres of the valley as "environmentally sensitive/restoration areas" (ESRA).
- Designation of a "neighborhood transition design area" adjacent to the ESRA so that neighborhood development is compatible with adjacent green corridors.
- 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.
- Nine neighborhood parks dispersed throughout and a 29-acre community park centrally located between the utility easements north of Kelley Creek.
- 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.
- A variety of housing organized in eight neighborhoods. The variety includes large-lot, medium-lot and small-lot single-family homes, townhomes, apartments, condominiums and senior housing.
- 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 5,048 dwellings.
- Two 5-acre mixed-use neighborhood centers.
- Employment opportunities in the town center, mixed-use employment district, general employment district and in home-based jobs. Employment capacity is estimated at 4,985 jobs, with a jobs to housing ratio of .99:1.

Mt. Hood as viewed from Pleasant Valley

II. Purpose and Process

The purposes of the Pleasant Valley Concept Plan are to:

- Provide a forum for citizen participation and build partnerships between the community, government and other stakeholders.
- Establish a community plan addressing land use, transportation, natural resources, public facilities, infrastructure and funding strategies for the study area.
- Determine land-use and transportation patterns that, where appropriate, maximize the efficiency of existing and future infrastructure and minimize the impact of future urbanization in an environmentally sensitive area.
- Recognize and link with the regional context such as the regional transportation and circulation system, the Johnson Creek Watershed and the Gresham regional center.
- Provide the basis for future decisions on land use (e.g., zoning), protection of natural resources and the provision of urban services and facilities by the implementing governments.
- Build on previous work by citizens and the participating jurisdictions regarding governance and planning goals for the area.

  The purpose statements were endorsed by the Steering Committee on Jan. 11, 2001.

Process

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 (see Appendix A). The committee met 15 times between November 2000 and May 2002, as illustrated in the work plan on page 3.

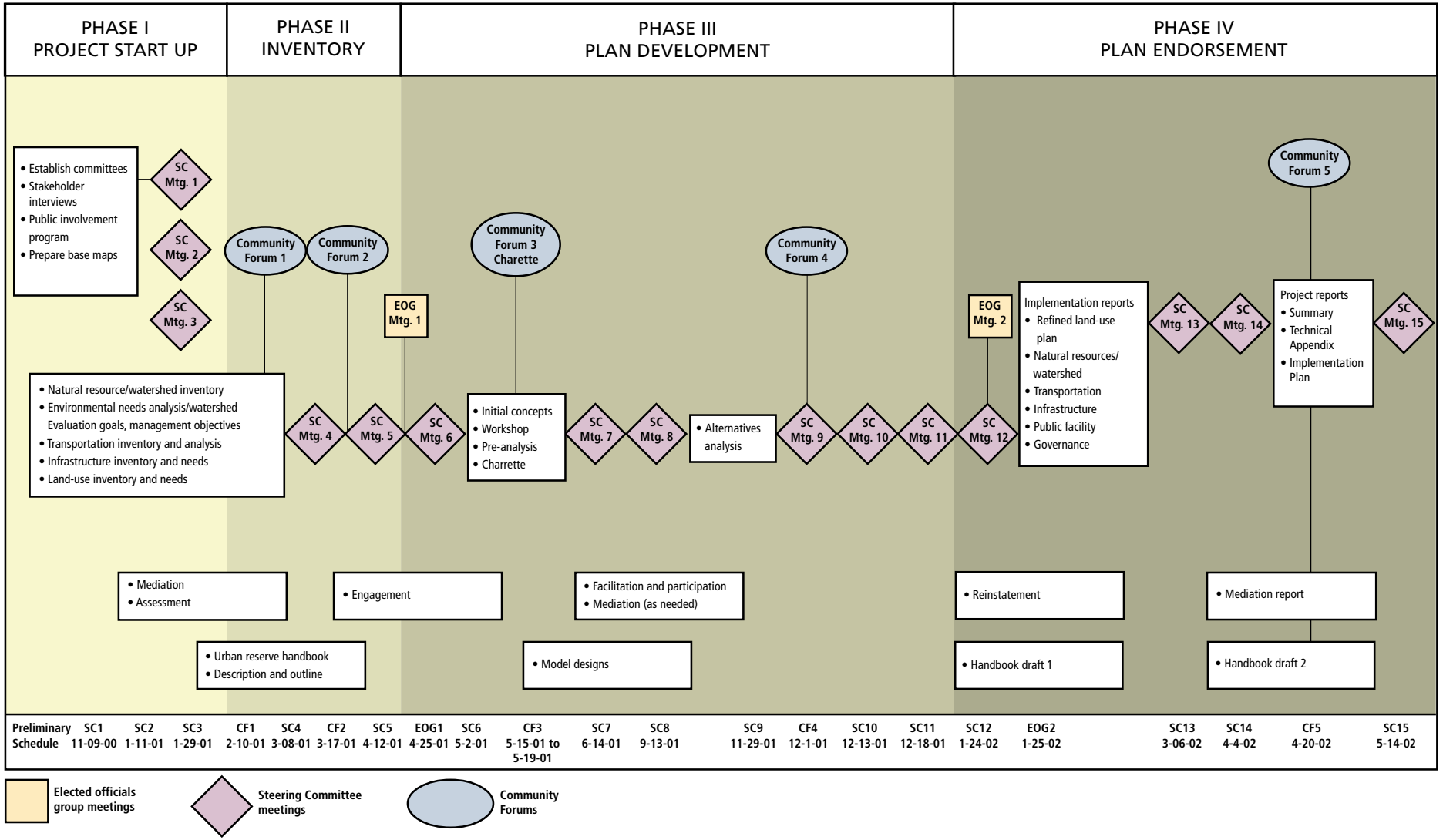
The major steps in the process were:

- Inventory of base conditions and projections of land-use, transportation, natural resource and infrastructure needs.
- Establishment of project goals.
- Development of four alternative concept plans.
- Evaluation of alternatives and preparation of a hybrid Concept Plan.
- Refinement of the Concept Plan and preparation of implementation strategies.
- Endorsement of the final Concept Plan and implementation strategies.

Small-group work at Community Forum I

Pleasant Valley Concept Plan

Work Plan Summary – updated April 23, 2002



NOTE: This work plan summary is a general guide – all tasks and dates are subject to change.
For more information, call Jonathan Harker, city of Gresham, (503) 618-2502, or send e-mail to harker@ci.gresham.or.us.

The following is a summary of the key parts of the project approach:

Integration of Land Use, Transportation and Natural Resources. The integration of these themes is the central unifying concept for the plan. It was implemented on all levels: staffing, inventory, joint work team meetings, communications with the public and evaluation of alternatives on various issues.

Consensus Decision Making. The Steering Committee adopted "operating principles" that included a model for making decisions by consensus. The definition of consensus: "You either support the proposed action or can live with it." The committee took votes on some issues where there was not full consensus – minority viewpoints were recorded.

Project Partners. As illustrated in Appendix C, the process was a partnership of the cities of Gresham, Happy Valley and Portland; Metro, and Clackamas and Multnomah counties. Staff from these partnering governments worked together on the project's six work teams.

Working With the Community at Each Milestone. Five community forums were held to involve the public at each stage of the process and allow the public to participate in preparation of recommendations before final action by the Steering Committee. The forums, held on Saturday mornings, included open house display of working maps, presentation and large group discussion, small group discussions and exit questionnaires.

Subwatershed Planning. 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.

Transportation Modeling and Regional Coordination. The land-use alternatives and the hybrid Concept Plan were analyzed in Metro's regional transportation model. Key assumptions included the transportation facility improvements that are adopted in the Regional Transportation Plan and urbanization of the Damascus area as evaluated by Clackamas County in the Damascus Concept Planning Study. The modeling was the basis for street alignments and classifications, transit routing, signal locations and recommendations for further study.

Green Streets. The Concept Plan includes "green" street designs as developed by Metro that are intended to reduce environmental impacts on streams from street runoff and contribute to community livability through creation of walkable tree-lined streets.

Compliance with Metro Title 11. Concept plans must follow the requirements and guidelines of Title 11 of Metro's Urban Growth Management Functional Plan. The project work plan was organized around the topical elements of Title 11. The Steering Committee endorsed using Title 11 in the evaluation of the plan alternatives.

Coordination with State and Federal Agencies. The project began with an outreach effort to 20 state and federal agencies, including 12 interviews. As with the citizen effort, each agency was invited to participate at each major milestone. Supplemental contacts were made with agencies to involve them in meetings with the project work teams.

Portland State University. The project was monitored by two faculty members from PSU's School of Urban Studies and Planning. They prepared an evaluation of the concept planning process and plan recommendations (see Portland State University Project Evaluation Report).

Key themes expressed by citizens

The Concept Plan process summarized on pages 2 and 3 of this report provided extensive opportunities for citizens to participate. These opportunities included input during many of the Steering Committee meetings, participation in five community forums and the design charrette and submittal of written comments.

Citizen input covered many topics and many levels of detail. Three issues were the key themes addressed by citizens, especially during the last six months of the planning process:

Transportation. Many citizens were concerned that the transportation system would not be adequate to carry the estimated levels of traffic in the future. This concern was coupled with support for specific elements of the plan's proposed transportation system.

Natural Resources. Overall, most citizens supported plan proposals for natural resources, open spaces and parks. Concerns centered on what property owners would be allowed to do with their land within the proposed ESRA.

Employment. Support was mixed for creating employment opportunities on the level of about 5,000 jobs in the valley. Members of the Steering Committee had extensive discussions regarding this issue and ultimately decided to focus job opportunities near the town center, in a southern employment district and in home-based work. Three citizen representatives on the Steering Committee did not endorse the employment recommendations on the final Concept Plan map.

Small-group work at Community Forum I

III. Goals

The following goals endorsed by the Steering Committee on May 2, 2001, reflect the vision and values underlying the Concept Plan. They were endorsed at the end of the project inventory phase, just prior to the design charette. They were subsequently used in evaluating the four plan alternatives.

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 or 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 and Happy Valley; Multnomah and Clackamas counties, 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.

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. Resource areas will provide the basis for identifying buildable and non-buildable areas, and will 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.

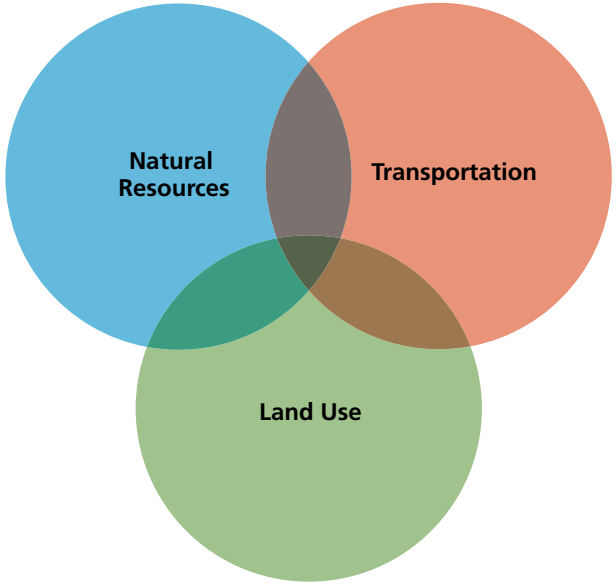
F. Use "green" development practices. The plan will incorporate community design and infrastructure plans that produce minimal impacts on the environment, including flooding and water quality within Johnson Creek. The plan will incorporate guidelines for stormwater quality and quantity and resource management for each subwatershed, and also will 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, to address through-traffic and to provide adequate capacity for future growth. The plan will coordinate with surrounding jurisdictions to create effective regional connections and 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 also will consider the relationship of Pleasant Valley to existing employment centers in the East Metro area and potential new employment areas near Damascus.



A Key Theme for Pleasant Valley Planning:
Integration of Natural Resources, Transportation and Land Use

IV. Regional Context

The Concept Plan is based on the dual premise that Pleasant Valley is:

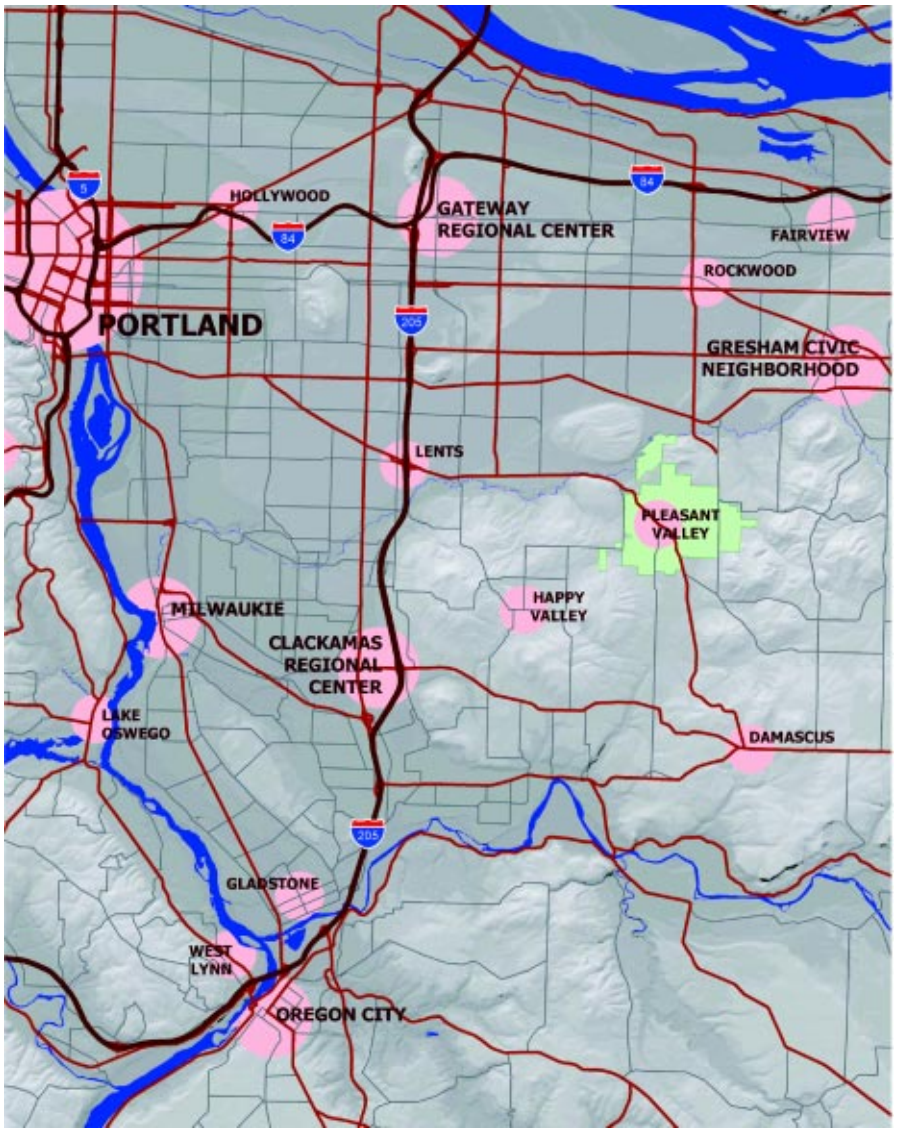
- part of the Portland metropolitan region
- its own unique place.

The map on this page illustrates Pleasant Valley's context within the eastern half of the Portland metropolitan region and the valley's relationship to Metro's 2040 Growth Concept. Adopted in 1995, the 2040 Growth Concept establishes the region's policy for regional growth and development. Pleasant Valley is almost equal distance between the two largest regional centers in this part of the region: the Gresham and the Clackamas regional centers. The same is true for the two closest town centers: Lents and Damascus. Each of the region's centers are unique, and Pleasant Valley's town center will have its own individual scale and character.

The regional transportation corridors shown on this map highlight a key challenge for Pleasant Valley: Pleasant Valley enjoys a unique geographical location within a series of lava domes and wooded buttes in the southeast portion of the Portland metropolitan region. The area also contains a significant number of environmentally sensitive streams and wetlands, including Kelley and Mitchell creeks. While these natural features provide scenic vistas and recreational opportunities, they also provide challenges from a transportation perspective.

The Concept Plan addresses these challenges by:

- providing a complete set of transportation choices within the valley
- organizing a logical network of north-south connections around 172nd and 190th avenues, with parallel routes and a new long-term arterial connection from 172nd to 190th avenues
- enhancing east-west routes through the extension of Clatsop Street and Giese Road-Butler Road extensions.



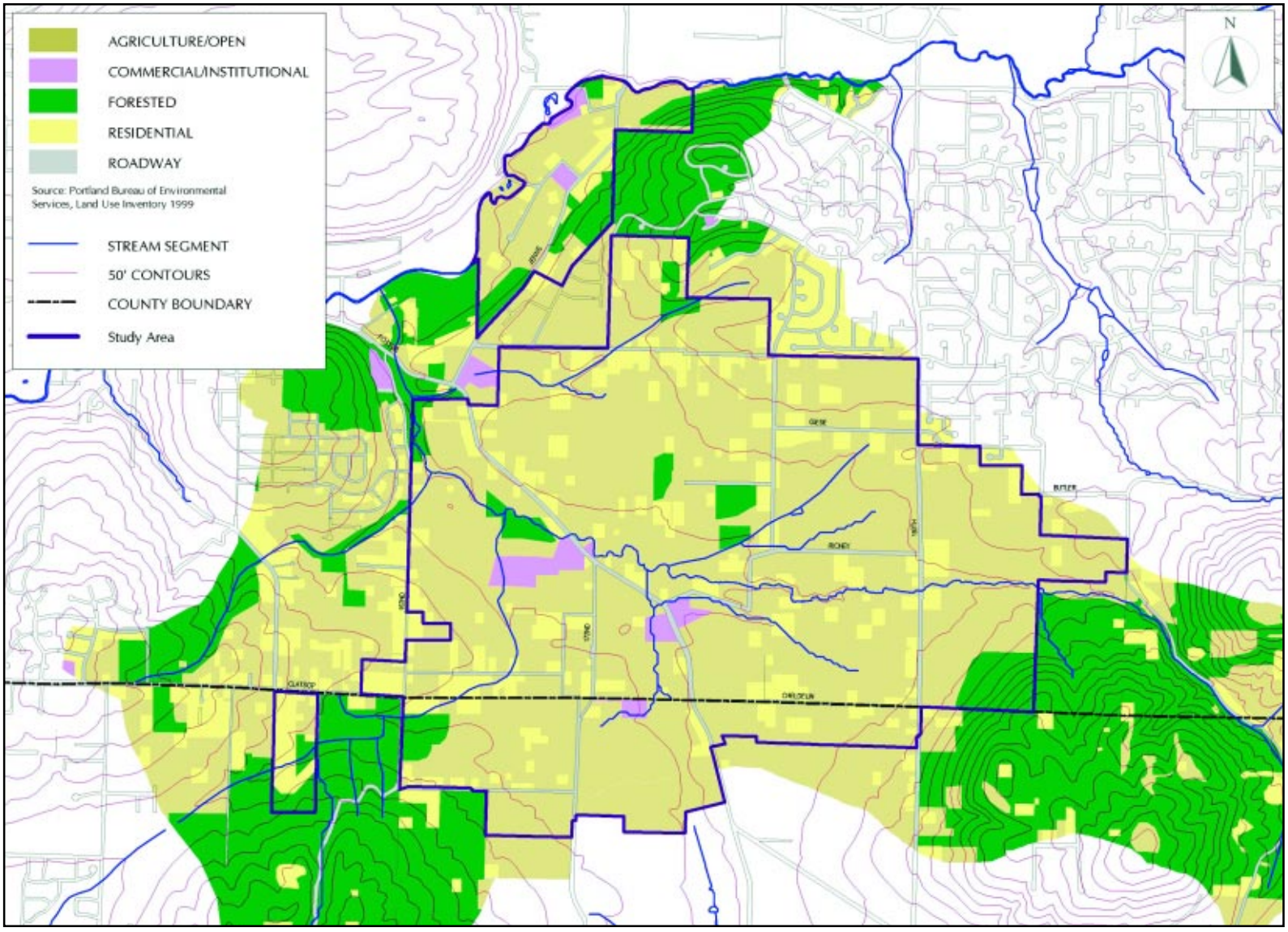
Pleasant Valley as part of the Portland region

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.

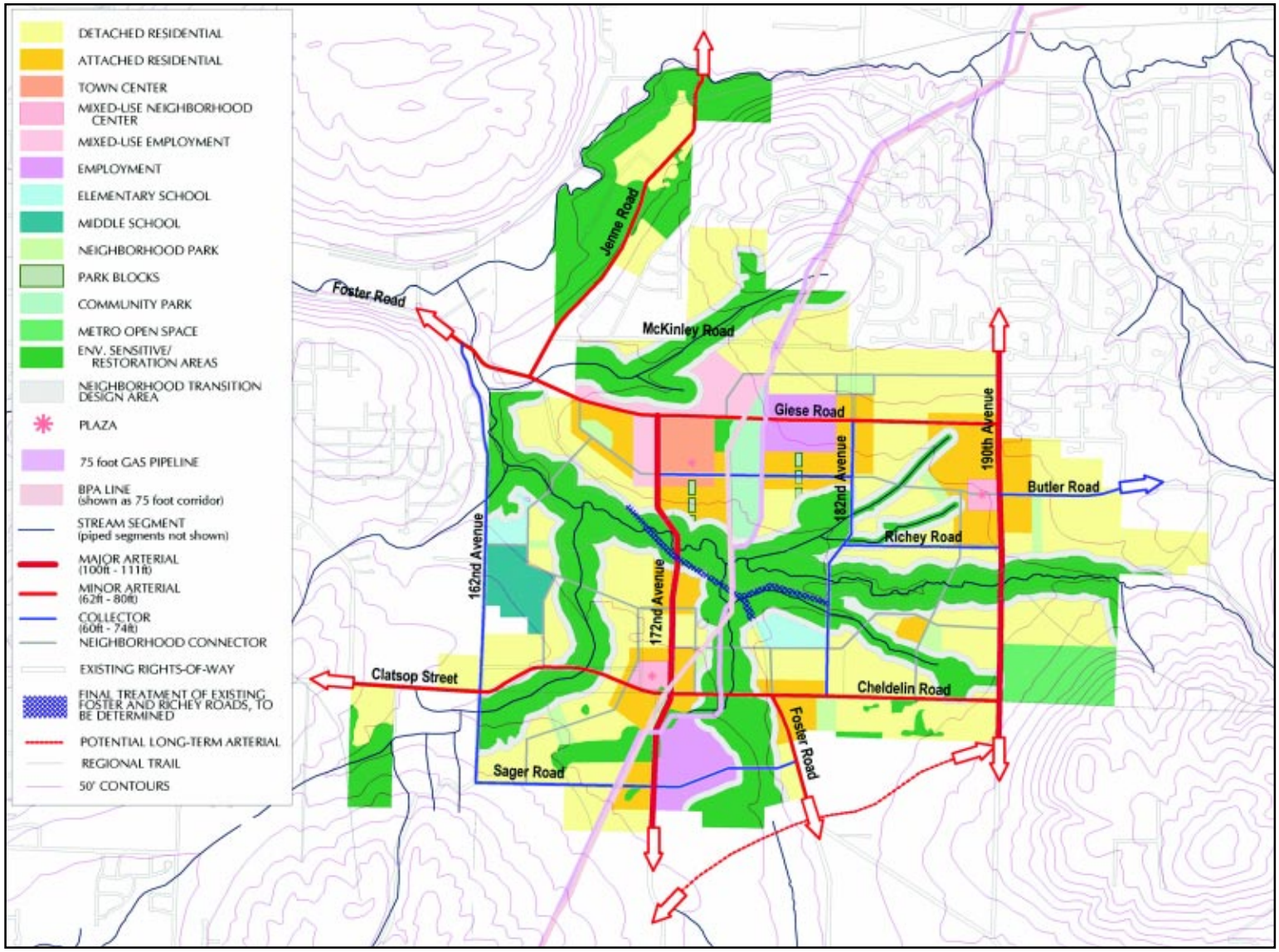
The Concept Plan study area extends to the regional urban growth boundary located about 2,000 feet south of the Multnomah-Clackamas County line. However, Pleasant Valley's landscape, social and historical connections extend south to the Damascus area.

Forested buttes frame the valley

V. Concept Plan



Pleasant Valley Today – Existing Land Use (Generalized) – 1999



Proposed Pleasant Valley Concept Plan

Environmentally Sensitive/Restoration Areas

The environmentally sensitive/restoration areas (ESRA) are the green framework for the Concept Plan. They are the resource management areas with important ecological functions planned for integration with a new urban community. It is the long-term goal to restore and enhance sensitive wetlands and stream corridors to more natural vegetated conditions, recognizing that existing homes and other uses will continue in the ESRA.

The ESRA includes wetlands, upland and riparian habitat. Wetlands range from open water to forested wetlands. Upland habitat range from deciduous and conifer forests to shrubs and habitats of mixed species. Buffers adjacent to these resources range from 50 to 200 feet, depending on the type of resource.

Areas identified for restoration, as part of the Pleasant Valley Resource Management Map (see Technical Appendix), embody a vision for the valley. These restoration and enhancement measures might include strategies for:

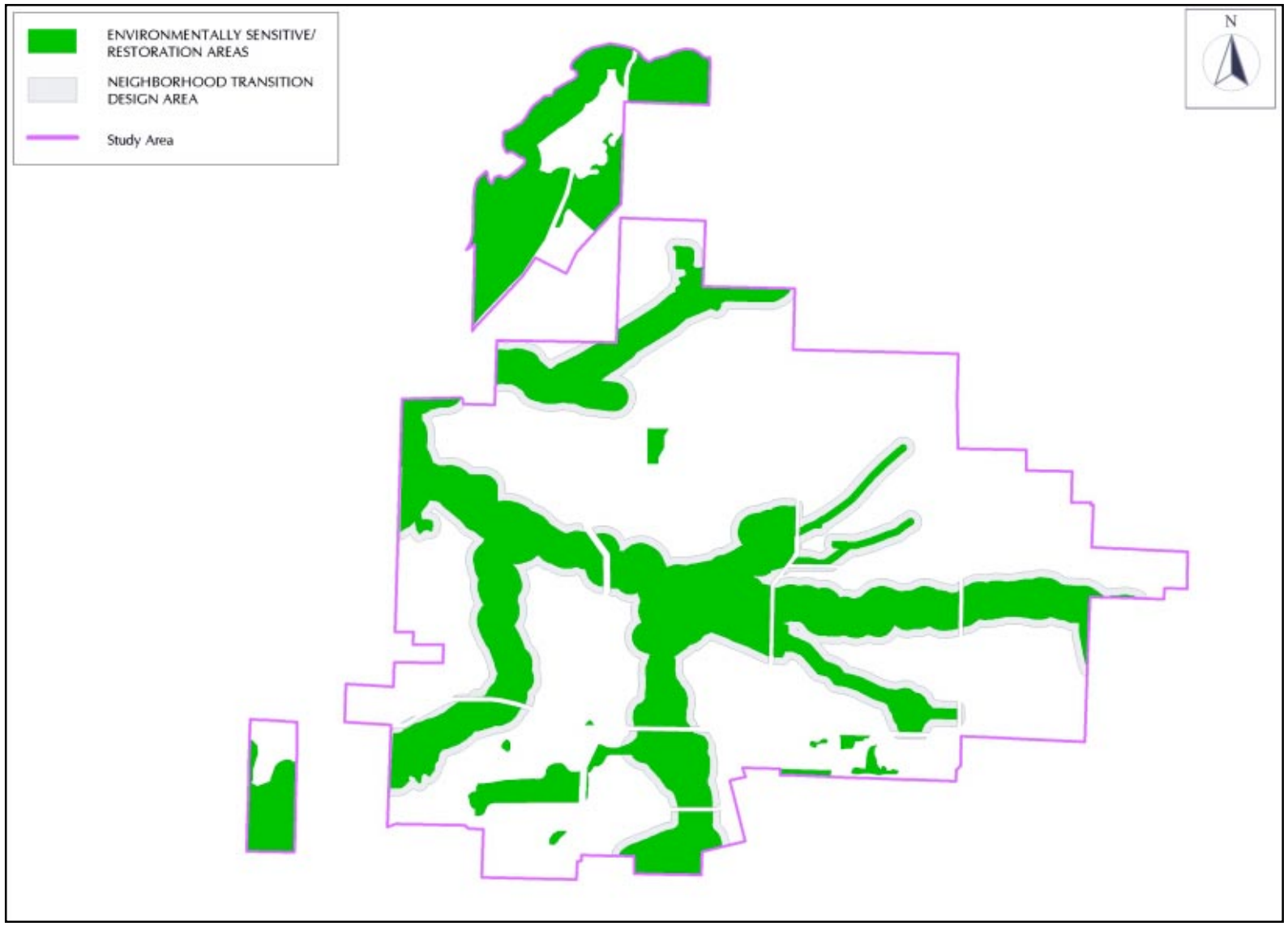
- removing fish passage barriers
- restoring native plant and animal communities through removal of invasive species, planting native trees and shrubs
- reconnecting creeks, floodplains and habitat to improve natural system functions and reduce flooding
- restoring wetlands and streambanks to reduce erosion, landslide hazards and improve water quality
- reducing water quality degradation (through the re-vegetation of stream buffers, implementation of stream-friendly stormwater management and reduced pollutant discharges).

Neighborhood Transition Design Area

The neighborhood transition design area provides a transition between the ESRA and adjacent development. The 100-foot-wide area is intended to include a mix of uses including open space, trails, infrastructure (e.g., stormwater treatment), parkways and boulevards, residences, community centers and ESRA-oriented facilities such as a nature center or interpretative kiosk. Residential areas are oriented toward – and present a friendly face to – the ESRA. Such areas may be accessed via an alleyway. Where appropriate, local green streets follow the edges of the residential community as part of the transition area bordering the ESRA.

The ESRA recommendations, in conjuction with the cost estimates and funding strategies (see Technical Appendix and Implementation Strategies), are intended to fulfill Metro's Title 11 requirements to protect fish and wildlife habitat, enhance water quality and avoid natural hazards (Title 11, section 1120 (G)).

Illustration of Neighborhood Transition Design Area



Environmentally Sensitive/Restoration Areas

Streets

In summary, the key elements of the street plan (as integrated with land use and natural resources) are to:

- Create a network of arterial, collector, neighborhood connector and local streets that accommodates travel demand and provides multiple routes for travel. Key new street extensions and connections include:
  a. 172nd Avenue extension north to Giese Road
  b. Giese Road west to Foster Road
  c. Clatsop Street west to Cheldelin Road
  d. 182nd Avenue south to Cheldelin
  e. Butler Road west to 190th Avenue
  f. Sager Road east to Foster Road
  g. Long-term arterial connection from 172nd to 190th Avenue south of the study area.

- Upgrade existing streets and design all new streets to accommodate biking and walking, with special pedestrian amenities on transit streets. Upgrade intersections with safety issues identified as part of the inventory work.

- Provide regional and community transit service on key roads in Pleasant Valley, with direct connections to Happy Valley, Clackamas regional center, Damascus, Lents, Gresham, the Columbia Corridor and downtown Portland. Transit streets include 172nd Avenue, Giese Road, 182nd Avenue, 190th Avenue, a new east-west collector south of Giese Road and Clatsop Street-Cheldelin Road.

- Provide a logical and connected street system that connects directly to community destinations while also avoiding the ESRA where possible. Plan for a local street system that complements the arterial and collector street system, and meets regional connectivity requirements.

- Use "green" street designs that are an integral part of the stormwater management system and provide walkable tree-lined streets.

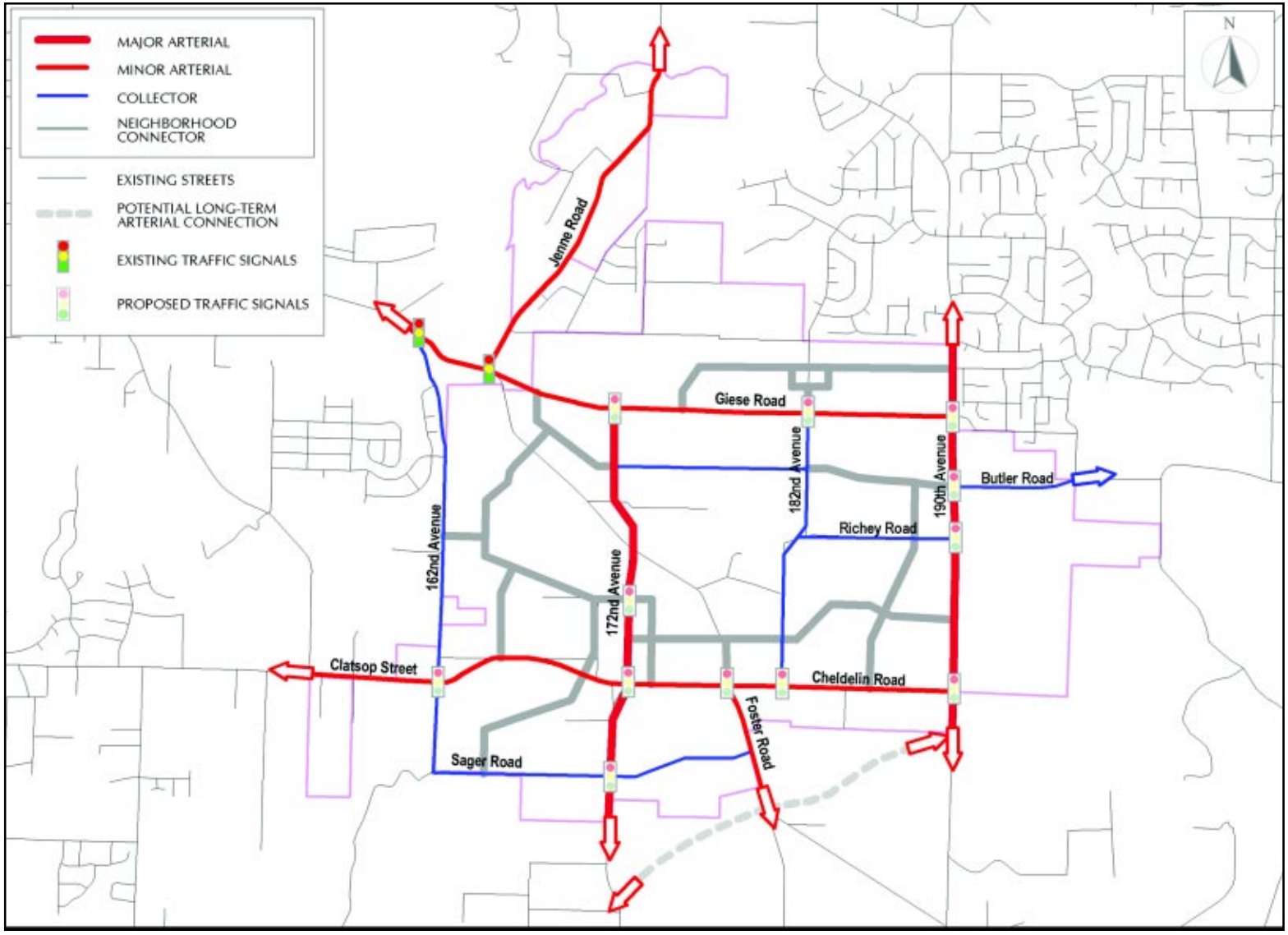
- Downgrade the function of Foster and Richey roads to serve as local access streets and develop a strategy to disconnect and potentially vacate these streets in the confluence area of Kelley Creek.

- Plan for a long-term major arterial connection south of the study area from 172nd Avenue to 190th Avenue to serve long-term regional mobility needs if future urbanization occurs in Damascus. This will be evaluated more fully by Metro as part of urban area planning for the Damascus area.

- Evaluate needed capacity improvements to address long-term travel demand for key gateway routes if future urbanization occurs in Damascus. This will be evaluated as part of a Powell/Foster corridor study (beginning in summer 2002), continued Damascus area planning and the next Regional Transportation Plan update.

These recommendations, in conjuction with the cost estimates and funding strategies (see Technical Appendix and Implementation Strategies), are intended to fulfill Metro Title 11 requirements for a conceptual transportation plan (Title 11, section 1120 (F)).

Illustration of 'boulevard' street treatment



Network of Arterial, Collector and Neighborhood Connector Streets

Trails, Parks and Schools

Trails. The adjoining diagram illustrates the proposed major trail network. Within the study area, about 6.6 miles of regional trails are proposed. These trails connect to the Springwater Corridor, Powell Butte and other regional trails and green spaces. They also connect to major destinations – such as the community park, town center, employment districts and elementary/middle school complex – within the Pleasant Valley Concept Plan study area.

The East Buttes Powerline Corridor Trail and East Buttes Loop Trail have been nominated for inclusion on Metro's regional trails and greenways map. The East Buttes Powerline Corridor Trail follows the BPA powerline easement and provides an important north/south connection from the Springwater Corridor Trail and the proposed Gresham/Fairview Trail to the Clackamas River Greenway near Damascus. The East Buttes Loop Trail goes through the heart of Pleasant Valley and parallels Kelley Creek on its north and south sides. The East Buttes Loop Trail connects historic and natural landmarks with the town center and neighborhoods. The development of this trail will require coordination with many private properties and will likely be developed on a property-by-property basis within the neighborhood transition design area.

Parks. The Concept Plan includes:
Nine neighborhood parks – These are 1- to 3-acre facilities that provide access to basic recreation opportunities for nearby residents of all ages and contribute to neighborhood identity. They are generally located near the centers of neighborhoods, although a few occupy edge locations to serve adjacent attached housing.

Community park – The 29-acre community park is located between the power line and natural gas line easements east of the town center. The purpose of this community park is to provide active and passive recreational opportunities for community residents and accommodate activities for large groups.

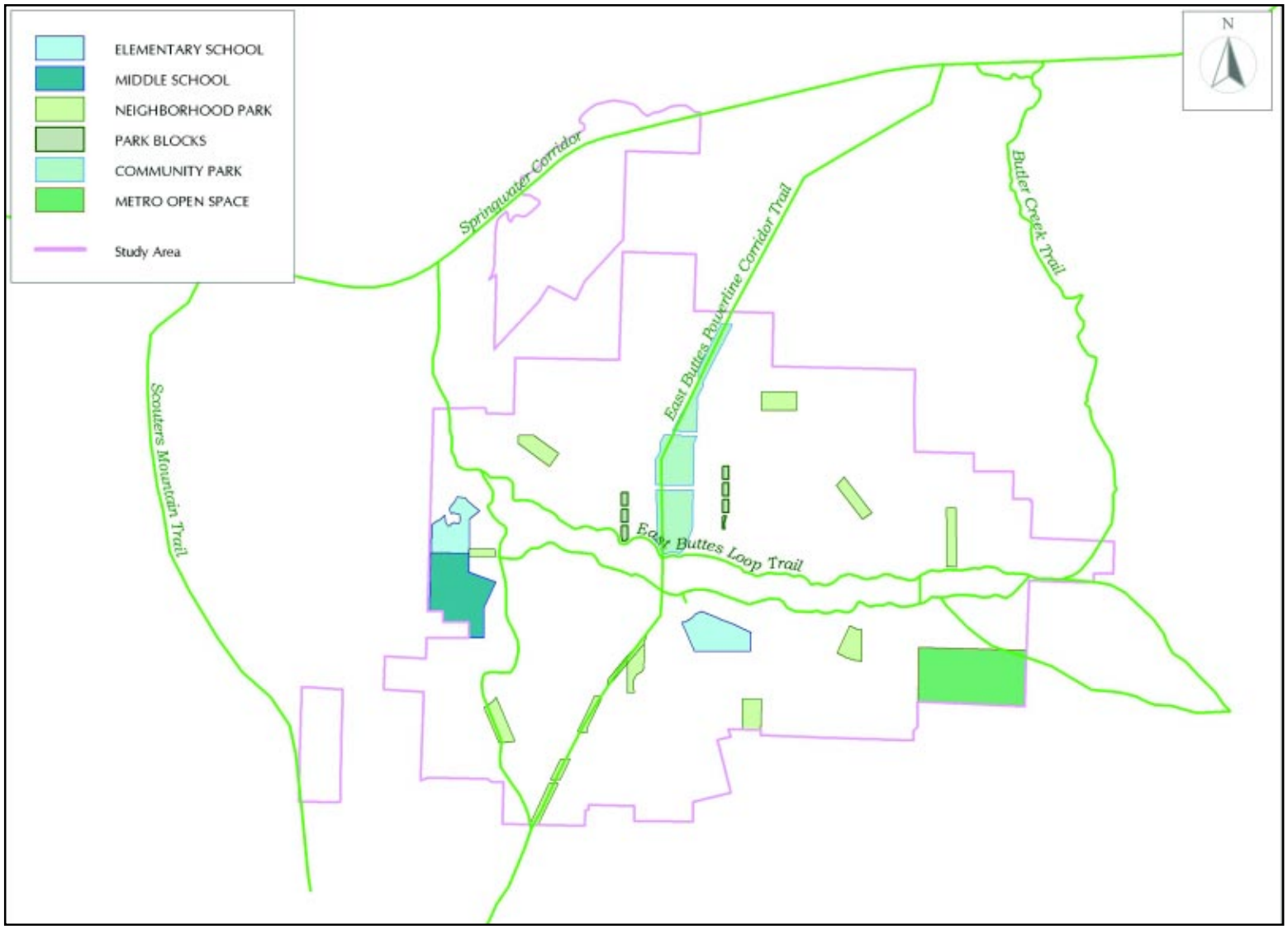
Facilities could include a children's play area, competitive sports facilities, off-street parking (must include), permanent restrooms, public art/fountains, group picnic areas, paths, botanical gardens, community centers, amphitheaters, festival space, swimming pools and interpretive facilities.

Plazas – Three plazas are proposed – in the town center and in each of the two neighborhood centers. These will serve as focal points for each of the centers and are expected to be relatively small (1/4-acre for the town center and 1/8-acre or smaller for the neighborhood centers). They may be developed as a multi-use paved area, community green or hybrid.

Schools. Two new schools serving Pleasant Valley are recommended: a new elementary school and a new middle school. Pleasant Valley Elementary School will remain as one of the three schools serving the valley.

The two new schools are shown located next to each other adjacent to 162nd Avenue. This location is subject to future decisions on site acquisition and funding, however, it is recommended as the preferred general location for the schools. The size of the school parcels is 10 acres for the elementary school and 20 acres for the middle school – some consolidation of land and joint use of facilities may result from having the schools next to each other.

These recommendations are intended to fulfill Metro Title 11 requirements for a conceptual school plan (Title 11 section 1120 (H)).



Trails, Parks and Schools

Mixed-Use Centers and Employment Areas

Town Center. The town center is intended to be the civic and commercial heart of the Pleasant Valley community – a place to shop, get a cup of coffee, greet neighbors and visit the local community center. Primary uses include retail (anchored by a grocery store), offices, services and civic uses. A range of higher density housing types will be allowed as part of a mixed-use development.

Selected characteristics of the town center include:

- An east-west main street connecting 172nd Avenue to the community park. This street will have two travel lanes, on-street parking, wide sidewalks and pedestrian amenities.
- A centrally located plaza or community green.
- An overall "village feel" with buildings oriented to streets, generally two- to three-story building heights, storefront character along key streets and extensive pedestrian amenities.
- Access and circulation designed in a logical grid of streets.
- Park blocks extending from Kelley Creek and terminating at the plaza, a key building or intersection within the town center.
- Street and place names that link the center to the cultural and natural history of Pleasant Valley.

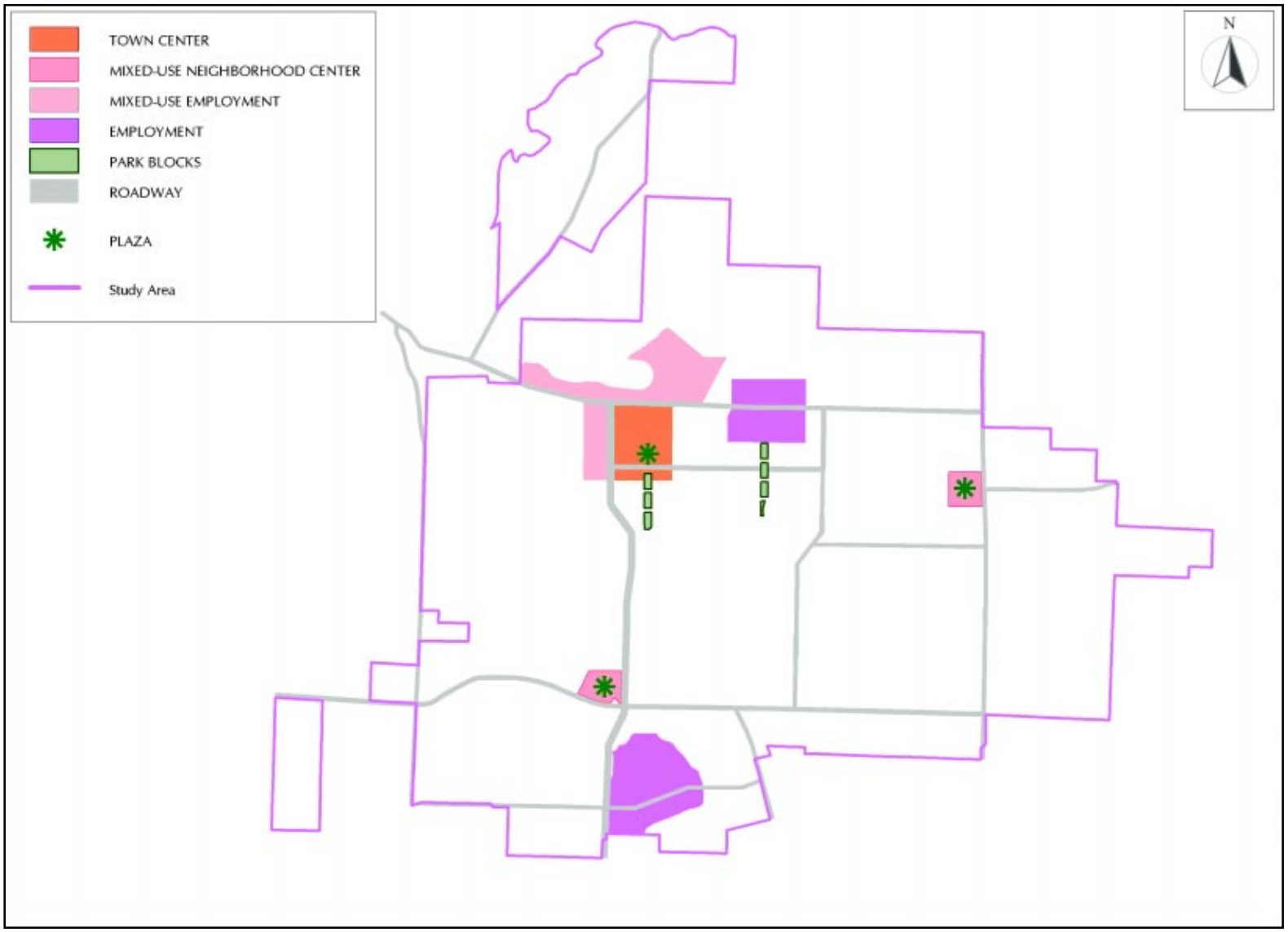
Mixed-Use Neighborhood Centers. Two mixed-use neighborhood centers are proposed: one along 190th Avenue and one at the corner of 172nd Avenue and Clatsop Street extension. These centers are intended to provide local retail and service and employment opportunities at the edge of the adjacent neighborhoods. Primary uses shall include small-scale retail and service and office buildings. Housing will be allowed as part of mixed-use and live-work buildings. Street-oriented retail and pedestrian amenities along the streets will contribute to a pedestrian-friendly character. Each center includes a small plaza.

Mixed-Use Employment Areas. The mixed-use employment area north and west of the town center is intended to provide employment opportunities and other uses that are compatible with, and support, the town center. Primary uses shall include offices, services and small retail. Housing will be allowed within a mixed-use building.

Buildings can be up to three stories high. As with the town center, this district is intended to have buildings oriented to streets and pedestrian amenities. These characteristics will help reduce the impact of the three- and four-lane character of Giese Road and 172nd Avenue. Both Giese Road and 172nd Avenue are transit streets, so it is important that a walkable character is created to complement the opportunity for transit-oriented development.

Employment Areas. Two employment areas are proposed: one along Giese Road and one along 172nd Avenue at the Sager Road extension. These districts are intended to provide business/office park, medical and other employment opportunities. Primary uses will include knowledge-based industries (graphic communications, creative services, etc.), research and development facilities, office uses, medical facilities and other business park uses. Emphasis is placed on business suited to a high environmental quality setting.

These recommendations are intended to fulfill Metro Title 11 requirements for provision of sufficient commercial and industrial development for the needs of the area (Title 11, section 1120 (E)).



Mixed-Use Centers and Employment Areas

Neighborhoods and Housing

Pleasant Valley's housing goal: "Pleasant Valley shall provide a wide variety of housing choices that will accommodate a variety of demographic and income needs within high-quality, well-designed and walkable neighborhoods framed by the natural landscape."

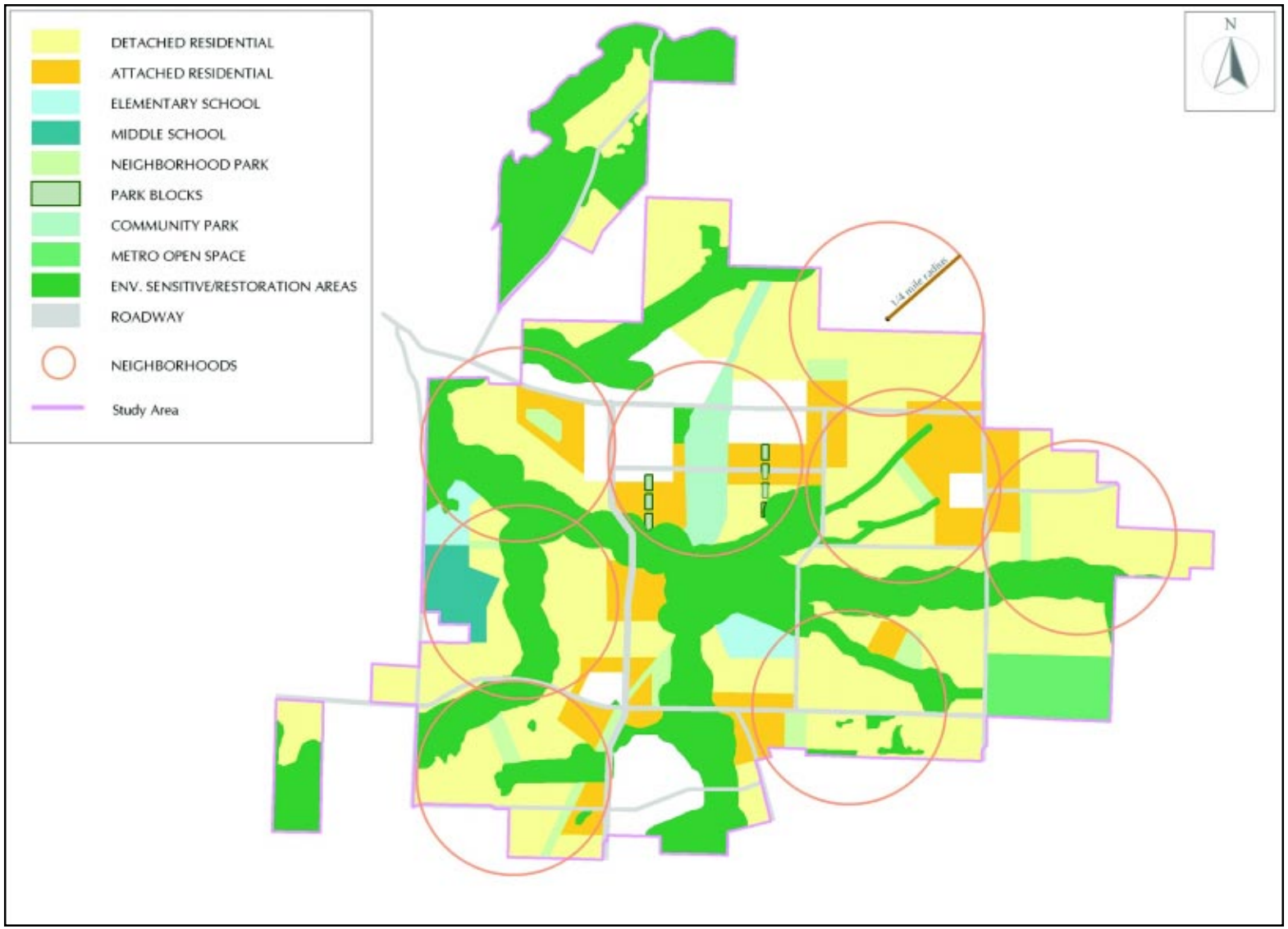
The Concept Plan implements this goal with the following:

- Each of the eight Pleasant Valley neighborhoods is intended to include a variety of housing options.
- Overall housing density is 10 dwelling units per net residential acre, with 50 percent of the proposed housing as detached and 50 percent attached.
- Detached housing choices include small lots (3,000-5,000 square feet), medium lots (5,000-7,000 square feet) and large lots (7,500 square feet and greater).
- Attached housing choices include townhomes, apartments, condominiums and senior housing.
- Pleasant Valley's neighborhoods will have a walkable character with defined centers and edges. Neighborhood dimensions will be a comfortable walking distance of 1/4 to 1/2 mile (5- to 10-minute walk).
- Neighborhoods will be designed to increase transportation options. Neighborhoods will be bike- and walking-friendly, especially so that children can travel safely. Neighborhoods along the community's transit streets will be designed with transit in mind.
- Neighborhoods will be designed to incorporate the existing natural features, connect to the ESRA and support "green" stormwater management practices.
- Zoning will allow and encourage home-based employment.

The neighborhood concept described above is an essential part of the vision for Pleasant Valley. The development of individual properties is intended to fit together into complete, cohesive neighborhoods.

These recommendations are intended to fufill Metro Title 11 requirements for provision of average residential densities and diversity of housing stock (Title 11, sections 1120 (B) and (C)).

Nursery Neighborhood Illustrative Plan

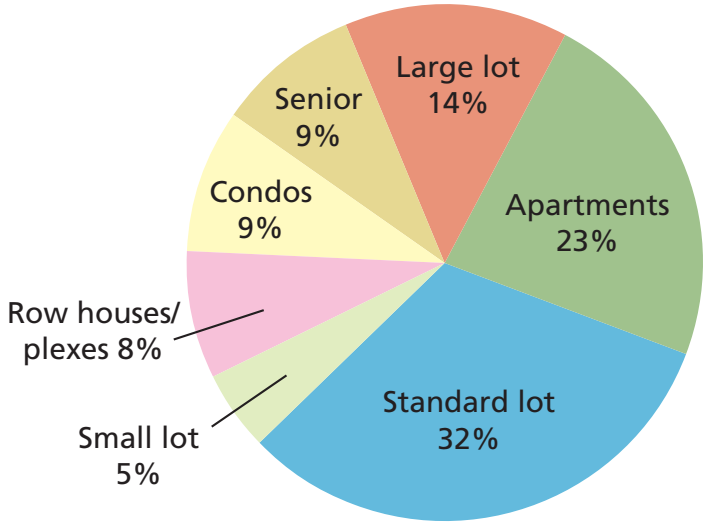


Neighborhoods and Housing

VI. Housing and Employment Estimates

The following table summarizes the housing and employment estimates for the Pleasant Valley Concept Plan:

New dwellings	
Detached residential (new)	2,485
Attached residential (new)	2,369
Town center (new)	40
Mixed-use neighborhood center (new)	11
Mixed-use employment (new)	117
Subtotal	**5,022**
Less displaced dwellings	100
Total new dwellings at buildout	**4,922**
Plus existing dwellings	126
Total dwellings/HHs at buildout	**5,048**
Net new acres of residential land	484
New dwellings per net acre*	10.02
Net new population estimate	12,007
Total population at buildout	**12,315**
Average household size**	2.44
New jobs* **	
Retail/other	495
Office	3,232
Light industrial	514
Civic	59
Schools	130
Work-at-home jobs****	505
Subtotal	**4,935**
Plus existing jobs	50
Total jobs	**4,985**



This chart represents the percentages of various housing types used to calculate the final dwelling units, jobs and population for the Pleasant Valley area.

* Does not include dwellings in mixed-use zones
** Assumes 2.7 people per detached dwelling and 2.3 people per attached dwelling. Derived from 2000 Census for Clackamas County.
*** Assumes 50 staff at the elementary school and 80 staff at the middle school.
**** Assumes 10 percent of total dwellings each have one work-at-home job.

VII. Governance

Governance

The Pleasant Valley area was brought into the urban growth boundary in December 1998. Under Title 11 of Metro's Urban Growth Management Functional Plan, all territory added to the UGB shall be included within affected local governments' comprehensive plans prior to urbanization. The comprehensive plan amendment(s) shall include 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.

To address the requirement, the cities of Gresham and Portland entered into an intergovernmental agreement in December 1998 for the Pleasant Valley area. The agreement provides for several items, including a map that reflects generalized future boundaries for Gresham and Portland (see Implementation Strategies). The boundary was set along the Multnomah County portion of Mitchell Creek. Gresham agreed to annex the land east and north of the creek (Area A) and Portland agreed to annex the land west of the creek (Area B). It was agreed that the precise boundary would be established by June 30, 2004.

Refining the City Boundaries in Areas A and B

The Concept Plan Steering Committee endorsed a set of guidelines to be used in precisely determining the future city boundaries within Areas A and B:

- The Mitchell Creek environmental sensitive/restoration area (ESRA) should be completely within one city.
- If the Mitchell Creek ESRA is not entirely within a single city boundary (for both Multnomah and Clackamas counties), an intergovernmental agreement naming the city of Portland as the lead resource for management of the Mitchell Creek ESRA should be adopted.
- Single parcels or contiguous parcels in the same ownership should not be split by the city boundary (may be acceptable if the boundary follows a utility easement or if the boundary would split the ESRA between two cities).
- Consider efficiencies of providing urban services, i.e., who is the logical service provider (water, sanitary and stormwater) considering topographical constraints.
- Place the boundary so that all lots fronting the same street are within the same city, except along any street that forms the boundary between Multnomah and Clackamas counties. This guideline avoids problems with addressing, emergency response, zoning designations, and sewer and water lines that serve both sides of the street.
- Limit the number of city limit signs to reinforce the concept of the area being one community.

Coordinating the Direction for Area C

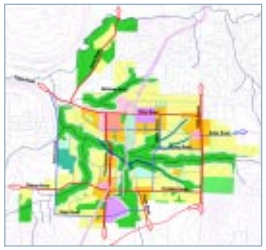
The Steering Committee concluded that future governance for Area C (the Clackamas County portion of the project area) needed coordination among the affected governments, and discussion that considers the context of the larger Pleasant Valley-Damascus-Boring area. The committee endorsed a process (initiated by Clackamas County through Resolution 2002-20) to have the affected jurisdictions and service providers meet, discuss and determine the future governance and service provision within the area south of the Multnomah County/Clackamas County line. The goal of this process is to bring a unified message to the Metro Council concerning governance and service provision for Area C and those areas in Clackamas County that will be considered for future inclusion in the urban growth boundary.

These recommendations, including fulfillment of the Gresham/Portland IGA, are intended to fulfill Metro Title 11 requirements for provision for annexation of the area to a city or necessary service district prior to urbanization (Title 11, section 1120 (A)).

VIII. Summary of Implementation Strategies

Goals, Policies and Action Measures

The Steering Committee adopted goals, policies and action measures for each of the topics that follow. The statements focus on the key concepts and policy direction for subsequent regulations and implementation efforts. The following is a summary – the full text of the implementation strategies is included in the Implementation Strategies.



LAND USE

Urbanization

GOAL: Pleasant Valley shall be a complete community with a unique sense of identity and cohesiveness.

Policies

1. The Pleasant Valley Concept Plan Map and Implementation Strategies shall provide the blueprint for local jurisdictional adoption of comprehensive plan amendments and implementing measures for future urbanization.
2. Pleasant Valley shall be master planned as a complete community. A complete community has a wide range of transportation choices; of living choices; of working and shopping choices; and of civic, recreational, educational, open space and other opportunities.
3. Pleasant Valley shall have full public services to include transportation, surface water management, water, sewer, fire and police services, recreation, parks and connected open spaces and schools.
4. Urbanization of Pleasant Valley shall carefully consider its relationship to adjoining communities as annexations and extensions of public facilities occur.
5. Urbanization of Pleasant Valley shall carefully consider and enhance its relationship to the unique regional landscape that frames Pleasant Valley.
6. Urbanization shall be guided by a Pleasant Valley urban services and financial plan that will ensure that annexation, service provision and development occur in a logical and efficient manner and that major public facilities are provided at the time they are needed.

Recommended Action Measures

1. Establish a plan district for Pleasant Valley. A plan district designation provides a means to create unique zoning districts and development regulations that address the specific opportunities and problems identified in the Pleasant Valley Concept Plan.
2. Establish the new plan district zoning classifications based on the Concept Plan guidelines in the town center, housing, employment and other sections found in these Pleasant Valley Concept Plan Implementation Strategies.
3. Allow for unique planning and regulatory tools that are needed to realize the Pleasant Valley Concept Plan.
4. Develop a plan for urban services and financing infrastructure. The plan would include a phasing plan, i.e., identifying a logical sequence for phased annexations, development of public infrastructure and delivery of public services as urbanization occurs. This strategic plan includes a provision for providing major public facilities at the time they are needed. “Major public facilities” will be defined in this process and be based on the details provided in the water, wastewater, stormwater and transportation reports.
5. Create a set of new development standards for the design of land-use types and the transition and compatibility of these land uses down to the block level based on the Pleasant Valley Concept Plan map and implementation strategies.

TOWN CENTER

GOAL: Pleasant Valley shall have a mixed-use town center that will be the heart of the community.

Policies

1. The town center shall be the focus of retail, civic and office related uses and services that serve the daily needs of the local community.
2. The town center shall be served by a multi-modal transportation system with good access by vehicular, pedestrian, bicycle and transit traffic.
3. A wide range of housing types shall be allowed and incorporated into mixed-use buildings and adjacent townhouses and apartments.
4. Streets and buildings shall be designed to emphasize a lively pedestrian-oriented character where people feel safe day and night.
5. A "main street" environment that is a visually stimulating area that makes people want to linger and explore shall be created.
6. A central green or plaza(s) shall be included as a community gathering space(s). There shall be good linkage to the central park space to the east and to Kelley Creek to the south. Linkage design to Kelley Creek shall include consideration of a park block design.
7. The town center shall have strong connections to adjacent neighborhoods and include commercial services that are centralized and convenient to pedestrian-oriented shopping.
8. The core town center shall have adjacent mixed-use employment areas that will include office uses and live-work housing opportunities.
9. The expectation for the town center is a highly pedestrian-oriented place with a dense mix of shopping, service, and civic and mixed-use buildings.
   a. It is anchored (at least) by a grocery store. Smaller buildings for retail and service uses, civic uses and mixed commercial/ residential uses will be oriented on pedestrian main street(s) and plaza(s).
   b. It will be an easy and attractive place to walk, bike and use transit. It will be a convenient and attractive place to drive.
   c. A high standard for development will be set. Techniques such as shadow platting shall be used to provide for future infill at the desired minimum density.
10. The Pleasant Valley Plan District shall include two mixed-use zoning districts associated with the town center:
    a. A town center zoning district with a mix of retail, office and civic uses and housing opportunities as a pedestrian oriented area and a main street character.
    b. A mixed-use employment zoning district that will provide office, professional services and other support services and employment opportunities adjacent to the town center.

Recommended Action Measures

1. Develop a strategy to help ensure the town center's survival in the marketplace. Marketplace design standards and principles can be combined with pedestrian-oriented design standards to create a unique Pleasant Valley town center. Consideration shall be given to future public involvement strategies including a design charrette with property owners and developers and the public to create specific design standards, street layouts and a scheme for a mix of retail, service and housing uses. Develop techniques, such as shadow platting, to provide for future infill at desired minimum density. Shadow platting requires placement of buildings in a way that allows future infill at the desired minimum density.
2. Identify and recruit desired civic uses, including a library, a community police station, a community-meeting hall and a daycare facility.
3. Develop a strategy that allows for a town center master plan review process. Such a master plan includes more detail than found in the plan district regulations and would guide development of the town center.

HOUSING

GOAL: Pleasant Valley shall provide a wide variety of housing choices that will accommodate a variety of demographic and income needs within high quality, well-designed and walkable neighborhoods framed by the natural landscape.

Policies

1. Each Pleasant Valley neighborhood shall include a wide variety of housing options for people of all ages and incomes with the following considerations:
   a. Home ownership options that range from affordable housing to executive housing.
   b. Housing for the elderly and the disabled.
   c. Affordable housing choices including rental and home ownership opportunities.
   d. An overall average density of 10 dwelling units per net residential acreage.
   e. A 50/50 ratio of attached dwelling to detached dwelling opportunities.
   f. A mix of housing types in the same neighborhood and on the same street.
2. Pleasant Valley shall have walkable neighborhoods with a defined center and edges. The edge of the neighborhood marks the transition from one neighborhood to another. An edge might be a natural area, a transit stop or a tree-lined arterial street. The neighborhood center should be a main gathering space with priority given to public spaces, such as parks and civic buildings. The distance from the center of the neighborhood to the edge should be a comfortable walking distance of 1/4- to 1/2-mile radius (5- to 10-minute walk).
3. Pleasant Valley neighborhoods shall be designed to increase transportation options. Neighborhoods shall be bike and walking friendly, especially so that children can travel safely. Neighborhoods shall be designed with transit in mind. Transit stops should be located within walking distance of a neighborhood.
4. Pleasant Valley shall support a compact mixed-use urban form, increase accessibility for walking and biking and be transit supportive. Attached housing should take a nodal form as opposed to a transit street lined with apartments.
5. Higher density residential areas shall be designed and scaled in keeping with the desired pedestrian form.
6. Higher density residential areas shall be located near the town center, transit streets and the mixed-use neighborhood centers. A mix of smaller lots, townhomes and apartments provide a good balance of mixed housing character and transit-orientation.
7. Neighborhoods shall be designed to incorporate the existing natural features in a way that enhances the aesthetic environment while minimizing impacts. A compact mixed-use neighborhood with transit options is one strategy for preserving open space and natural resource areas.
8. Parks shall be located next to or near higher density areas. They also shall serve to provide a sense of place for the neighborhood and be accessible to the whole neighborhood. This enhances the quality of life for attached housing residents and will help ensure a higher quality of higher-density housing.

Apartments oriented to a local street

9. Neighborhoods shall have strong connections to the Kelley Creek and Mitchell Creek open space systems. The design and function of neighborhoods shall facilitate preserving, enhancing and restoring Pleasant Valley's open space system.
10. Home-based work shall be permitted and encouraged in residential districts. Standards shall be established to ensure compatibility with surrounding neighbors. Standards shall be based on existing Gresham and Portland standards for home-based work.
11. The Pleasant Valley Plan District shall include residential districts that will provide for small, standard and large single-family lot (detached residential) opportunities and for high- and moderate-density housing (attached residential) opportunities. High-density attached dwelling opportunities shall be focused in the vicinity of the town center.

Recommended Action Measures

1. Work with groups such as the city of Gresham's Community Development and Housing Committee and the Planning Commission to create a plan that identifies appropriate strategies and implementation measures to promote affordable housing in Pleasant Valley.
2. Create principles and strategies to ensure that the scale and design of dwellings, especially in the high- and moderate-density zoning districts, are compatible with the compact, pedestrian-oriented and smaller-scale character of Pleasant Valley. Consider a process for developing a design vocabulary (a variety of specific architectural elements) for the Pleasant Valley community.

Three Pleasant Valley Neighborhoods – Illustrative Plan

EMPLOYMENT

GOAL: Pleasant Valley shall provide for a range of employment opportunities that enable Pleasant Valley to be part of a complete community and to provide the opportunity to work and live in the same community.

Policies

1. Home-based work opportunities shall be allowed and encouraged.
2. Employment opportunities shall include retail and services, business office and business park uses to include "flex space," research and development, and medical facilities.
3. Employment opportunities shall consider the relationship of Pleasant Valley to existing employment centers in the east metro area and potential new employment areas south (Damascus area).
4. Pleasant Valley shall have mixed-use neighborhood centers to provide local service and shopping opportunities within a very short walking, biking or driving distance. Small (3-5-acre) mixed-use neighborhood centers shall provide retail, office and live-work employment opportunities.
5. A higher density and variety of housing types shall be located near the mixed-use neighborhood centers.
6. The quality of the natural environment shall be an asset in Pleasant Valley. Businesses locating in Pleasant Valley shall be expected to be good environmental stewards, use green practices and have a positive relationship with the community.
7. The quality of the built environment shall be an important contributor to employment opportunities. A high-quality town center, high-quality neighborhoods and the inclusion of a mix of housing types will foster employment opportunities.
8. Pleasant Valley shall endeavor to have a sustainable balance of jobs and housing capacity. This policy supports fiscal and community sustainability, distributes the risk for future developers/builders and eases costs associated with infrastructure improvements.
9. The Pleasant Valley Plan District shall (in addition to the two mixed-use zoning districts associated with the town center) include two other mixed-use employment zoning districts:
   a. A mixed-use neighborhood center zoning district with a mix of local retail, service and office live-work uses to encourage short walking, biking and driving trips.
   b. An employment center zoning district that will provide business park employment opportunities including flex space, office park, research and development and medical facilities.

Recommended Action Measures

1. Develop a strategy to preserve employment center areas and to test its viability in the marketplace. The preservation strategy would include developing a list of prohibited uses. A cited example of a potential prohibited use is mini-storage facilities.
2. Develop a strategy for economic development recruitment and incentives to locate businesses that will enhance the compact nature and pedestrian scale orientation of Pleasant Valley and its environmental features.
3. Local participating jurisdictions and others are strongly encouraged to participate in actions and to take steps to solve employment issues on a community and citywide basis and on a regional basis.

Illustrative Employment Center

CULTURAL AND NATURAL HISTORY

GOAL: The best of Pleasant Valley's cultural and natural history is retained and incorporated into the new community form.

Policies

1. Important cultural and natural names, places and themes shall be used as Pleasant Valley urbanizes. Historic place names can be used for the street, place and neighborhood names.
2. To the extent possible, major roads that will need to be widened shall be kept away from historic resources. This should be done to lessen the potential that a historic structure may be removed, preserve context around structures, and generally enhance the ability to experience cultural and natural history resources.
3. Design the town center to reflect the area's natural history (the riparian system) and historical landmarks. The town center can be connected to the central area near the grange with well-designed streets (possibly park blocks) and/or off-street paths.
4. Have good connections to the Kelley Creek trail as a potential historical trail. The trail, among other functions, can link together the valley's historic landmarks and cultural and natural history.

Recommended Action Measures

1. Identify and use historic place names for streets, places and neighborhoods. To the extent practical this should occur during the next implementation plan phase. The names identified in the evaluation report (see Technical Appendix) shall be a starting point. The city of Gresham Historic Resource Advisory Committee, the Gresham History Society and others should be engaged in determining additional names.
2. Review existing regulations regarding historic landmarks and prepare new ones as needed for Pleasant Valley. Property owners and developers should be engaged in this process before development occurs. The advisory committee, the society and others also should be engaged.
3. Continue to document the history of the valley and identify historic landmarks. The historic landmarks identified in the evaluation report shall be a starting point. The advisory committee, the society and others should be engaged in this process.
4. Cultural and natural history shall be an element for consideration in future determination of how Foster and Richey roads function in the ESRA. Historical homes and farm buildings naturally relate to the rural roads on which they front.

The Pleasant Valley Grange

The Richey House

TRANSPORTATION

GOAL: Pleasant Valley shall be a community where a wide range of safe and convenient transportation choices are provided.

Policies

1. Pleasant Valley shall be a community where it is safe, convenient and inviting to walk, ride a bike and use transit. The network of streets shall accommodate walking and biking, with special pedestrian features on transit streets.
2. The community shall be served by a balanced transportation system that serves all modes of travel and is coordinated with Gresham, Portland, Happy Valley, Clackamas County, Multnomah County, TriMet, ODOT, Metro and other transportation service providers to provide effective regional connections to the Pleasant Valley community.
3. The community shall be served by community level transit service that connects to regional transit service, and include street designs, land-use types, patterns and densities and pedestrian and bicycle improvements that support transit.
4. An efficient well-connected street system shall be planned, using a variety of street types that reinforce a sense of community, provide adequate routes for travel by all modes and preserve adequate right of way to serve future transportation needs.
5. Existing transportation safety issues shall be addressed.

Key Recommended Action Measures

1. The Pleasant Valley Concept Plan map shall serve as the basis for providing opportunities for through-travel on arterial streets and local access to community destinations on collectors, neighborhood connectors and local streets.
2. Develop a short-term strategy to downgrade the function of Foster and Richey roads to serve as local access streets and a long-term strategy to disconnect and potentially vacate Foster and Richey roads in the confluence area of the ESRA. Phase implementation of new neighborhood connector that crosses the Saddle wetland complex west of Pleasant Valley Elementary School to coincide with disconnection and removal of Foster Road stream crossings in confluence area.
3. Provide a bicycle and pedestrian system that provides for safe, convenient, attractive and accessible bicycle and pedestrian routes on all streets.
4. Provide a multi-use trail system to serve as important off-street bicycle and pedestrian connections to schools, parks, commercial areas and neighborhoods within the Pleasant Valley community, particularly in areas near the confluence of Kelley and Mitchell creeks where streams limit street connectivity.
5. Establish plan district street design standards that respect the characteristics of the surrounding land uses, natural features and other community amenities as described in Metro publications *Creating Livable Streets* and *Green Streets: Innovative Solutions for Stormwater and Stream Crossings*. All streets shall be designed to support adjacent land uses, accommodate pedestrians and bicyclists and include green streets design elements that help minimize stormwater runoff, consistent with Table 1.
6. Adopt a future street plan that meets regional and local connectivity requirements to ensure the development and completion of logical and continuous local street patterns within residential and mixed-use areas as development occurs.
7. Allow for and encourage efficient use of on-street parking to help reduce off-street parking needs, shared parking agreements to reduce the size and number of parking lots and shared driveways between adjacent development projects.
8. Coordinate with Metro, ODOT, TriMet, Multnomah County, Clackamas County, Happy Valley, Portland and Gresham to implement Pleasant Valley Concept Plan recommendations.

Street Design Types for Pleasant Valley

The following table lists the street design characteristics recommended for Pleasant Valley. Further description of street types and all recommended action measures for transportation are included in the technical appendix.

TABLE 1

Motor vehicle functional classification	Street design classification	Preferred street design elements		Number of lanes and design speed
Major arterial within town center	Regional boulevard	**111' ROW** 12.5' sidewalks 6' bike lanes	11' travel lanes 13-16' swale median 7' on-street parking with tree planters	4 lanes with turn lanes 20-25 mph
Major arterial outside town center	Regional street	**100' ROW** 6' sidewalks 6' bike lanes	11' travel lanes 16' swale median 8' green street buffer	4 lanes with turn lanes 35 mph
Minor arterial within a town center	Community boulevard	**80' ROW** 10' sidewalks 6' bike lanes	11' travel lanes 10-14' swale median 7' on-street parking with tree planters	2 lanes with turn lanes 20-25 mph
Minor arterial with a median outside town center	Community street	**70' ROW** 6' sidewalks 6' bike lanes	11' travel lanes 10-14' swale median 8' green street buffer	2 lanes with turn lanes 35 mph
Minor arterial without a median outside town center	Community street	**62' ROW** 6' sidewalks 6' bike lanes	11' travel lanes 8' green street buffer	2 lanes with turn lanes 35 mph
Collector within a town center	Community boulevard	**70' ROW** 12' sidewalks 5' bike lanes	11' travel lanes 7' on-street parking with tree planters	2 lanes with turn lanes 20-25 mph
Collector adjacent to schools, parks and multi-family housing	Community street	**74' ROW** 6' sidewalks 5' bike lanes	11' travel lanes 8' swale buffer 7' on-street parking	2 lanes with turn lanes 20-25 mph
Collector other areas	Community street	**60' ROW** 6' sidewalks 5' bike lanes	11' travel lanes 8' green street buffer	2 lanes with turn lanes 20-25 mph

Street design type notes:

1. All streets will be designed to support adjacent land uses and accommodate bicycles and pedestrians with special pedestrian amenities on transit streets.
2. All streets include "green" streets design elements that help minimize stormwater runoff, including pervious curbs.
3. Swales, infiltration trenches and linear detention basins are possible treatments in street designs that include green street buffers.
4. Bike lane and sidewalk dimensions may be reduced when natural constraints exist. The need for and width of bike lanes will be determined based on traffic volumes and other safety considerations.
5. Tree well curb extensions should be designed to accommodate street sweepers.
6. Twelve-foot outside travel lane may be considered on regional streets that are planned to accommodate local freight movement or buses.
7. Local implementation of these street designs should provide opportunities to mix and match various street design elements and to vary from preferred dimensions listed above in areas where natural constraints exist.
8. Cross sections include the option of a landscaped buffer and center median that can be adjusted at intersections to allow for turn lanes without needing to dedicate more right of way than has been identified.

NATURAL RESOURCES

GOAL: Pleasant Valley shall be an urban community integrated with the natural environment.

Policies

1. Urbanization of Pleasant Valley shall preserve, enhance and restore natural resources.
2. Urbanization of Pleasant Valley shall be balanced with the protection of sensitive species and habitat, water quality and the aquifer.
3. Road crossings within the ESRA shall be designed to provide crossings with the least impact.
4. Urbanization of Pleasant Valley shall achieve low levels of effective impervious area and high levels of tree protection and reforestation.
5. Flooding shall be addressed by managing the frequency and duration of water flows to match pre-development conditions for Kelley Creek and also to reduce downstream impacts to Johnson Creek.
6. Floodplains and wetlands shall be fully protected and restored for improved hydrology and flood protection.
7. Urbanization of Pleasant Valley shall increase quantities and diversity of upland habitats by creating larger, more diverse, connected habitats in the uplands.
8. Wildlife habitat connections between upland and riparian (river) habitats shall be maintained and restored.
9. Wildlife habitat connections to surrounding areas, such as Powell and Clatsop buttes and Butler Ridge, shall be maintained and restored.
10. Fish passage, where current passage is blocked, shall be restored. Barriers to wildlife habitat corridors, such as bridges and roads, shall be designed to provide proper opportunities for wildlife migration.

Courtesy of North Shore Productions

Coho Salmon found in Johnson Creek

11. Urbanization of Pleasant Valley shall prevent erosion and control sedimentation through the use of green development practices, site-sensitive design, appropriate construction-management practices, re-vegetation of disturbed areas, and regular maintenance and monitoring.
12. As a long-term goal, sections of right of way for Foster and Richey roads within the ESRA shall be removed as properties redevelop and access patterns change.
13. As a major organizing feature, the network of natural resources identified on the Pleasant Valley Resource Management Map (see Technical Appendix) should serve as an open space amenity for the community.
14. Resource protection and enhancement shall be a shared responsibility and partnership of property owners, governments, community and nonprofit organizations and developers.

Recommended Action Measures

1. The Resource Management Map shall serve as the basis for identifying areas to preserve, restore, and enhance.
2. Require abandoned water wells to be decommissioned following Oregon Department of Water Resources accepted procedures to avoid groundwater contamination.
3. Establish a greenway along Kelley Creek and its tributaries as the valley urbanizes. Greenways provide for public access and create a focal point for the community in the form of trails and open space.
4. Develop interim regulations for the sections of Foster and Richey roads within the ESRA detailing how improvements are allowed, if at all, to minimize impervious surface, manage stormwater, and not preclude future removal.
5. The participating cities, area neighborhood associations, and the Johnson Creek Watershed Council are encouraged to support re-vegetation efforts, work to restore fish and wildlife habitat in the study area, and pursue funding sources outlined below to achieve the goals of the Pleasant Valley Concept Plan.

GREEN DEVELOPMENT PRACTICES

GOAL: Pleasant Valley shall be a "green" community where green infrastructure is integrated with land use and street design and natural resource protection.

Policies

1. Encourage the planting and preservation of trees throughout the watershed.
2. Transportation plans shall incorporate Green Streets designs, as described in Metro's handbook titled *Green Streets: Innovative Solutions for Stormwater and Stream Crossings*.
3. Community design and infrastructure plans shall produce minimal impacts on the environment, including flooding and water quality in Johnson Creek.
4. Infrastructure plans shall avoid placement of utilities in the ESRA where practicable.
5. Community design and infrastructure plans shall enhance the natural hydrologic system as a fundamental part of managing stormwater and water quality.
6. Community design and infrastructure plans shall incorporate energy-saving measures.
7. Community design, infrastructure and natural resource protection plans shall incorporate guidelines for resource management by subwatershed, including stormwater quality and quantity.

Recommended Action Measures

1. Develop regulations, incentives and development standards that include measures to protect and augment the natural stream system with a variable width, vegetated buffer system along streams and wetlands that are critical to the ecological health of the watershed.
2. Develop regulations, incentives, and development standards for managing stormwater on-site for buildings, houses, parking lots and street rights of way by integrating stormwater management into the landscaping. The intent is to preserve and create opportunities for infiltration, evaporation and transpiration before using off-site storage. Where off-site storage is necessary, design shall be consistent with the *Johnson Creek Restoration Plan*. For example, off-site storage should be linked to swales and other infiltration areas and designed in a way that mimics natural storage functions (e.g., constructed wetlands).
3. Develop regulations, incentives, and development standards to provide for the planting and preservation of trees throughout the valley, including street rights of way, community open spaces, parking lots and other landscaping areas, in order to:
   - restore the natural hydrologic system by providing opportunities for evaporation, transpiration and infiltration of rainwater.
   - act as an energy-saving measure to save on heat and cooling costs by shading and buffering buildings, and by reducing urban heat effects by shading parking lots and streets.

Buckman Heights stormwater managed on-site through innovative designs.

PARKS

GOAL: Parks, open space and trails shall be located and developed throughout the Pleasant Valley community.

Policies

1. Neighborhood parks, small green spaces and open spaces shall be located within a short walk of all homes.
2. A network of bicycle and pedestrian routes, equestrian trails, walking/hiking trails and multi-use paths will connect the parks and open spaces.
3. The park and trail system will be connected to the Springwater Corridor Trail, Powell Butte and other regional trails and greenspaces.
4. The natural area lands will constitute the framework of the open space system. The parks system will be organized to complement the open space system, and, wherever possible, the land should be used to create opportunities for people to pursue low intensity and low impact recreational activities. However, acquiring and protecting these lands should not be accomplished in lieu of creating other types of recreation spaces.

5. There shall be a network of neighborhood parks and a community park equitably distributed and sized to meet demands. The network will provide the majority of recreation opportunities for local residents. A neighborhood park shall be located in every neighborhood. Neighborhood parks and a community park shall be located generally consistent with the preferred concept plan map.
6. A series of other parks, such as plazas, park blocks (boulevards), public gardens and recreation pockets shall be created to give identity and form to the town center. The smaller mixed-use neighborhood centers shall also feature a small park or plaza.
7. There shall be parks located adjacent or near higher density areas.
8. Where practical, schools and parks shall share facilities such as soccer/football fields and basketball courts. Sharing facilities can reduce maintenance costs and the amount of acreage needed if the fields were not shared.

Recommended Action Measures

1. Amend parks, recreation, open space and trails master plan(s) for Pleasant Valley consistent with a Pleasant Valley Plan District.
2. Evaluate the natural areas (ESRA) for their capacity to support passive recreation use in order to determine whether additional open space land is needed to meet projected demands. The ESRA lands will not necessarily provide open space functions. In some cases, human access should be very limited or prohibited in order to protect natural resource values.
3. Identify facilities needed for the estimated population. The design and size of parks should take into account potentially needed recreation facilities. These include features such as, but not limited to, basketball courts, sports fields, picnic facilities, community gardens and a community center.
4. Develop a strategy to establish the identity, design and funding of the community center. Consideration shall be given to future public involvement strategies including a design charrette.

5. Identify an open space system that will create a connected and integrated open space network in the Kelley Creek/Mitchell Creek system. Note that Gresham's benchmark acreage for open space may not be sufficient to create this system depending on future state Goal 5 natural resources work.
6. Support designation of the Pleasant Valley trails system in Metro's Greenspaces Master Plan. Identify funds that can be used to study the feasibility of the trails, right of way acquisition, design and construction.

The following have been nominated for inclusion on the Metro Trails and Greenway map:

a. East Buttes Powerline Corridor Trail. This trail runs north-south partially via the BPA/Northwest Natural Gas line easement. It connects to the Springwater Corridor trail and the proposed Gresham/Fairview Trail and to the Clackamas River Greenway near Damascus.
b. East Buttes Loop Trail. The trail runs east-west along both sides of the main stem of Kelley Creek. It runs through the heart of Pleasant Valley and provides connections to the Springwater Corridor trail, the Gresham Butler Creek trail and a Metro open space area.

Neighborhood park as a focal point of a Pleasant Valley neighborhood

SCHOOLS

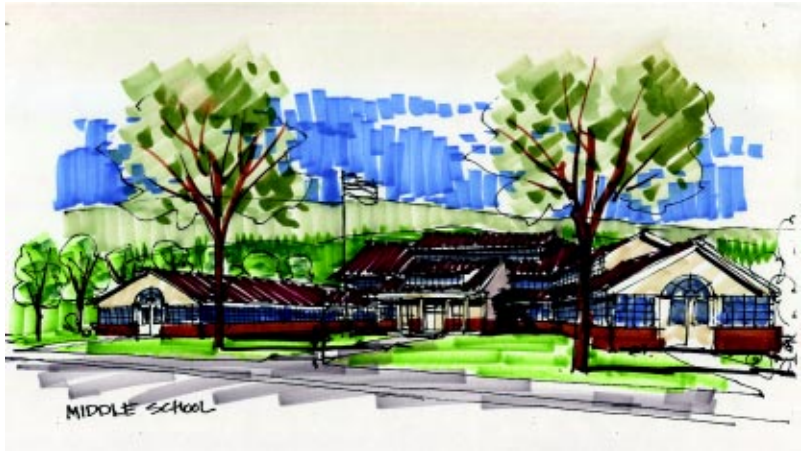
GOAL: Schools shall be integrated into the Pleasant Valley community. Civic uses shall be integrated into the Pleasant Valley Community.

Policies

1. The number, type and location of schools will be coordinated with the Centennial School District. The school district has indicated that for planning purposes:
   a. The existing Pleasant Valley School Elementary School will remain.
   b. There are potential needs for a new elementary school and for a new middle school.
2. Schools and civic uses will be integrated with adjacent neighborhoods and connected by a system of bicycle and pedestrian routes. Schools should be located to avoid students crossing major streets.
3. School compatibility in a neighborhood shall be balanced with the benefits of passive surveillance. Residential "eyes," especially toward a field, can enhance security.
4. Where practical, a public park will be located adjacent to school fields. Such parks shall be a minimum of 2-3 acres in size, but can be larger. This allows for an enhanced community space that benefits the school and the community. The park should not be located across a street, especially for use by elementary school students.
5. New schools shall be located at least 1,000 feet from major electrical and gas transmission lines.
6. Elementary and middle schools should have frontage on a collector street to accommodate school buses.

Recommended Action Measures

1. The Centennial School District should continue to evaluate the benefits of a joint middle/elementary school site. Potential benefits of a shared site include flexibility for school and community events, fields that are large enough for community events such as little league and soccer, parking lots that can be shared, potential cost savings through shared infrastructure such as gas and electric service, telephones, sewer and water systems and computer network systems.
2. The Centennial School District should continue to work with the affected city (or county) to provide for the amount of land and improvement needed to serve the Pleasant Valley Concept Plan area.
3. Mt. Hood Community College with Multnomah County Library and the Centennial School District should explore the potential of a joint facility in the Pleasant Valley Concept Plan. The joint facility could include a library, cultural center and an athletic facility.



Illustrative middle school within a neighborhood

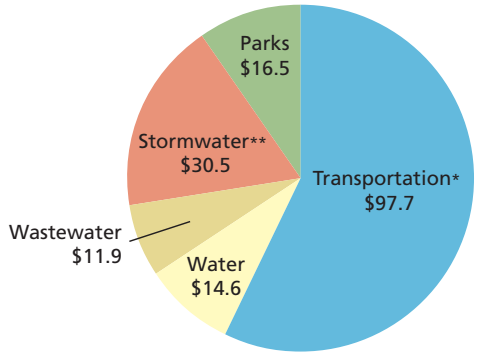
Infrastructure Costs and Funding

Infrastructure for the Concept Plan is estimated to cost approximately $171 million, as summarized in the following table.

TABLE 2

Infrastructure type	Cost in millions
Transportation*	$ 97.7
Water	14.6
Wastewater	11.9
Stormwater**	30.5
Parks	16.5
Total	**$171.2**

*Does not include $15 million for long-term 172nd/190th connection outside the study area.
**Capital cost only. Assumes green practices. The estimate for a piped system is $63.2 million.



Funding Sources. The Concept Plan sets the stage for subsequent work to prepare a funding plan. It is intended that multi-jurisdictional cooperation on funding will occur and that innovative approaches to green infrastructure maintenance will be developed.

The funding sources to be considered include:

- developer constructed improvements
- system development charges
- impact fees
- local improvement reimbursement districts
- street utility fees
- federal, state and regional funds.

NOTE: Although local improvement districts are recognized as a funding tool, they are not recommended unless measures are adopted to prevent adverse impacts to existing property owners.

Timing of Infrastructure. One of the key implementation issues that emerged out of the community forums was a concern that infrastructure not lag behind development. The Steering Committee endorsed the following policy and action measure to address this concern:

- Urbanization shall be guided by a Pleasant Valley urban services and financial plan that will ensure that annexation, service provision and development occur in a logical and efficient manner and that major public facilities are provided at the time they are needed.

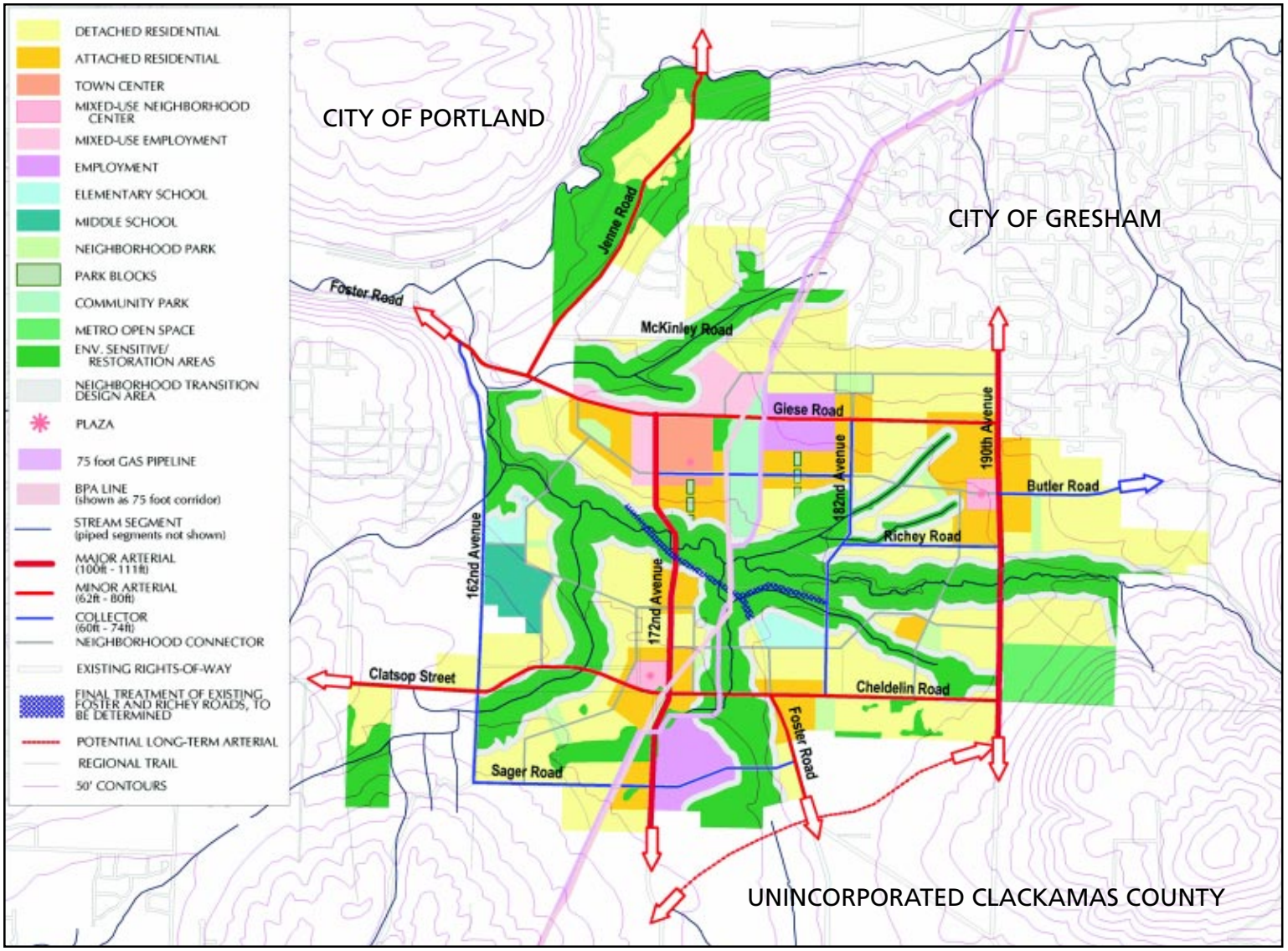
- A strategic plan for urban services and financing infrastructure shall be established. The plan would include a phasing plan, i.e., identifying a logical sequence for phased annexations, development of public infrastructure and delivery of public services as urbanization occurs. This strategic plan shall include a provision for providing major public facilities at the time they are needed. "Major public facilities" shall be defined in this process with the details provided in the water, wastewater, stormwater and transportation concept plan reports.

The above recommendations are intended to fulfill Metro Title 11 requirements for a conceptual public facilities and services plan, including cost estimates and funding strategies (Title 11, sections 1120 (H)).

Pleasant Valley Concept Plan

Appendix

A	Pleasant Valley Concept Plan	A-1
B	Project Participants	B-1
C	Project Organization	C-1
D	Concept Plan Alternatives	D-1


DETACHED RESIDENTIAL
ATTACHED RESIDENTIAL
TOWN CENTER
MIXED-USE NEIGHBORHOOD CENTER
MIXED-USE EMPLOYMENT
EMPLOYMENT
ELEMENTARY SCHOOL
MIDDLE SCHOOL
NEIGHBORHOOD PARK
PARK BLOCKS
COMMUNITY PARK
METRO OPEN SPACE
ENV. SENSITIVE/ RESTORATION AREAS
NEIGHBORHOOD TRANSITION DESIGN AREA
PLAZA
75 foot GAS PIPELINE
BPA LINE (shown as 75 foot corridor)
STREAM SEGMENT (piped segments not shown)
MAJOR ARTERIAL (100ft - 111ft)
MINOR ARTERIAL (62ft - 80ft)
COLLECTOR (60ft - 74ft)
NEIGHBORHOOD CONNECTOR
EXISTING RIGHTS-OF-WAY
FINAL TREATMENT OF EXISTING FOSTER AND RICHEY ROADS, TO BE DETERMINED
POTENTIAL LONG-TERM ARTERIAL
REGIONAL TRAIL
50' CONTOURS
CITY OF PORTLAND
CITY OF GRESHAM
UNINCORPORATED CLACKAMAS COUNTY
Jenne Road
Foster Road
McKinley Road
Giese Road
190th Avenue
182nd Avenue
Butler Road
Richey Road
162nd Avenue
172nd Avenue
Clatsop Street
Cheldelin Road
Foster Road
Sager Road

Appendix B Project Participants

For further information about project participants, please contact the city of Gresham Community Planning Division of the Community and Economic Development Department at 503-618-2760.

A. Steering Committee

1000 Friends of Oregon
- Mary Kyle McCurdy
- Alternate: Jacob Brostosf

Centennial School District
- Mike Andrews

City of Portland, Bureau of Environmental Services
- Amy Chomowicz

Clackamas County, Dept. of Transportation & Development
- Scott Pemble
- Alternate: Maggie Dickerson

Clackamas River Basin Council
- Vacant
- Alternate: Ivers Steinblums (Mt. Hood National Forest)

Commercial Real Estate Economic Coalition
- Bob LeFeber
- Alternate: Carl Anderson

Developer
- Vacant

Friends of Mt. Scott and Kellog Creeks
- Steve Berliner
- Alternate: Dick Shook

Gresham Centennial Neighborhood Association
- Wes Bell
- Alternate: David Hamilton

Gresham Parks Council Advisory Committee
- Vacant

Gresham Planning Commission
- Dick Anderson

Gresham Southwest Neighborhood Association
- Mary Martin

Gresham Transportation System Council Advisory Committee
- Bill Willmes (Vice-Chair)
- Alternate: Greg Brown

Happy Valley Planning Commission
- Chris Utterback
- Alternate: Jeff Dulcich

Johnson Creek Watershed Council
- Troy Doss
- Alternate: Jeff Uebel

Metro, Transportation/Growth Management
- Andy Cotugno
- Alternate: Mary Weber

Multnomah County, Transportation Division
- Karen Schilling
- Alternate: Mike Oswald

Pleasant Valley Elementary School PTA
- John Lehman
- Alternate: Jason Lehman

Portland Planning Commission
- Rick Holt
- Alternate: Randy Jones

Portland Pleasant Valley Neighborhood Association
- Paul Grosjean
- Alternate: Linda Bauer

Residents
- Barbara Adler
- Rick Paul
- George Searles
  Alternate: Loretta Searles
- David Tiley (resigned Nov. 29, 2001)

Resident / Property Owner
- John Bliss (Chair)

B. Coordinating Committee

City of Gresham
- Jonathan Harker[1], AICP
- Community and Economic Development Dept
- Alternate: Ron Bunch, Community and Economic Development Dept

City of Happy Valley
- Jim Crumley
- Alternate: Bill Brandon

City of Portland
- Bob Clay, AICP, Bureau of Planning
- Alternate: Jay Sugnet[2], Bureau of Planning

Clackamas County
- Maggie Dickerson, Dept. of Transportation & Development
- Alternate: Scott Pemble, Dept. of Transportation & Development

Multnomah County
- Ed Abrahamson, Transportation Division
- Alternate: Karen Schilling, Transportation Division

Metro
- Ray Valone[3], AICP, Growth Management
- Alternate: Kim White[4], AICP, Transportation

Consultant Team Manager
- Joe Dills, AICP[5], Otak, Inc.

State of Oregon
- Lidwein Rahman, Department of Transportation
- Alternate: Bill Adams, Department of Transportation

[1] Co-chair Land Use Work Team, Chair Public Involvement, Infrastructure/Service, Parks Work Teams
[2] Chair Natural Resources Work Team
[3] Metro Project Manager
[4] Chair Transportation Work Team
[5] Co-chair, Land Use Work Team

C. Infrastructure Work Team

City of Gresham

Community & Economic Development Department
- Jonathan Harker[1], AICP, Project Manager

Department of Environmental Services
- Bob Storer, Water Resources Coordinator, Stormwater
- Tom McCausland, Civil Engineer I, Stormwater
- Carrie Pak, Division Manager, Stormwater
- James Soli, Senior Civil Engineer, Stormwater
- Guy Graham, Division Manager, Wastewater
- Jim Montgomery, Senior Engineer, Wastewater
- Dale Anderson, Division Manager, Water
- Mike Shane, Engineer Technician IV, Water
- Betty Johnson, Civil Engineer, Water

City of Portland

Water Bureau
- David Johns, Urban Services Coordinator
- Dennis Kessler, Senior Engineer

Office of Management and Finance
- Laurel Butman, Urban Services Manager

Bureau of Environmental Services
- Stephen Hawkins, PE, Civil Engineer
- Tom Liptan, Environmental Specialist

Bureau of Planning
- Jay Sugnet, City Planner
- Bob Clay, AICP, Chief Planner

Centennial School District
- Rick Larson, Director of Business and Operations

Clackamas County

Water Environment Services (sewer, storm, water)
- Jay Bacon, Customer Service Manager

Happy Valley

City of Happy Valley
- Jim Crumley, Community Development Director
- Bill Brandon, City Manager

Sunrise Water Authority
- John Thomas, General Manager
- Tim Jannesen, Associate Engineer
- Denny Klingbile, Water Resources

[1] Lead for Infrastructure-Public Facilities Work Team

D. Natural Resources/Watersheds Work Team

City of Gresham

Department of Environmental Services
- Bob Storer, Water Resources Coordinator, Stormwater Division

Parks & Recreation, DES
- Richard Catron, Park Planner

Community & Economic Development Department
- Jonathan Harker, AICP, Project Manager

City of Happy Valley
- Jim Crumley, Community Development Director

City of Portland

Bureau of Planning
- Jay Sugnet[1], City Planner
- Bob Clay, AICP, Chief Planner
- Tom McGuire, Senior Planner

Bureau of Environmental Services
- Daniela Brod, Johnson Creek Watershed Manager
- Ali Young, Johnson Creek Project Coordinator

Parks Bureau
- Sue Donaldson, Parks Planner
- Deb Lev, Parks Planner

Clackamas County

Department of Transportation and Development, Planning Division
- Greg Fritts

Metro

Parks
- Jennifer Budhabhatti, Ph.D., Senior Environmental Planner

Growth Management Services
- Alternate: Lydia Neill, Principal Regional Planner

Open Space Acquisition
- Nancy Chase, Senior Real Estate Negotiator

Adolfson Associates, Inc.
- Garritt Rosenthal

Winterbrook Planning
- Tim Brooks, Environmental Planner

Johnson Creek Watershed Council
- Dean Apostle
- Steve Berliner

[1]Lead for Natural Resource/Watershed Work Team

E. Parks Work Team

City of Gresham

Community & Economic Development Department
- Jonathan Harker[1], AICP, Project Manager

Department of Environmental Services
- Richard Catron, Parks Planner

City of Portland

Parks Bureau
- Sue Donaldson, Planner

Bureau of Planning
- Jay Sugnet, City Planner

City of Happy Valley
- Jim Crumley, Community Development Director
- Bill Brandon, City Manager

Metro

Parks
- Jennifer Budhabhatti, Ph.D., Senior Environmental Planner

Sunrise Water Authority
- John Thomas, General Manager
- Tim Jannesen, Associate Engineer
- Denny Klingbile, Water Resources

[1]Lead for Parks Work Team

F. Public Involvement Work Team

City of Gresham

Community & Economic Development Department
- Jeff Beiswenger, AICP, Associate Planner
- Jonathan Harker[1], AICP, Project Manager

Office of the City Manager
- Kay Foetisch, Citizen Involvement Coordinator

Department of Environmental Services
- Linda Day, Manager, Office of Customer Relations

City of Portland

Bureau of Planning
- Amy Schwartz, Communication Manager
- Jay Sugnet, City Planner
- Bob Clay, AICP, Chief Planner

East Portland Neighborhood Office
- Jim Gladson, Community Outreach Specialist

Clackamas County

Department of Transportation and Development, Planning Division
- Margaret Dickerson, AICP, Principal Planner

Johnson Creek Watershed Council
- Ernie Francisco

Metro

Growth Management Services
- Sherry Oeser, Regional Planning Manager

Pacific Rim Resources
- Tom Armstrong, AICP, Parametrix, Inc.

Portland Pleasant Valley Neighborhood Association
- David Tiley

Southwest Neighborhood Association
- Mary Martin, Chair

[1] Lead for Public Involvement Work Team

G. Transportation Work Team

City of Gresham

Department of Environmental Services
- John Dorst,Transportation Division Manager

Community & Economic Development Department
- Rebecca Ocken, Senior Transportation Planner
- Jonathan Harker, AICP, Project Manager

City of Portland

PDOT – Transportation Planning Division
- Laurel Wentworth, Principal Transportation Planner
- Alternate: John Gillam, Policy Section Manager
- Alternate: Brett Kesterson, PE, Senior Engineer

Clackamas County

Department of Transportation & Development, Planning Division
- Ron Weinman, Principal Transportation Planner

DKS Associates
- Randy McCourt, PE, Principal
- Carl Springer, PE, Senior Project Manager
- Chris Maciejewski

Metro

Transportation
- Tom Kloster, AICP, Regional Transportation Manager
- Kim White[1], AICP, Senior Transportation Planner

Multnomah County

DES –Transportation Division
- Ed Abrahamson, Transportation Planning Specialist

Oregon Department of Transportation

ODOT, Region 1
- Ross Kevlin
- Alternate: Lidwien Rahman, TGM Grant Manager

TriMet
- Lynn Peterson, Strategic Planning Manager
- Alternate: Dennis Grimmer, Transportation Planner

[1] Lead for Transportation Work Team.

H. Land Use Work Team

City of Gresham

Community & Economic Development Department
- Jeff Beiswenger, AICP, Associate Planner
- Gary Miniszewski, AICP, Senior Planner
- Jonathan Harker[1], AICP, Project Manager

City of Happy Valley
- Jim Crumley, Community Development Director
- Alternate: Bill Brandon, City Manager

City of Portland

Office of Planning and Development Review
- Douglas Hardy, City Planner

Bureau of Planning
- Bob Clay, AICP, Chief Planner
- Jay Sugnet, City Planner

Clackamas County

Department of Transportation & Development, Planning Division
- Maggie Dickerson, AICP, Principal Planner

Metro

Growth Management Services
- Ray Valone, AICP, Senior Regional Planner

Oregon Department of Land Conservation and Development
- Darci Rudzinski, AICP, Regional Representative

Otak, Inc. (Project Consultant)
- Joe Dills[1], AICP, Project Manager

[1] Co-Lead for Land Use Work Team.

I. Consultant Team and Others

Consultants

Otak, Inc.
- Joe Dills, AICP, Consultant Project Manager
- Steve Dixon, Urban Designer
- Martin Glastra Van Loon, Urban Designer
- Benvenuto Bortalazo, Urban Designer
- Justin Healy, GIS
- Todd Chase, Housing/Employment Analysis
- Martha Beebe, Planning Support
- Charlotte Larson, Report Preparation

Parametrix
- Sumner Sharpe, AICP, Committee Facilitator
- Marlys Mock, Public Involvement

DKS Associates
- Carl Springer, PE, Transportation Planning

Adolfson Associates / Winterbrook Planning
- Tim Brooks, Environmental Planner
- Tom McGuire, Environmental Planner

Sitzman Consulting
- Jim Sitzman, State and Federal Agency Coordination, Mediation Report

Swan Island Replications
- Jim Longstreth, Illustrations

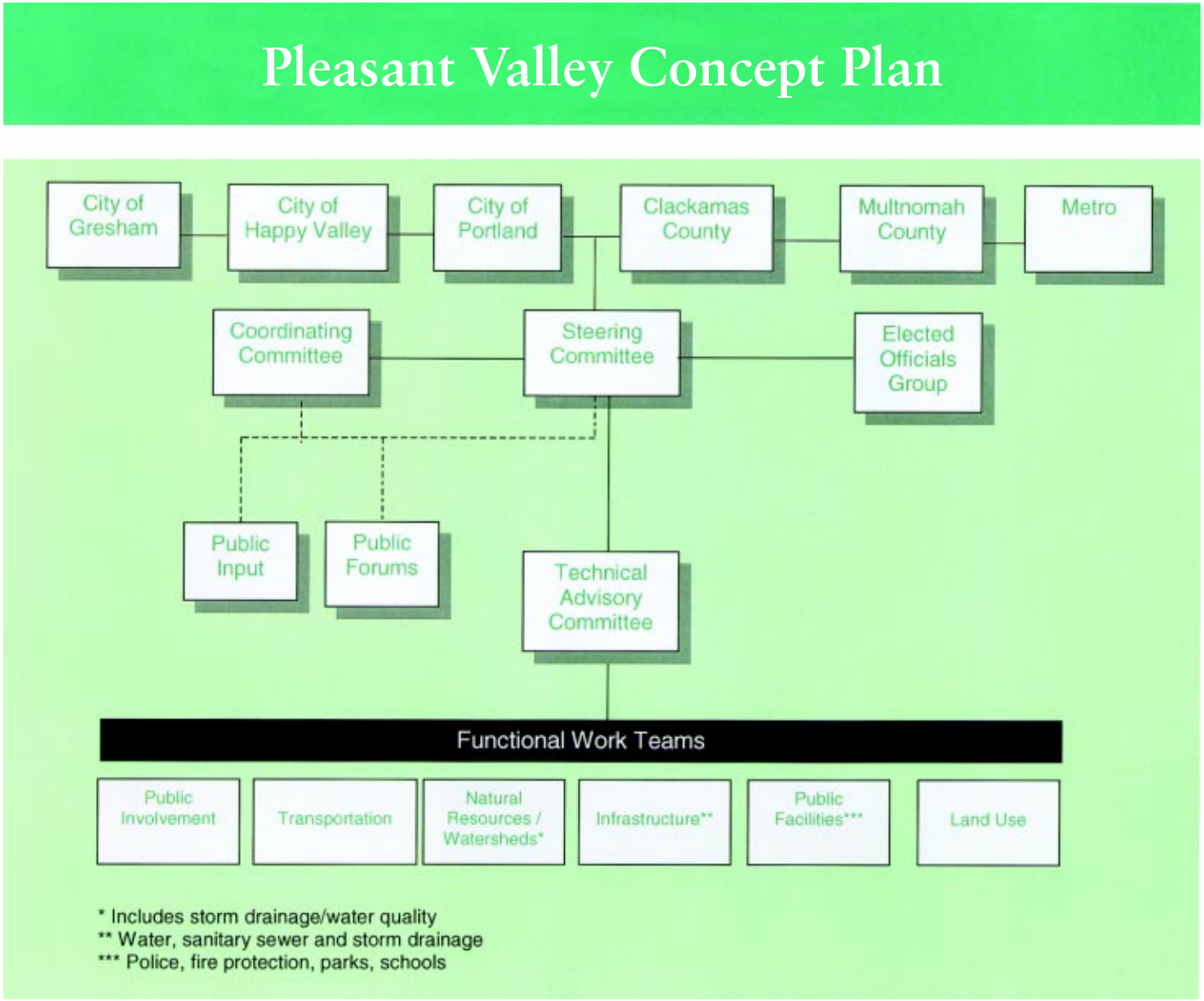
Portland State University
- Sy Adler, Ph.D., Professor, School of Urban Studies and Planning
- Connie P. Ozawa, Ph.D., Associate Professor

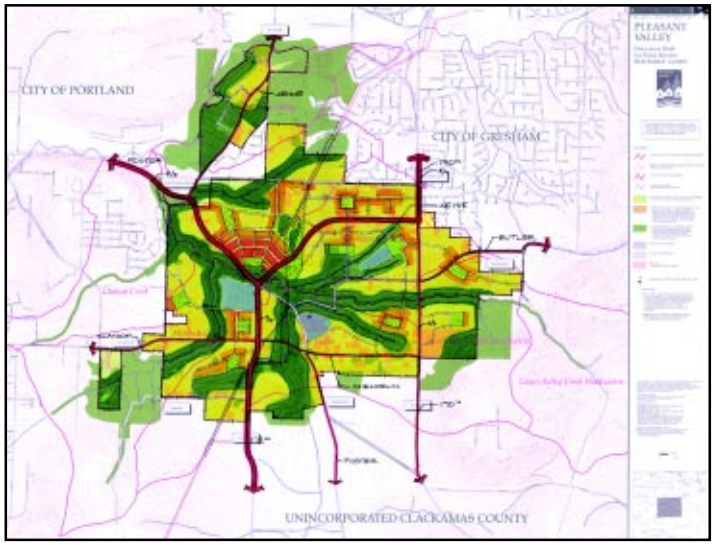
Metro

Data Resource Center Team
- Carol Hall, Principal Regional Planner
- Laura Freeman, Associate GIS Specialist

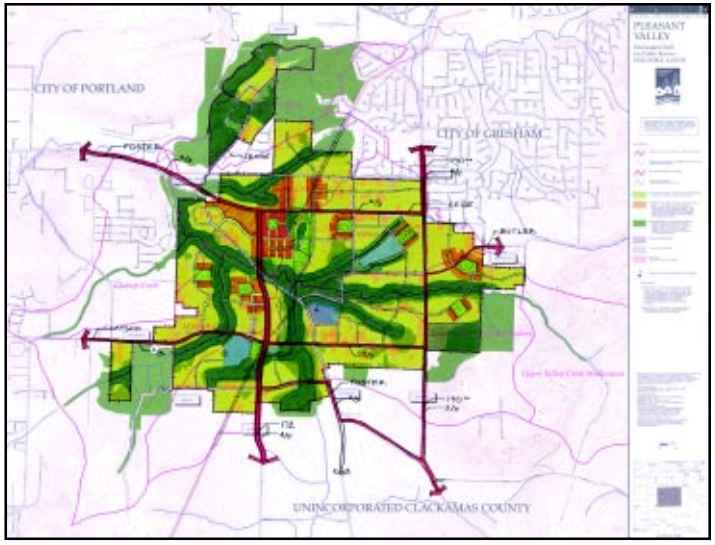
Creative Services Team
- Janice Larson, Communications Manager
- Cathy Thomas, Senior Public Affairs Specialist
- Teri Matias, Associate Graphic Design Specialist
- Matthew Hampton, Associate Transportation Planner
- Vanessa Schwab, Communications Design Technician

Travel Forecasting Team
- Scott Higgins, Travel Forecasting Program Supervisor
- Matthew Bihn, Associate Transportation Planner


Pleasant Valley Concept Plan
City of Gresham
City of Happy Valley
City of Portland
Clackamas County
Multnomah County
Metro
Coordinating Committee
Steering Committee
Elected Officials Group
Public Input
Public Forums
Technical Advisory Committee
Functional Work Teams
Public Involvement
Transportation
Natural Resources / Watersheds*
Infrastructure**
Public Facilities***
Land Use
* Includes storm drainage/water quality
** Water, sanitary sewer and storm drainage
*** Police, fire protection, parks, schools



Alternative A



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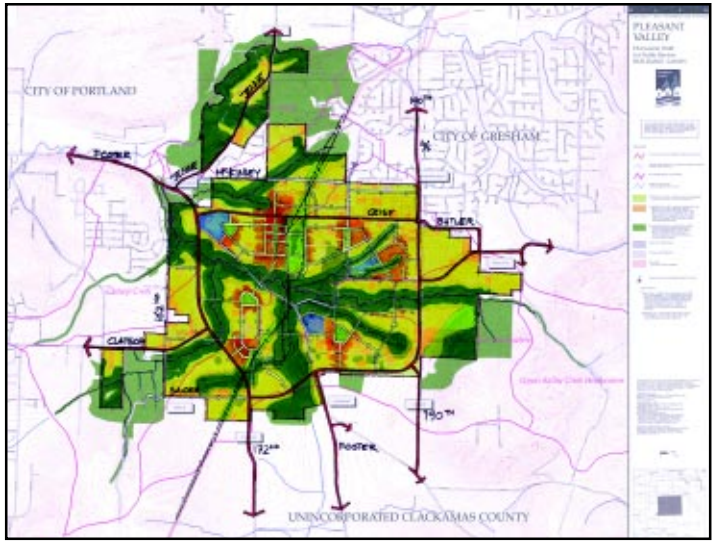

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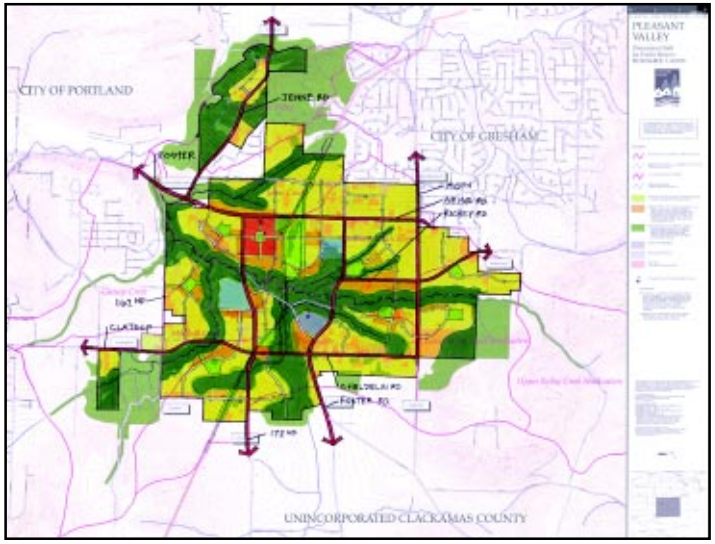

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