

Recommended Pleasant Valley Plan District



November 22, 2004

July 13th – Planning Commission Hearing
September 14th – Planning Commission Decision
December 8th – City Council Hearing

City of Portland
Bureau of Planning



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To comment on the *Recommended Pleasant Valley Plan District*:

- Testify at the City Council hearing:

Wednesday December 8, 2004, 4:00 p.m.

Portland City Hall, Council Chambers
1221 SW 4th Avenue
Portland, Oregon 97204

- Mail, fax, or e-mail written testimony to the Portland City Council:

Portland City Council
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Written and e-mailed testimony must be received by the time of the hearings and must include your name and street address to be included in the public record.

For more information on the City Council public hearing, contact the Council Clerk at:
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Planning Commission Recommendation

The City of Portland Planning Commission recommends that the City Council take the following actions:

Adopt an ordinance that:

1. Approves this report and its appendices;
2. Amends the *Comprehensive Plan* to include the planning goals and policies contained in this report;
3. Amends the *Comprehensive Plan* Map as shown in this report; and
4. Amends *Title 33, Planning and Zoning* and the Zoning Map as shown in this report.

I. Plan Summary

Pleasant Valley is an area that was added to the region's urban growth boundary in 1998 to accommodate forecasted population growth in the region. Pleasant Valley is planned as a new, urban community. It is 1,532 acres located south and east of the current city limits for Gresham and Portland. The City of Portland has been working with its regional partners and the community since 1998 to create a plan for the future urbanization of this rural area. This extensive planning process has created a vision and a plan for the transition of a rural community of 800 residents into an urban community of approximately 12,000 residents and 5,000 jobs. This document proposes to implement the community vision through amendments to Portland's *Comprehensive Plan* and *Title 33, Planning and Zoning*.

Over the last four years the *Pleasant Valley Concept Plan* and the *Pleasant Valley Implementation Plan* have been created with the help of public input from open houses and community forums, numerous advisory committees, and staff from the cities of Portland and Gresham. The Concept Plan created maps and text that provide a blueprint for future development of the area located south of Gresham and east of Portland. The *Implementation Plan* provides a "bridge" document between the Concept Plan and the final development code and *Comprehensive Plan* amendments that will be considered by the cities of Gresham and Portland for adoption starting in June of this year.

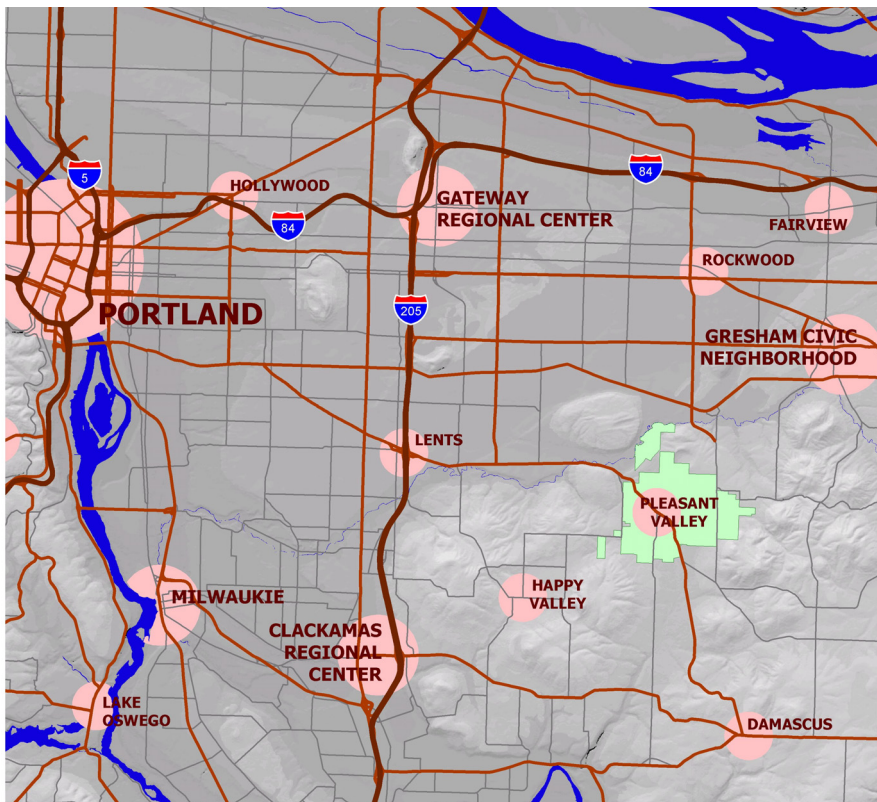
On May 14, 2002, the *Pleasant Valley Concept Plan* Steering Committee endorsed a concept plan and set of implementation strategies for the valley. The central theme of the plan is to create an urban community through the integration of land-use, transportation and natural resource elements.

Key features of the *Pleasant Valley Concept Plan* include:

- ◆ 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 areas as "environmentally sensitive/restoration areas" (ESRAs).
- ◆ Designation of a "neighborhood transition design area" adjacent to the ESRA so that neighborhood development is compatible with adjacent green corridors.
- ◆ A "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 at the confluence area (where the tributaries flow into Kelley Creek near the Elementary School).
- ◆ A network of transit streets that serve 3 mixed-use centers and 7 nodes of attached housing.
- ◆ A variety of housing organized in 8 neighborhoods. The variety includes low-, medium- and high-density housing with standards that guide how variety is planned within neighborhoods.
- ◆ Planned housing that is 50 percent attached, 50 percent detached and has an overall density of 10 dwelling units per net residential acre.
- ◆ Two 5-acre mixed-use neighborhood centers.
- ◆ Employment opportunities in the town center, mixed-use employment district, and general employment district, as well as home-based jobs.

The *Pleasant Valley Concept and Implementation Plans* were developed for the entire 1,532-acre study area to achieve the overall goal of “creating a complete community.” The cities of Portland and Gresham have agreed to adopt similar policies and development code to achieve this goal. In addition, the cities reached an agreement on future governance that entails Portland eventually annexing approximately 290 acres of the study area (Gresham will annex the other 1,242 acres).



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

2. Introduction

The *Pleasant Valley Plan District* contains the following components:

Chapter 3. Background. This chapter documents the planning and extensive public involvement process for the Pleasant Valley area. Also included is a public policy framework, in which the plan was developed.

Chapter 4. Goals, Policies and Action Measures. The Goals, Policies and Action Measures are a comprehensive set of land-use policies intended as text amendments for adoption into the City of Portland *Comprehensive Plan*. They provide the policy basis for the Pleasant Valley Plan District *Comprehensive Plan* map, *Zoning* map, and *Zoning Code*.

Chapter 5. Natural Resources. The *Pleasant Valley Natural Resources Protection Plan*, available under a separate cover, documents the Goal 5 process for Pleasant Valley and provides the foundation for protecting natural resources, and conserving scenic and historic areas and open spaces. The chapter summarizes the three major sections of the Goal 5 process: the Natural Resources Inventory; Significance Determination; and the Economic, Social, Environmental, and Energy (ESEE) analysis.

Chapter 6. Green Development. Green development practices refer to a toolbox of stormwater management techniques that are appropriate in Pleasant Valley. This chapter summarizes why green practices are important, describes the conclusions of the stormwater modeling work, and provides descriptions of the various techniques.

Chapter 7. Transportation. This chapter summarizes the local street network plan that contains a street plan, functional street classification map, bicycle and pedestrian plan, and connectivity standards that meet regional and local connectivity requirements. The plan is responsive to the Natural Resources strategy, the Foster-Powell Corridor Plan project, and the Regional Transportation Plan.

Chapter 8. Annexation. This chapter outlines current annexation procedures, strategies for phasing annexation, amendments to the City's urban services policy, and the relation to Portland's Urban Service Boundary and Multnomah County Compliance Project.

Chapter 9. Implementation Tools and Guidance. This chapter describes how the overall vision for Pleasant Valley is implemented through the *Comprehensive Plan* map, *Transportation System Plan*, *Zoning* map, and *Zoning Code*. This chapter also includes a summary of the *Pleasant Valley Public Facilities Plan* (PFP), an amendment to the 1989 City of Portland *Public Facilities Plan*.

3. Background

A. Planning Process

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

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

Governance

In December 1998 Metro Council voted to expand the urban growth boundary to include the Pleasant Valley area, known as Urban Reserve Areas #4 and #5.

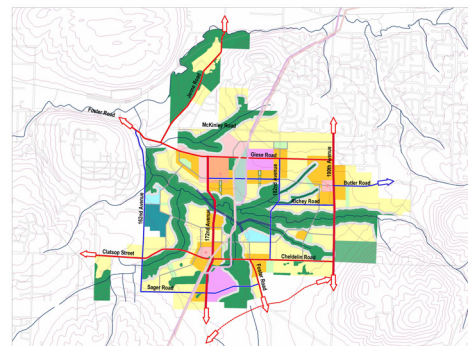
In December 1998 Gresham and Portland Councils adopted an Intergovernmental Agreement (IGA). The IGA identified those areas generally where Gresham and Portland would provide governance and urban services. At the time, about 65% of the project area was identified as future Gresham and 17% future Portland,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

Concept Plan

In the summer of 2000 the cities of Portland and Gresham, in partnership with Metro, Clackamas and Multnomah Counties, and the Johnson Creek Watershed Council, embarked on creating the *Pleasant Valley Concept Plan*. The Concept Plan is a guide to the creation of a new 1,532-acre community neighborhood south of Gresham and east of Portland.

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

Pleasant Valley Concept Plan



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

The major steps in the process were:

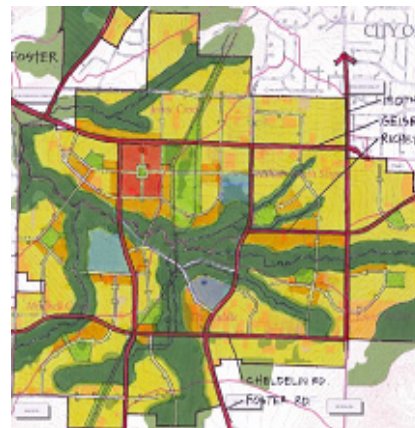
- Inventory of base conditions and projections of land-use, transportation, natural resources and infrastructures needs.
- Establishment of project goals.
- Development of four alternative concept plans (see illustrations A-D below).
- Evaluation of alternative concept plans.
- Refinement of the Concept Plan and preparation of implementation strategies.
- Endorsement of the final Concept Plan and Implementation Strategies.

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

Concept A



Concept B



Concept C



Concept D



Implementation Plan

In the fall of 2002, Gresham and Portland started the *Pleasant Valley Implementation Plan* project. The purpose of the implementation plan project was to draft a report that would provide a “bridge” document between the 2002 Concept Plan and final comprehensive plan amendments, ordinances and intergovernmental agreements.

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

A twelve person Pleasant Valley Advisory Group was formed to advise staff as to the consistency with which the *Pleasant Valley Implementation Plan* was carrying out the *Pleasant Valley Concept Plan*. Most members of the advisory group had been members of the Steering Committee. The advisory group met six times and included Gresham and Portland planning commissioners, Pleasant Valley residents and property owners, Gresham and Portland neighborhood associations and advisory committees, retail business and other stakeholders. At the last meeting on February 10, 2004, the Pleasant Valley Advisory Group endorsed the Implementation Plan as being consistent with and carrying out the Concept Plan.

The *Pleasant Valley Implementation Plan* was completed in December 2003. Key steps in creating the plan were:

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

In March 2004, Portland and Gresham Councils revised the 1998 IGA by further refining the future boundary between the two cities. The future boundary was adjusted from the Mitchell Creek centerline to the eastern edge of the riparian corridor. The IGA also states that the cities of Portland and Gresham will continue to work cooperatively on planning and plan implementation for the Pleasant Valley area and adopt all the necessary *Comprehensive Plan* amendments by September 30, 2004. The IGA identifies Portland and Gresham’s boundary intentions in the Clackamas County portion if future agreements are made with Clackamas County.

City Adoption

City adoption is the final phase of planning for Pleasant Valley. The cities of Portland and Gresham must individually adopt the necessary *Comprehensive Plan* and *Zoning Code* amendments to allow for eventual annexation of land into their respective cities. Portland and Gresham are following

similar timelines for the legislative adoption process. Both cities held planning commission hearings in the summer of 2004 and anticipate council adoption by the end of 2004. The intent of the legislative process is for each city to adopt plans that are consistent with the *Pleasant Valley Concept and Implementation Plans*. The cities recognize that the actual development code and certain policies will be tailored to each city's code structure, but both cities agree to create a "complete community with a unique sense of identity and cohesiveness" regardless of city boundaries.

B. Community Involvement

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

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

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

Key Public Involvement Methods

- **Stakeholder Interviews.** The stakeholder interviews identified issues related to the project and addressed the wants and needs for different levels of opportunities for involvement.
- **Steering Committee.** A twenty-four member steering committee was created to guide the development of the Concept Plan. It led the policy discussions and represented the agencies and constituencies with interests in the project. It served to create partnerships, to exchange information with stakeholders, and to build a consensus on a preferred concept plan. The final implementation strategies were adopted by consensus on May 14, 2002, and the Steering Committee passed their endorsement to the participating jurisdictions.
- **Advisory Group.** An advisory group was formed for the implementation plan project as a successor to the Steering Committee. Their main purpose was to ensure consistency of implementing regulations with the Concept Plan. At their meeting held February 10, 2004, the advisory group endorsed the final *Pleasant Valley Implementation Plan*.

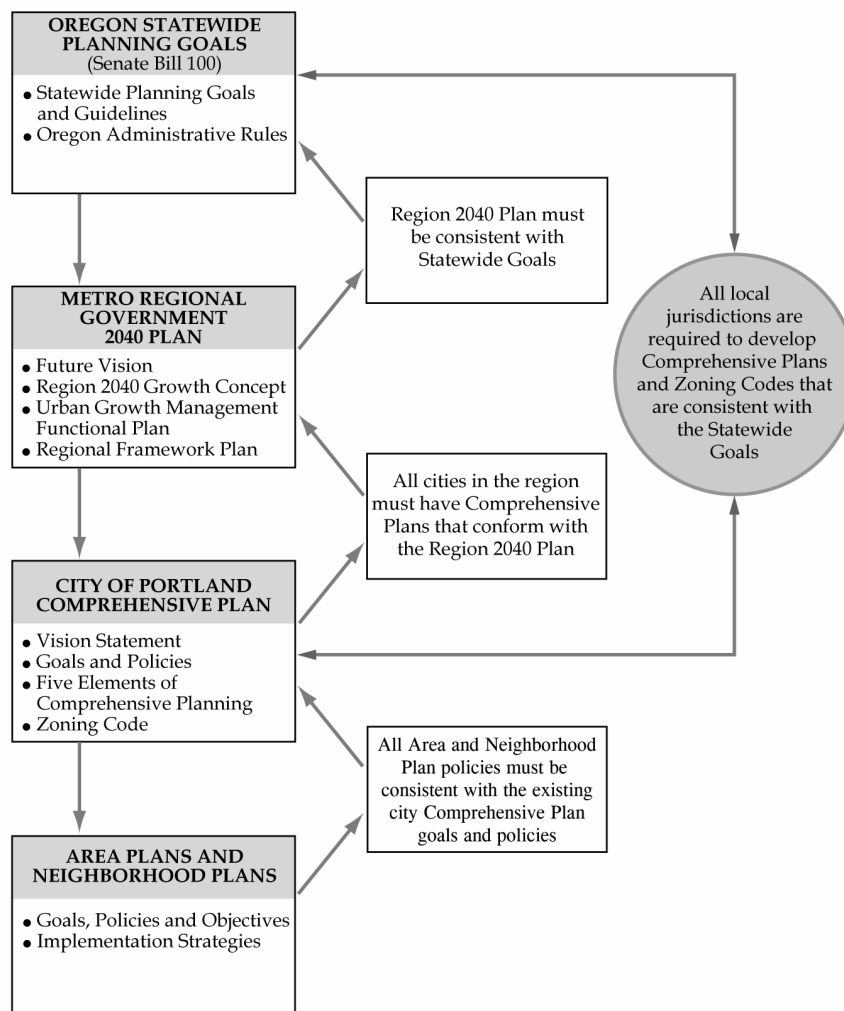
- **Pleasant Valley Mailing List.** A Pleasant Valley mailing list was created for the purposes of sending out notices announcing the beginning of the project (early notice flyer), postcards and newsletters providing updates on the project, and notices for upcoming community forums and events.
- **Community Forums.** The purpose of the community forums was both to inform and to obtain advice from the general public. It was important to involve the public at each stage of the process and to allow the public to participate in preparation of the recommendations before final action by the Steering Committee. A total of eight forums were held (five during the Concept Plan process and three during the implementation plan process). The third forum was a design charrette. For each forum a report of public comments and background material was compiled and mailed to forum attendees and project participants.
- **Early Notice Flyer.** An early notice flyer was sent in November 2000 to the Pleasant Valley mailing list. It described the project, key dates and opportunities for participation. It was also distributed at the Pleasant Valley Elementary School. An early notice flyer was also sent at the beginning of the Implementation Plan project in November 2002.
- **Frequently Asked Questions.** An FAQ was created at the beginning of the project and updated as necessary throughout the process. It provided a basic description of the project, the reasons for the project as well as questions concerning future annexations, development, etc.
- **Newsletters.** Newsletters were mailed to the Pleasant Valley mailing list during the Concept Plan and implementation plan projects. They provided status and summary information and notice of upcoming meetings.
- **Press Releases.** Press releases were timed to correspond with events and especially the community forums. They were distributed to a comprehensive media list that included the *Outlook* and *The Oregonian*. Additionally, there were articles in the *Oregon Business Journal* and the *Journal of Daily Commerce*.
- **Web Site.** The Pleasant Valley web page, www.ci.gresham.or.us/pleasantvalley, at the City of Gresham web site, was created during the Concept Plan project and has been kept up-to-date.
- **PowerPoint Presentation.** A PowerPoint presentation was prepared to explain the project and solicit input from citizens and landowners. This presentation was shown at the various forums and at the outreach presentations to interested organizations.
- **Speaking Engagements.** Throughout the concept and implementation plan projects, efforts were made to contact affected and interested organizations and to offer to make presentations on the project at their regular meetings. These presentations provided opportunities for other citizens to learn and provide input on the project and had the added benefit of being open to the general public. Presentations were made to approximately twenty organizations.
- **Planning Commissions and Elected Officials.** Over the course of the Pleasant Valley project, Pleasant Valley updates were provided to the Gresham and Portland planning commissions. During the Concept Plan project, three meetings of an Elected Officials Group (EOG) were held to provide a status report. The EOG consisted of elected officials from the participating jurisdictions. Gresham representatives were Mayor Becker and Councilor Lassen, and the Portland representative was Mayor Katz. Gresham and Portland, along with Metro, Clackamas and Multnomah County, were presented the recommendations of the Steering Committee at public hearings and passed a resolution accepting those recommendations.
- **Focus Sessions.** Focus sessions brought together industry and user experts on specific topics to provide advice and a “check-in” to project staff and decision makers.

- **Tour of Pleasant Valley.** A self-guided tour of Pleasant Valley was developed and put on the website for both the general community and stakeholders. It is also available as a handout.
- **Portable Display.** A portable display was prepared using graphics and text to explain the project. The display was made available at various venues such as Gresham City Hall, the Gresham library, the Gresham Post Office, the Pleasant Valley elementary school and at the Johnson Creek Watershed Summit yearly events, as well as at forums and other meetings.
- **Postings in Community Newsletters and Bulletins.** Notices and project updates were included in various community newsletters and bulletins including the Johnson Creek Watershed newsletter, the Pleasant Valley PTA newsletter, the *East Portland Neighborhood News* and the City of Gresham *Neighborhood News*.

C. Public Policy Framework

A planning policy framework has guided development of the Pleasant Valley Plan District. This framework can be thought of as a hierarchy in which plans for smaller jurisdictions or geographic areas must comply with those for larger jurisdictions. Planning for the Pleasant Valley area must be consistent with the City of Portland's adopted plans and policies, which must be consistent with regional plans and policies, which in turn must be consistent with state goals and related regulations. Below is a graphic depicting the structure and hierarchy of planning.

Land Use Planning Structure



Some of the key policy framework items are:

Oregon Statewide Planning Goals and Rules

The statewide planning goals direct planning in Oregon. Among the 19 Goals is Goal 1, Citizen Involvement, which call for providing sufficient opportunities for public involvement in planning. In addition to state goals, two administrative rules are also key for plans in Portland. They are the Metropolitan Housing Rule, which generally calls for ensuring a sufficient supply of buildable land for multi-family housing, and the Transportation Planning Rule, which generally calls for fostering a land-use pattern that reduces reliance on automobiles for travel.

Metro Region 2040 Growth Concept

The Region 2040 Growth Concept establishes a general policy direction for managing growth in the region through the year 2040. The Growth Concept indicates the preferred form of regional growth and development, what densities should characterize different areas, how to protect open spaces and natural resources, and how to maintain air and water quality. To accommodate future growth, the concept designates a number of mixed-use development areas or ‘design types.’

Portland Comprehensive Plan

In 1980, the Portland City Council adopted its comprehensive plan for the city, including goals, policies, objectives and a plan map, to guide the city’s future development and redevelopment over a twenty-year period. Since adoption, the goals, policies, and objectives of the plan have been amended in response to new circumstances, special studies, new technology, and changes in state, regional and local plans and mandates. The adopted *Pleasant Valley Plan District* results in updates to the Comprehensive Plan text and Comprehensive Plan map.

Area and Neighborhood Plans

Area and neighborhood plans offer more specific guidance for specific areas within the city. When adopted, area and neighborhood plans may become a component of the Portland *Comprehensive Plan*. The *Pleasant Valley Plan District* is an area plan. Components of the adopted *Pleasant Valley Plan District* will become part of Portland’s *Comprehensive Plan*.

D. Concept Plan Goals

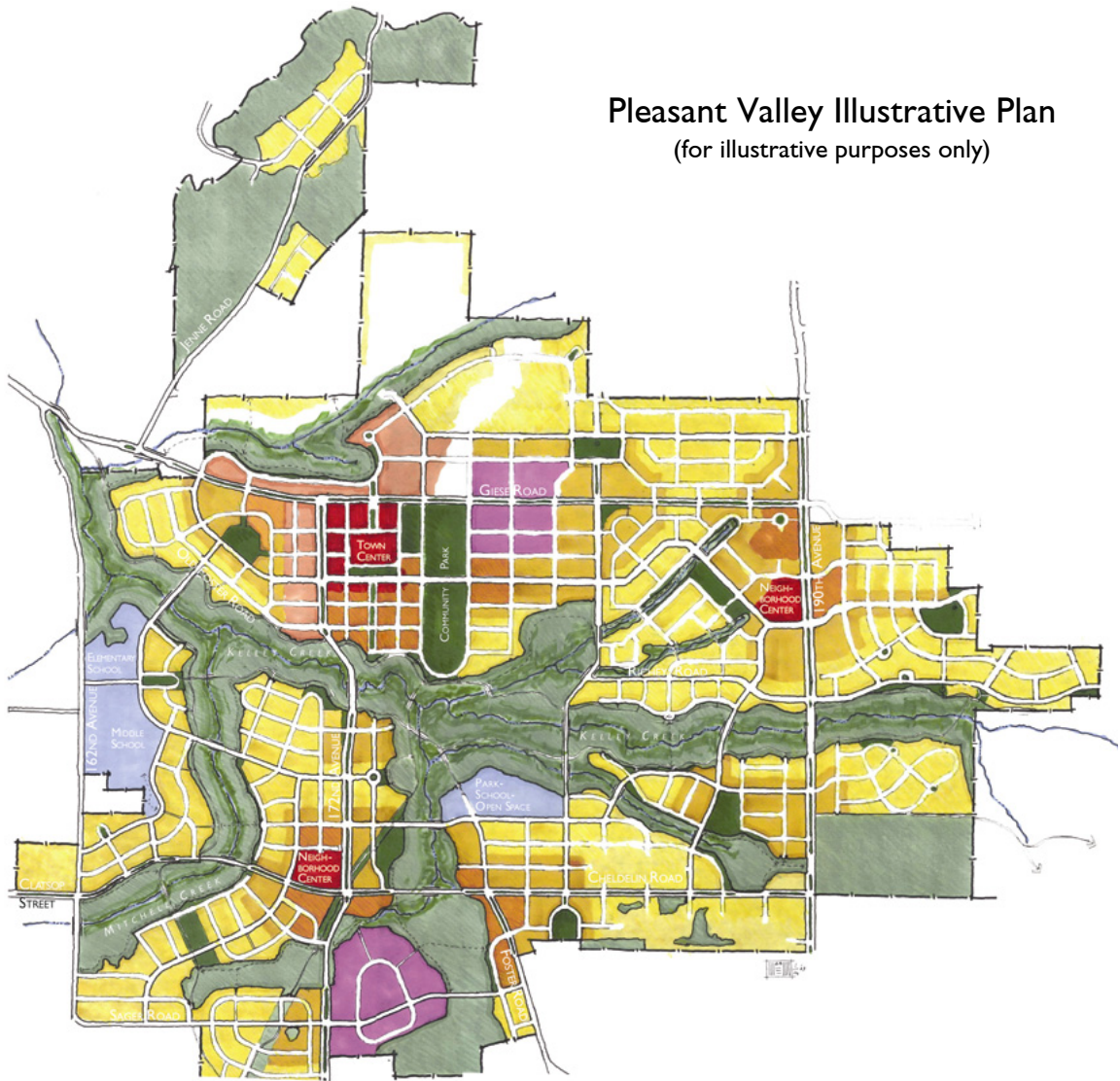
The following goals were endorsed by the Steering Committee on May 2, 2001. They reflect the vision and values underlying the *Pleasant Valley Concept Plan* (the Plan) and ultimately leading to the Planning Commission’s *Recommended Pleasant Valley Plan District*.

- A. Create a community.** The Plan will create a “place” that has a unique sense of identity and cohesiveness. The sense of community will be fostered, in part, by providing a wide range of transportation choices and living, working, shopping, recreational, civic, educational, worship, open space, and other opportunities. Community refers to the broader Concept Plan area, recognizing that it has (and will have) unique areas within it. Community also refers to Pleasant Valley’s relationship to the region – relationships with Portland, Gresham, Happy Valley, Multnomah County, Clackamas County, and the unique regional landscape that frames Pleasant Valley.

- B. Create a town center as the heart of the community.** A mixed-use town center will be the focus of retail, civic, and related uses and services that serve the daily needs of the local community. The town center will be served by a multi-modal transportation system. Housing will be incorporated into mixed-use buildings and/or adjacent apartments and townhomes. A central green or plaza will be included as a community gathering space. Streets and buildings will be designed to emphasize a lively, pedestrian-oriented character for the town center. The town center will have strong connections to adjacent neighborhoods, and commercial services that are centralized and convenient to pedestrian-oriented shopping.
- C. Integrate schools and civic uses into the community.** The number, type, and location of schools will be coordinated with the Centennial School District. Schools and civic uses will be integrated with adjacent neighborhoods and connected by a system of bicycle and pedestrian routes. The number, type and location of mixed-use centers will be considered as schools and civic uses are integrated into the Plan.
- D. Celebrate Pleasant Valley's cultural and natural history.** The Plan will retain the best of the past and incorporate the area's cultural and natural history, as appropriate, into the new community form. Important cultural and natural names, places and themes will be included.
- E. Preserve, restore, and enhance natural resources.** The Plan will identify, protect, restore, and enhance significant natural resource areas, including stream corridors, forested areas, and buttes. These resource areas will provide the basis for identifying buildable and non-buildable areas, and serve as open space amenities for the community. Resource protection will include strategies to protect endangered species, water quality, and the aquifer. Resource protection and enhancement will be a shared responsibility and partnership of property owners, governments, and developers.
- F. Utilize "green development" practices.** The Plan will incorporate community design and infrastructure plans that produce minimal impacts on the environment, including flooding and water quality within Johnson Creek. The Plan will incorporate guidelines for stormwater quality and quantity and resource management for each subwatershed, as well as enhance natural hydrologic systems as a fundamental part of managing drainage and water quality. The plan will incorporate green street designs and 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 Corridor Trail, Powell Butte, and other regional trails and greenspaces.

- H. Provide transportation choices.** Pleasant Valley will be a community where it is safe, convenient, and inviting to walk and ride a bike. The Plan will set the stage for future community level transit service that connects to regional transit service, including street designs, land-use types, and densities that support transit. Recommendations will be developed to correct transportation safety issues, address through-traffic, and provide adequate capacity for future growth. The Plan will coordinate with surrounding jurisdictions to create effective regional connections and balanced regional transportation system. A well-connected street system will be planned, using a variety of street types that reinforce a sense of community and provide adequate routes for travel. Streets will accommodate walking and biking, with special pedestrian features on major transit streets.
- I. Provide housing choices.** A variety of housing choices will be provided, with a focus on home ownership options. Housing options will accommodate a variety of demographic and income needs, including appropriate affordable choices and housing for seniors. The plan will provide for an overall average residential density of 10 dwelling units per net residential acre (i.e. including only residential land), based on a mix of densities. Walkable neighborhoods will form the organizing structure for residential land use. Natural features will help define neighborhood form and character.
- J. Provide and coordinate opportunities to work in and near Pleasant Valley.** The Plan will identify opportunities for home-based work and employment areas within Pleasant Valley. A range of employment opportunities will be considered, including retail and other employment. The Plan will also consider the relationship of Pleasant Valley to existing employment centers in the East Metro area and potential new employment areas near Damascus.

Pleasant Valley Illustrative Plan (for illustrative purposes only)



4. Goals, Policies, and Action Measures

The following goals, policies and action measures were endorsed as part of the implementation strategies for the *Pleasant Valley Concept Plan*. The implementation strategies were intended to focus on key concepts and policy direction for implementing code, regulations and actions. The *Pleasant Valley Plan District* goals, policies and action measures will be adopted, by reference, into the City's *Comprehensive Plan*.

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

The *Pleasant Valley Implementation Plan*, attached under separate cover, has a background section following each of the eight goals, policies and action measures. The background piece includes a brief history of Pleasant Valley planning, summarizes key elements or characteristics of each section and summarizes the major issues that resulted in the endorsed *Pleasant Valley Concept Plan*. Taken together these Goals, Policies and Action Measures sections provide the basis for the draft *Pleasant Valley Plan District* zoning map and development code.

GOAL I - URBANIZATION STRATEGY AND LAND-USE PLANNING

1. *Pleasant Valley shall be a complete community with a unique sense of identity and cohesiveness.*
2. *Pleasant Valley shall have a wide range of transportation, living, working, recreation, and civic and other opportunities.*

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, stormwater management, water, stormwater, 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.

ACTION MEASURES

1. A Plan District shall be established 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 new Plan District Zoning Classifications based on the Concept Plan guidelines in the Town Center, Housing, and Employment and other sections found in these *Pleasant Valley Concept Plan* Implementation Strategies.
3. The *Pleasant Valley Plan District* shall allow for unique planning and regulatory tools that are needed to realize the *Pleasant Valley Concept Plan*.
4. 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 also include 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.

GOAL 2 – RESIDENTIAL LAND USE/NEIGHBORHOODS

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 housing type mix in the same neighborhood and on the same street.

2. Home-based work shall be permitted and encouraged in residential districts. Standards shall be established to ensure compatibility with surrounding neighbors. Existing City of Portland and City of Gresham standards shall be used as a model for home-based work standards.
3. 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. From the center to the edge should be a comfortable walking distance of ¼ - to ½-mile radius (5 to 10 minute walk).
4. 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. A transit stop(s) should be located within walking distance of a neighborhood.
5. 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.
6. Higher density residential areas shall be designed and scaled in keeping with the desired pedestrian form.
7. 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.
8. 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.
9. Parks shall be located next to or near higher density areas. They shall also 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 residential residents and will help ensure a high quality of higher density housing.
10. 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.
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 attached dwelling (attached residential) opportunities. High-density attached dwelling opportunities shall be focused in the vicinity of the town center.

ACTION MEASURES

1. Work with groups such as the City of Gresham's Community Development and Housing Committee (CDHC) 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.

GOAL 3 – NATURAL RESOURCES

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 Environmentally Sensitive/Restoration Areas (ESRA) shall be designed to provide crossings with the least impact.
4. Urbanization of Pleasant Valley shall achieve low levels of effective impervious areas and high levels of tree protection and reforestation.
5. Flooding shall be addressed by managing the frequency and duration of water flows in relation 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.
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. The use of native plants shall be a priority for re-vegetation and Green Streets.
12. As a near-term objective, downgrade the function of Foster and Richey Roads in the confluence area of Kelley Creek to serve as local street access streets. As a long-term objective, disconnect and vacate the vehicular function of these street segments while maintaining the opportunity for a local trail.

13. As a major organizing feature, the network of natural resources identified on the Resource Management Map 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 non-profit organizations, and developers.

ACTION MEASURES

1. The *Pleasant Valley 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 along Kelley Creek and its tributaries.
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*.
6. Complete and adopt a State Goal 5 Natural Resources process including an ESEE analysis and implementing program.

GOAL 4 - GREEN DEVELOPMENT

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 use Green Street designs, as described in Metro’s handbook titled *Green Streets: Innovative Solutions for Stormwater and Stream Crossings*, as a resource in the development and design of streets.
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 Environmentally Sensitive/Restoration Areas where practical.
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.

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 utilizing off-site storage. Where off-site storage is necessary, design shall be consistent with the *Johnson Creek Watershed 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:
 - a. restore the natural hydrologic system by providing opportunities for evaporation, transpiration, and infiltration of rainwater; and
 - b. 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.

GOAL 5 - CULTURAL AND NATURAL HISTORY

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 Kelley Creek trail, among other functions, can link the valley's historic landmarks and cultural and natural history.

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 shall be a starting point. The City of Gresham Historic Resources 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 City of Gresham Historic Resources Advisory Committee, the Gresham History Society and others should also 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 City of Gresham Historic Resources Advisory Committee, the Gresham History 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 Environmentally Sensitive and Restoration Areas. Historical homes and farm buildings naturally relate to the rural roads on which they front.
5. Integrate a cultural and historical resources plan with parks and trails master plans, including a potential historical trail.

GOAL 6 – PARKS

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 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 park 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. Wherever practicable 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.

ACTION MEASURES

1. Amend parks, recreation, open space and trails master plan(s) for Pleasant Valley consistent with a *Pleasant Valley Plan District*. This includes funding mechanisms and strategies for acquisition, development and operation.
2. Evaluate the natural areas (ESRA) for their capacity to support passive recreation use in order to determine whether or not additional open space land is needed to meet projected demands. The ESRA lands will not necessarily provide recreation. In some cases, human access should be very limited or prohibited in order to protect natural resource values.
3. Conduct a park and recreation needs assessment to more precisely define parks, open space and trails requirements consistent with the *Pleasant Valley Plan District*.
 - a. The design and size of park should take into account potentially needed facilities. These facilities can include features such as, but not limited to, basketball courts, sports fields, picnic facilities, community gardens and community center buildings.
 - b. The design and size of open space should take into account the size sufficient to protect resources. A continuous open space network is anticipated for Kelley and Mitchell Creeks. The current city per capita standards for open space acreage is less than areas identified as state Goal 5 natural resources in Pleasant Valley. Open spaces, in addition to natural resources, can include, but are not limited to, trails, trailhead amenities, benches, interpretative signs and native vegetation.
 - c. The design and size of trails should take into account the size sufficient to protect resources and accommodate activities. In addition to the actual trails, features can include, but are not limited to, walk-in trailheads, benches, interpretive signs and native vegetation.
4. Develop a strategy to establish the identity, design and funding of the community park. Consideration shall be given to future public involvement strategies including a design charrette.
5. Support designation of the Pleasant Valley regional trails system in the *Metro 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 Plan* 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, 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.

GOAL 7 – SCHOOLS

Schools 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 towards 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.

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; and 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 improvements needed.
3. Mt. Hood Community College with Multnomah County Library and the Centennial School District should explore the potential of a joint facility. The joint facility could include a library, cultural center and an athletic facility.

GOAL 8 – TRANSPORTATION

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 regional transit service that connects to community-level transit service, and includes transit-supportive street designs; land-use types, patterns and densities; and pedestrian and bicycle improvements.
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.
6. The *Pleasant Valley Plan District* 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.
7. The plan district shall provide a bicycle and pedestrian system that provides for safe, convenient, attractive and accessible bicycle and pedestrian routes on all streets. These routes shall connect the multi-use trail and parks and open spaces system, and to major activity centers such as schools, civic uses, neighborhood centers, employment areas and the town center.
8. The plan district shall 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.
9. Transportation plans shall use green street designs, as described in Metro's handbook titled *Green Streets: Innovative Solutions for Stormwater and Stream Crossings* and *Trees for Green Streets* as a resource in the development and design of streets.

ACTION MEASURES

1. As a near-term objective, downgrade the function of Foster and Richey roads in the confluence area of Kelley Creek to serve as local access streets. As a long-term objective, develop a strategy to disconnect and potentially vacate the vehicular function of these street segments while maintaining the opportunity for a local trail opportunity.
2. Establish street design guidelines that respect the characteristics of the surrounding land uses, natural features, and other community amenities. 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. Design shall be based on the Pleasant Valley street designs adopted in the *Pleasant Valley Concept Plan* implementation strategies. In developing street designs, utilize Metro publications *Creating Livable Streets*, *Green Streets: Innovative Solutions for Stormwater and Stream Crossings* and *Trees for Green Streets*. The plan district street design guidelines shall provide for:
 - a. Planting and preservation of trees in the street right-of-ways.
 - b. Continuous sidewalks along both sides of all arterial, collector, and local streets. Sidewalks should connect to side streets and adjacent sidewalks and buildings. Pervious sidewalk treatments should be considered.
 - c. Landscaped buffer separating travel lanes from sidewalks.
 - d. Direct and logical pedestrian crossings at transit stops and marked crossings at major transit stops.
 - e. Short and direct public right-of-way routes to connect residential uses with nearby commercial services, schools, parks and other neighborhood facilities.
 - f. Street design elements that discourage traffic infiltration and excessive speeds on local streets, such as curb extensions, on-street parking, and wider sidewalks and narrowed travel lanes.
 - g. Securing bicycle storage facilities such as bicycle racks and other park and lock accommodations at major destination points including the town center, transit center, recreation areas and office, commercial and employment centers.
 - h. Minimizing impervious area and utilizing the natural drainage system where practical.
 - i. Designing bridges to serve as civic gateways or focal points in the community. Establish guidelines to help determine the most appropriate stream crossing solution for each individual crossing.
 - j. Locating road and multi-use path stream crossing alignments to have the lowest level of impact on a stream or ESRA. Considerations shall include crossings perpendicular to the stream and along narrow stream segments. Trail crossings shall consider the needs of equestrians, where appropriate, and pedestrian and bicycle travel.
3. Adopt a local street network plan that includes functional classifications for streets, street design types, connectivity plan and standards and a bike and trail plan for the plan district. The local street network plan shall:
 - a. Consider opportunities to incrementally extend streets from nearby areas.

- b. Limit the use of cul-de-sac designs and other closed-end street systems to situations where barriers such as existing development, topography and environmental constraints prevent full street connections.
 - c. Provide bicycle and pedestrian accessways where full street connections cannot be provided.
 - d. Investigate off-street bike and pedestrian connections where needed to link major community destinations, such as the town center, transit center, recreation areas and office, commercial and employment centers.
- 4. Realign 172nd Avenue as it passes through Kelley Creek ESRA to not follow creek and reduce impact area by keeping it as far west of confluence as practical and minimizing the bridge footprint in the creek and adjacent riparian area.
- 5. The plan district shall allow for and encourage:
 - a. Efficient use of on-street parking to help reduce off-street parking needs.
 - b. Shared parking agreements to reduce the size and number of parking lots.
 - c. Shared driveways between adjacent development projects.
 - d. Minimizing impervious area when developing parking lots.
- 6. Educate business groups, employees, and residents about trip reduction strategies, and work with business groups, residents, and employees to develop and implement travel demand management programs, such as carpool matching, vanpool matching, flexible work hours, transit subsidies, parking management, bikes on transit and telecommuting to reduce peak-hour single occupant vehicle in Pleasant Valley.
- 7. Gresham, in coordination with Portland, shall work with Metro, ODOT, Multnomah County, Clackamas County and other agencies as appropriate to:
 - a. Investigate needed safety and capacity improvements to address future travel demand in the Foster Road and Powell Boulevard corridors and implement study recommendations.
 - b. Evaluate the long-term need for an arterial connection between 172nd Avenue and 190th Avenue as part of urban area planning that responds to future urban growth boundary decisions.
 - c. Implement needed transportation improvements to serve Pleasant Valley and correct existing safety issues.
 - d. Implement regional corridor study recommendations and projects identified in Regional Transportation Plan for key gateway routes, such as Sunnyside Road, Foster Road, Powell Boulevard, 172nd Avenue and 190th Avenue.
- 8. Expand the TriMet service boundary to include areas within Clackamas County to allow TriMet to serve this area.

Work with TriMet to develop a transit plan for Pleasant Valley that:

- a. Establishes a transit hub within the town center zoning district that provides transfer opportunities between regional and community transit routes.

- b. Implements recommended community and regional transit service.
 - c. Determines appropriate locations and design of bus loading areas and transit preferential treatments such as reserved bus lanes and signal pre-emption to enhance transit usage and public safety and to promote the smooth flow of traffic.
 - d. Along with the efforts of other transit service providers, employers, and social service agencies, enhances access for the elderly, the economically disadvantaged, and people with disabilities.
- 9. Work with emergency service providers to designate emergency access routes.
- 10. Develop and implement a public facility and capital improvement plan that identifies, prioritizes and adequately funds transportation improvement, operation and maintenance needs.
 - a. Consider system development charges, traffic impact fees, local improvement district fees, parking fees, street utility fees and other fee mechanisms to help pay for transportation improvements, including transit.
 - b. Apply for federal, state and regional funds through the Metropolitan Transportation Improvement Program (MTIP).
 - c. Encourage creative partnerships (e.g., federal, state, regional, multiple jurisdiction, private) to fund transportation improvements.
 - d. Develop a right-of-way preservation strategy for 172nd Avenue, Giese Road, 190th Avenue, Clatsop Street extension to Cheldelin Road.
- 11. Work with Metro to amend the Regional Transportation Plan to reflect *Pleasant Valley Plan District* recommendations, including:
 - a. Motor vehicle functional classification system, transit system, pedestrian system, bicycle system and street design classification system.
 - b. Transportation improvements and rough cost estimates.

GOAL 9 – ANNEXATION AND NEW COMMUNITIES

- 1. *Annexation of new communities adjacent to the city shall be achieved by an orderly and efficient process.*
- 2. *Annexation of new communities shall result in providing a complete range of urban services (transportation, stormwater, water, wastewater, public safety, parks and opens spaces) to areas within the city's urban services boundary consistent with city and regional plans.*

POLICIES

- 1. Annexation shall support a balanced and efficient mix of urban jobs, housing, commercial services, community amenities, infrastructure, and urban services for adjacent new communities. Areas to be annexed will be planned and developed as complete new communities and in the existing city.
- 2. Place top priority upon watershed areas, service feasibility, and fiscal sustainability when planning and proceeding with the logical annexation of new communities.

3. Work in cooperation with affected citizens, businesses, property owners, community groups, local governments and other partners in planning, annexation, and development of new communities.
4. Development of new communities shall be balanced with, and complementary to, the ongoing revitalization of existing regional and town centers, and existing employment areas.
5. Plan for the development of new communities so that the growth has desirable social, economic, and environmental impacts upon existing residents of these areas, and upon the city as a whole.
6. Planning for annexation of new communities shall include strategies for a phased annexation approach. Principles for phased annexation may include:
 - a. Maximizing the overall goals and policies for development in the new community.
 - b. Master planning of neighborhoods (prior or upon annexation) to ensure elements such as street connectivity, proper stormwater management, and neighborhood parks.
 - c. Sequencing of annexation gives preference to neighborhoods that integrate with existing city neighborhoods.
 - d. Maximizing logical and efficient delivery of public services.
 - e. Identifying subwatersheds as logical organizing element for wastewater and stormwater services.
7. As annexation occurs, continue to provide viable urban services to its residents. Provisions for providing infrastructure for new communities shall be established by creating a Public Facility Plan (consistent with state planning rules) for the new community. The Public Facility Plan would include an analysis of current system development charges and utility fees to determine the necessity of additional funding mechanisms. As necessary, facility master plans will be updated consistent with the Public Facility Plan.

ACTION MEASURES

1. Develop and adopt master/concept plans for new communities that satisfy state, regional, and city policies.
2. Develop and adopt intergovernmental agreements (IGAs), Urban Service Area Agreements and/or Urban Planning Area Agreements for new communities with affected jurisdictions and urban service providers.
3. Determine adequate facilities needs for annexation to occur through development of a public facility plan and updated facility master plans.
4. Identify a local first phase for annexation consistent with available public facilities and plan policies. Identify strategies to obtain properties needed for public infrastructure such as street right-of-way, parks, trails, and regional stormwater facilities.
5. Annex new community areas consistent with the provisions of an adopted land-use concept plan under Metro Title II and subsequent comprehensive plan amendments.
6. Annex and extend services to new community areas based on an adopted annexation plan, strategy, or urban service provider agreement, based on a concept plan study area. Except

by intergovernmental agreement, Portland will not extend services to areas that are outside the city limits.

7. Develop a program of annexation agreements and incentives for property owners and other private partners (such as development agreements, partnerships, infrastructure finance tools) to assure an orderly phasing of annexation and development of lands.
 - a. Create an “annexation tool kit” for interested parties. Prepare a notebook that answers typical questions pertaining to when, where, how, and why annexation occurs. This could include identifying annexation regulations and permit requirements; providing sample annexation petitions and development agreements; and listing interested/affected property owner contacts to help property owners get organized.
 - b. Designate a city staff representative as point of contact for Pleasant Valley inquiries.
8. Apply urban land-use designations concurrent with annexation to the city.
9. Adopt simplified city procedures for annexation that reflect revised Metro Code 3.09 and applicable sections of ORS. Consider use of Metro’s expedited decision process for uncontested minor proposals.

5 – Natural Resources

Pleasant Valley shall be an urban community integrated with the natural environment.¹

Introduction

This chapter provides a summary of the natural resources work starting with the inventory that began during the Concept Plan process in 2000. The full text of natural resource work is documented in the *Pleasant Valley Natural Resources Protection Plan*, an appendix to this report.

Background

The goal of creating a community that allows intensive urban development while protecting the area's unique attributes was a central theme of the *Pleasant Valley Concept Plan*. Critical to the “sense of place” in Pleasant Valley, according to the Plan, is the extensive network of streams, wetlands, and other natural features that define and connect urban neighborhoods. Plan goals highlighted the importance of developing the valley in such a way as to minimize impact on these natural features, while maintaining natural features that enhance the built environment.

Through the concept planning process, significant natural features and their important functions were identified and mapped. Collectively, this natural system serves as the green framework for the Concept Plan, and is known as the Environmentally Sensitive/Restoration Area (ESRA). The area within revised ESRA boundaries is the significant Goal 5 resource “site.”

The Concept Plan also included a broad outline for a “limited protection” regulatory program for both the ESRA resource site and for planned intensive urban development within the remainder of the Pleasant Valley planning area. However, the Economic, Social, Environmental, and Energy (ESEE) consequences of the “full protection” and “no protection” options were considered, as required by the Goal 5 rule.

The ESEE analysis, contained in the *Pleasant Valley Implementation Plan*, supports adoption of the ESRA concept described in the *Pleasant Valley Concept Plan*, and rejects the “full protection” and “no protection” decision options. The Concept Plan resulted from an extensive community planning process that achieved a balance between resource protection and intensive urbanization. The ESRA concept is to maintain and restore significant riparian, wetland and upland areas along Kelley Creek, associated tributaries and wetlands, and uplands – while allowing intensive urban development subject to green development practices outside of protected resource areas.

The ESRA and “green development practices” serve as central organizing features of the Concept Plan (see Chapter 6 – Green Development). On the one hand, intensive urban residential and employment development is encouraged on buildable land outside the ESRA with green development practices. On the other hand, the ESRA resource site is protected from most conflicting uses, while allowing for limited placement of utilities, roads and road crossings, and buildings on land and adjacent to water within the ESRA.

¹ Goal 3 –Natural Resources. *Pleasant Valley Concept Plan*.

ESEE Analysis

After review of the ESEE impacts on individual property owners within Pleasant Valley, several conclusions can be drawn. First, the *Pleasant Valley Plan District* will allow much greater residential and employment densities within the community. The economic benefits of urbanization are substantial, and this is true for lands throughout the Pleasant Valley planning area, including lands adjacent to the ESRA. The analysis indicates that most properties located partially within the ESRA will experience substantial increases in development potential and economic value as a result of Plan District implementation.

Clearly, however, some properties have greater ESRA coverage than others. For landowners with highly constrained property in and along the ESRA, the economic impacts are varied and could be marginal or negative. The proposed ESRA Subdistrict addresses these impacts in a number of ways. Through the analysis process, and with input from the technical advisory committee, advisory group and the public, a program was developed to provide additional economic value from lands within the ESRA. This additional density is a transfer allowance of one unit per acre that increases the net development potential of lands outside the ESRA. Consolidation of properties in common ownership or as part of a larger development package may effectively increase the overall development potential of lands adjacent to the ESRA. Additional value accrues to local landowners from the proximity of these properties to the community's natural, scenic, and open space amenities. As discussed below, the ESEE analysis suggests that some additional development flexibility is warranted for lands with "substantial ESRA coverage" where there is insufficient land to transfer these units on site. This additional provision allows construction of homes within the ESRA under prescribed conditions.

Conflict Resolution.

The Conflict Resolution Summary table below summarizes the conclusions for each of the four ESEE factors considered. In the table, "prohibit" indicates an analysis conclusion to prohibit conflicting uses, "limit" refers to limiting conflicting uses, and "allow" refers to allowing conflicting uses fully. The final column lists the aggregated assessment for the site.

Conflict Resolution Summary Table

Property	Economic	Social	Environmental	Energy	Conclusion*
Lots with no ESRA coverage	Limit	Limit	Limit	Limit	Limit
Lots with partial ESRA coverage	Limit	Limit	Prohibit	Limit	Limit
Lots with substantial ESRA coverage (and limited transfer-ability)	Limit	Limit	Prohibit	Limit	Limit

** Green Development Practices standards that will apply throughout the Plan District will minimize impacts on nearby/downstream significant resources and resource functions.*

Most properties containing significant resources will experience substantial increases in development potential and economic value as a result of plan district implementation. Allowing conflicting uses fully (i.e., allowing unrestricted development within the ESRA) fails to meet the goals and objectives of the Concept Plan, fails to protect the unique attributes of the community, and would result in major impacts and loss of significant natural resources and resource functions. Prohibiting

conflicting uses altogether would preclude urbanization of the valley, and similarly fail to meet the goals of the community, as expressed in the Concept Plan.

Limiting conflicting uses (through proposed ESRA land-use regulations) has positive economic, social, environmental and energy implications for the landowners, resources, and the larger community – so long as existing uses can be maintained; planned streets, utilities, and pedestrian trails are allowed to pass through the ESRA in a manner that minimizes impacts; and residential units within the ESRA can be transferred to more suitable buildings sites outside the ESRA.

Some properties with “substantial ESRA coverage” do not have sufficient area outside the ESRA to fit all of the allowed transfer units on site. As a result of the economic and social analysis, the ESEE recommendation is to create a provision for owners of 27 highly constrained properties to allow a new house on a lot completely within the ESRA, in a manner that minimizes impacts.

With this additional ESRA disturbance allowance, the ESRA program is able to meet the community’s natural resource conservation goals (as expressed in the Concept Plan) while preserving the important economic, social, environmental, and energy benefits of urbanization for landowners throughout the Pleasant Valley area.

ESRA Standards

The result of the concept planning process and the associated series of community forums was to identify significant natural resource areas to be preserved, enhanced and restored. This greenspace system became known as the Environmentally Sensitive/Restoration Area, or ESRA. The ESRA serves as a central organizing feature of the plan and was carried forward in each of the four concept plan alternatives that were developed during the community forums. Policies were developed to concentrate development on buildable lands and limit placement of utilities, roads and road crossings, and buildings in the ESRA areas as part of a strategy to protect habitat and species, water quality, and the aquifer.

The ESRA resource protection standards, contained in the *Pleasant Valley Natural Resources Protection Plan*, are coordinated with the development of the green development practices and the recommended development code amendments.

The Environmentally Sensitive/Restoration Area (ESRA) provides a framework for protection of Metro Title 3 lands and Statewide Planning Goal 5 resources within the Pleasant Valley area. The City of Portland is implementing the ESRA framework by creating the Pleasant Valley Natural Resources Overlay Zone (“v”). The “v” overlay implements the natural resources goals and policies of the *Pleasant Valley Concept Plan* and is intended to resolve conflicts between development and conservation of streams corridors, wetlands, floodplains, and forests identified in the *Natural Resources Protection Plan*. The “v” overlay contributes to the following community objectives:

1. Protect and restore streams and riparian areas for their ecological functions and as an open space amenity for the community.
2. Protect floodplains and wetlands, and restore them for improved hydrology, flood protection, aquifer recharge, and habitat functions.

3. Protect upland habitats, and enhance connections between upland and riparian habitats and between Pleasant Valley habitats and the nearby habitats of Powell and Clatsop Buttes and Butler Ridge.
4. Maintain and enhance water quality and control erosion and sedimentation through revegetation of disturbed sites and limits on construction, impervious surfaces, and pollutant discharges in ESRA areas.
5. Conserve the scenic, recreational, and educational values of significant natural resources in the Pleasant Valley area.

The ESRA has significant ecological functions and the *Natural Resources Protection Plan* integrates these functions into a new urban community by balancing resource protection with urban development. The long-term goal is to restore and enhance sensitive stream corridors, wetlands, and forests to more natural vegetated conditions, recognizing that existing homes and other existing uses will continue in the ESRA.

6 – Green Development

Pleasant Valley shall be a “green” community where green infrastructure is integrated with land-use and street design and natural resource protection.²

Background

Green development practices refer to a toolbox of stormwater management techniques. Instead of using a traditional piped collection and conveyance system, this technique uses a system of landscaping features that treat and infiltrate stormwater on the development site. The benefits of green development practices are that they minimize the production of stormwater runoff and manage it close to the source.

- Traditional stormwater management techniques quickly convey runoff to management facilities. Without prior management, these facilities are overwhelmed and release water into streams at rates, volumes, and durations that compromise stream habitat. Green development practices infiltrate stormwater close to the source, give it an opportunity to evaporate, and attenuate its progress towards streams so that the release of runoff into streams more closely mimics the natural hydrology of the area.
- Green development practices promote the conservation of existing trees and forests and provide tree-planting opportunities in order to create an urban forest. In a forested environment, rainfall is intercepted by vegetation, reducing its impact by slowly allowing it to infiltrate and saturate in the soil thus promoting infiltration, minimizing erosion, and enhancing water quality. Trees also consume many different types of stormwater-linked pollutants through uptake from the root zone. Forested areas along stream banks provide stability by holding soil in place and slowing runoff velocities.

In 1998, a partnership of jurisdictions sponsored a series of citizen and affected parties meetings concerning Pleasant Valley. A set of preliminary planning goals was developed as part of this process. A preliminary goal for natural resource protection included these elements:

- This area has unique and important natural resources, and the plan must identify and protect them. The watercourses and associated wetlands must be protected from development, and should be preserved as the signature natural feature of the area. This should be refined as environmental, site amenity, and development impacts are better understood.
- Sufficient areas should be set aside so that the habitat of Johnson Creek is preserved and enhanced, and sufficient areas set aside to ensure that stormwater can be detained and treated before entering the creek system.
- A master plan should be developed that can be implemented as the area develops. In addition, this area should coordinate with the other portions of the Johnson Creek Watershed.
- There should be no net increase in water run-off or decline in water quality as a result of the development in this area.

² Goal 4 – Green Development. *Pleasant Valley Concept Plan*.

The Metro Council brought the Pleasant Valley area into the Urban Growth Boundary in December 1998. It was recognized that future urban development would result in increased impervious surfaces and increased stormwater runoff. A federal Transportation and Community and System Preservation (TCSP) grant was obtained by Metro, with Gresham and Portland and others as partners, in part to address this stormwater runoff issue. Included in the goals of the TCSP grant, as acknowledged by the Pleasant Valley Steering Committee, was the need to:

- develop strategies to help protect steelhead and cutthroat trout salmonoids;
- minimize stormwater runoff in Johnson Creek watershed; and
- avoid further degradation of water quality.

The *Pleasant Valley Concept Plan* Steering Committee endorsed the series of goals at their May 2, 2001 meeting. These goals reflect the vision and values underlying the Concept Plan. They were used in evaluating the four plan alternatives. The goal for green development practices is as follows:

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.

Following an extensive evaluation and refinement process, the Steering Committee, at their final meeting on May 14, 2002, endorsed the *Pleasant Valley Concept Plan* map and implementing strategies. In summary, the Concept Plan provides for 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.

Stormwater Modeling

As part of the evaluation and Concept Plan selection process a hydrodynamic model (MIKE 11) was developed, calibrated and run for the Kelley Creek watershed. The purpose of the hydrological modeling was to simulate the impacts that different land-use changes and green development practices would have on the water level, flow and extent of flooding through the Kelley Creek system. Different scenarios were developed with variables of the Environmentally Sensitive and Restoration Area (ESRA); green development practices such as bioswales in Green Streets; landscape planters and ecoroofs; and creating a tree canopy throughout the plan area.

The stormwater modeling simulated both continuous rainfall and single events. The results showed a large increase in stormwater runoff between pre-development and post-development flood peak and flow durations. Green development practices, such as managing stormwater on each individual parcel to the maximum amount practical, will be an extremely important strategy in mitigating these impacts and protecting endangered species, water quality, and the underlying aquifer.

The modeling also noted a significant enough rise in floodwaters downstream in Johnson Creek, and specifically in the Lents area, to warrant management for nuisance flood events in the Kelley Creek watershed. The nuisance flood is the targeted level of protection indicated in the Johnson Creek Restoration Plan for minimizing and preventing frequent and repetitive flood damage, and maximizing environmental benefits. The nuisance flood event is based on an actual, historical 3-day rainfall pattern in the watershed that generated an approximately 10-year flood event.

Kelley Creek Watershed Stormwater Modeling Conclusions

- A full tree canopy is highly desirable. However, trees may take at least 20 years to grow to maturity and until they are at maturity will not realize the full benefits of stormwater management. Other stormwater management practices are, therefore, necessary.
- Considering the benefits shown in the model of tree canopy on stormwater management, there should be a long-term goal of vigorous tree planting throughout the valley. Additional tree canopy will help to mitigate the potential loss of green development practices due to improper maintenance or inaccuracies in facility sizing or modeling.
- To protect stream habitat, green development practices must be sized larger to more adequately mitigate runoff from larger storms. Facility sizing should be left to the next planning stage when stormwater management plans are written.
- The use of green development practices may decrease the size of stormwater management facilities needed to be built to prevent nuisance flooding downstream. However green development practices will not completely manage larger storms, and stormwater will be conveyed from green facilities through swales and into regional facilities.
- The Environmentally Sensitive/Restoration Areas (ESRAs) help to reduce flood peaks for the nuisance, 5-year and 2 ½-year storms. Initial modeling shows that the 100-year footprint stays well within the ESRA, with the implication that the ESRA is a flood management tool that eliminates the need for regional facilities to be sized to manage the 100-year flood, providing a significant cost savings.
- Maintenance of green development practices should be addressed as part of the implementation plan for stormwater management. Improper maintenance and enforcement may lead to failure of the stormwater system.
- Modeling greatly facilitates, and provides information critical to, the decision making process. Results tend to be accurate from a relative standpoint when comparing alternative scenarios. However, model representations and results should only be one item among others that influence decisions and project design/implementation.

Green Development Practices Applicable to Pleasant Valley

Tree canopy. The planting and preservation of trees is one of the most cost-effective green development practices. The planting and preservation of trees is encouraged in the front and backyards of residential areas, along all streets, in medians, in neighborhood and community parks, on school grounds, and in all landscaped areas of parking lots and employment lands.

Ecoroofs. Ecoroofs are recommended for buildings in the town center, employment areas, apartments and senior housing. Ecoroofs are also encouraged on other structures. Ecoroofs are vegetated areas on top of roofs that absorb precipitation. Ecoroofs consist of a vegetated layer, a geotextile layer and a synthetic drain layer. They can vary in depth and vegetation depending on the

weight bearing restrictions of the roof. A 3-inch ecoroof can reduce annual runoff by more than 50 percent in temperate climates.

Bioswales. Bioswales are recommended for all development outside the town center where hard surfaces predominate. Swales are essentially depressions lined with well-draining soils where water can pond. They can be planted with vegetation that helps to absorb water and pollutants, or with grass. Runoff is directed into the swale and infiltrates. When soils are saturated, runoff will pond within the depression and begin to drain downslope. Check dams are often added to slow down runoff within the depression. Also, swales can be used for stormwater conveyance. The benefit of this approach is that unlike pipes which quickly gather and pass stormwater, swales slow down the progression of stormwater and help to reduce the overall volume through infiltration and evapotranspiration.

Landscape planters. Landscape planters are recommended to mitigate stormwater for all development in the valley. Planters can vary in shape, style and form, but the essential design is a landscaped area that sits anywhere from 1 to 2 feet above ground and is filled with well-draining soils and plants specialized in filtering pollutants. Landscape planters can line the perimeter of buildings and treat roof runoff via downspouts. In poorly draining soils, the bottom of the planters should be lined with an impermeable fabric and underlain with perforated pipes which convey water away from building foundations and into other management systems. Landscape planters can also be incorporated into the middle of courtyards. In this case, they do not have to be lined and in areas with well-draining soils they can act as bioretention facilities by infiltrating stormwater. In areas with poorly draining soils they are underlain with perforated pipe to prevent overflows.

Green Streets. Green Streets are recommended for all streets (with flexibility for those within the town center). Green Streets are designed to incorporate stormwater treatment within its right-of-way. They incorporate the stormwater system into the aesthetics of the community and maximize the use of street tree coverage for stormwater and climatic reasons. Metro's handbook *Green Streets – Innovative Solutions for Stormwater and Stream Crossings* provides detailed designs and specifications.

Education and Maintenance. Green Streets, and green practices, are relatively new concepts that will require education on the part of the developer to build and the jurisdictions and homeowners to maintain. There are considerable construction cost savings (in addition to the environmental benefits) to building Green Streets, as outlined in the *Pleasant Valley Public Facilities Plan*, and these cost savings should be applied directly to the cost of maintaining Green Streets over the life of the system.

7 - Transportation

Goal 8. Pleasant Valley shall be a community where a wide range of safe and convenient transportation choices are provided.³

Background

The transportation system in Pleasant Valley was designed to serve the farm-to-market travel needs of the agricultural community that once occupied the valley. Foster Road, 172nd Avenue, Jenne Road, 190th Avenue, 182nd Avenue, and Sunnyside Road are the primary routes that connect Pleasant Valley to other parts of the region.

As Pleasant Valley, and the Damascus area to the south, transform from rural to urban, existing transportation infrastructure and services will be inadequate to serve the growing demand. The *Pleasant Valley Concept Plan* acknowledges and addresses the need for a transportation system that can serve increased development while reducing the impact on the area's streams and wetlands. The important outcomes of this effort are transportation policies and a conceptual street network.

As a follow up to the concept planning, the *Pleasant Valley Implementation Plan* further defines the transportation system for the area. The cities of Portland and Gresham worked closely with a consultant team to develop a Local Street Network plan for the area. The plan includes the following elements:

- **Functional Classification for Streets** — The functional classifications for the arterial and collector street system identified in the concept phase were finalized, and a conversion chart was developed to direct the functional classification of the new street system in Portland and Gresham's transportation system plans (see Figure 1).
- **Street Design Types** — The Street Design Type map illustrates the street cross-section design and location of collector and arterial streets in Pleasant Valley. First developed as part of the Concept Plan, this phase of the Street Design Type map recommends refinements to the location of the street designs in concert with adjacent land uses and natural resources.
- **Connectivity Plan** — In response to Metro's requirement for connectivity standards for newly urbanizing areas, the Local Street Network Plan includes recommended block-length spacing by land-use type. The recommended maximum block lengths for the Pleasant Valley street network comply with Metro's overall spacing standard of 530 feet.
- **Bike and Trail Plan** — The Bike and Trail plan includes the regional trails adopted with the Concept Plan along with additional local walking/hiking trails. The local walking/hiking trails are intended to connect the regional trails with local destinations and streets in Pleasant Valley (see Figure 2).

³ Goal 8 –Transportation. *Pleasant Valley Concept Plan*.

- **Illustrative Street Plan** – The Illustrative Street plan is a tool to help illustrate the recommended spacing for local street connections with the collector and arterial street network in Pleasant Valley. The Illustrative Street plan shows how the implementation of the connectivity standards works with the overall concept for the Pleasant Valley community and the relationships between land use, transportation and natural resources that result from these connections (see page 16).

Metro Green Streets

Metro developed a handbook titled *Green Streets: Innovative Solutions for Stormwater and Stream Crossings* in the same general timeframe as the *Pleasant Valley Concept Plan*. The handbook uses Pleasant Valley as a case study for street connectivity across stream corridors. In this cooperative effort, the Concept Plan adapted Metro's various green street cross sections to specific design types for rights-of-way in Pleasant Valley (see Figures 3 and 4).

One of the recommended action measures states that:

Design shall be based on the Pleasant Valley Street Designs adopted in the Pleasant Valley Concept Plan Implementation Strategies. In developing street designs utilize Metro publications Creating Livable Streets, Green Streets: Innovative Solutions for Stormwater and Stream Crossings, and Trees for Green Streets.

The designs include bioswales along both sides of the street to infiltrate, filter, and convey stormwater from the street surfaces. This design is an essential component to the Concept Plan goals for natural resources, green practices, and residential neighborhoods. More detailed engineering work is being conducted as part of the transportation master planning effort underway by the City of Gresham in cooperation with the City of Portland.

Relationship to the Transportation System Plan

The adoption of the *Pleasant Valley Plan District* will result in direction for the Office of Transportation to amend Portland's Transportation System Plan (TSP) as part of the next TSP update. The revisions include new linking policies to the Outer Southeast transportation district, changes to functional street classifications, new transportation projects, and a follow-up study.

The street master plan for Portland's share of Pleasant Valley will be completed as part of a joint effort between the City and Multnomah County to develop a TSP for the urban unincorporated areas within Portland. The local street network plan and connectivity standards developed for Pleasant Valley will guide the final master street plan for this area. The Multnomah County Urban Unincorporated TSP will recommend the adoption of this new street master plan into Goal 11b of the *Comprehensive Plan* by the fall of 2005.

Figure 1. Functional Classification of Streets

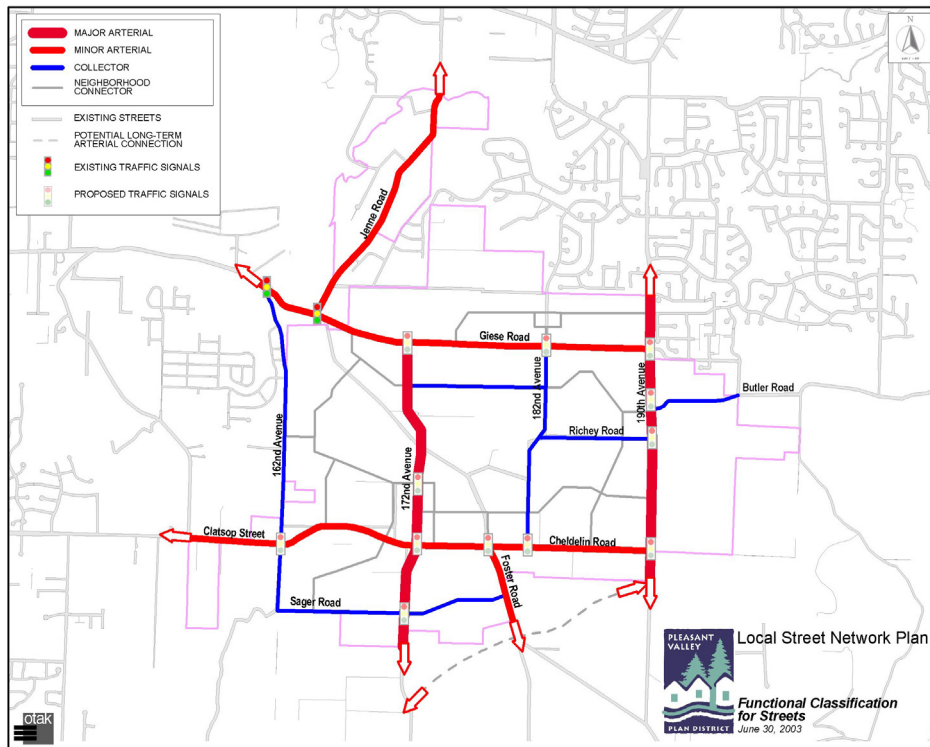
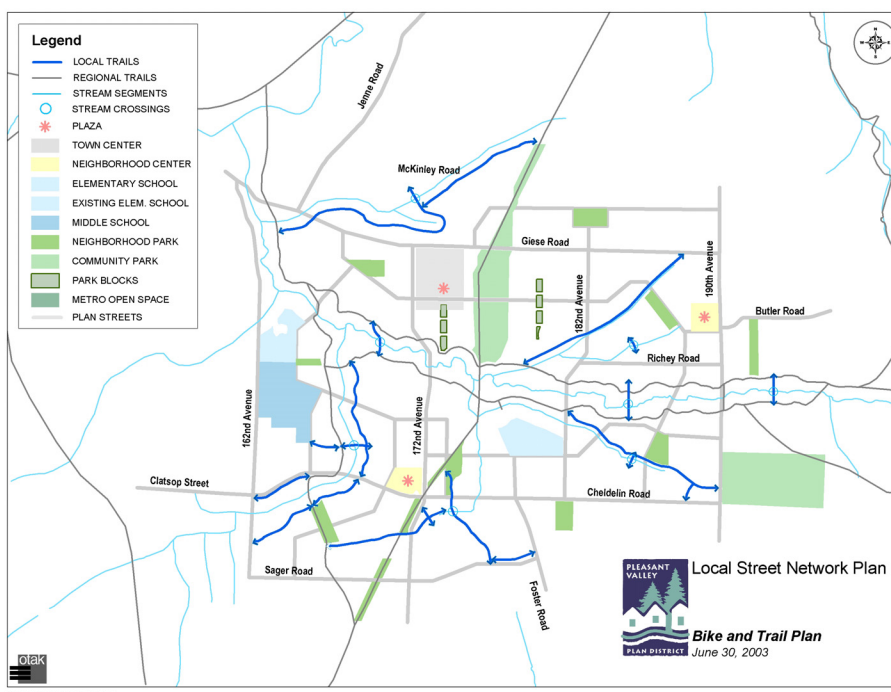
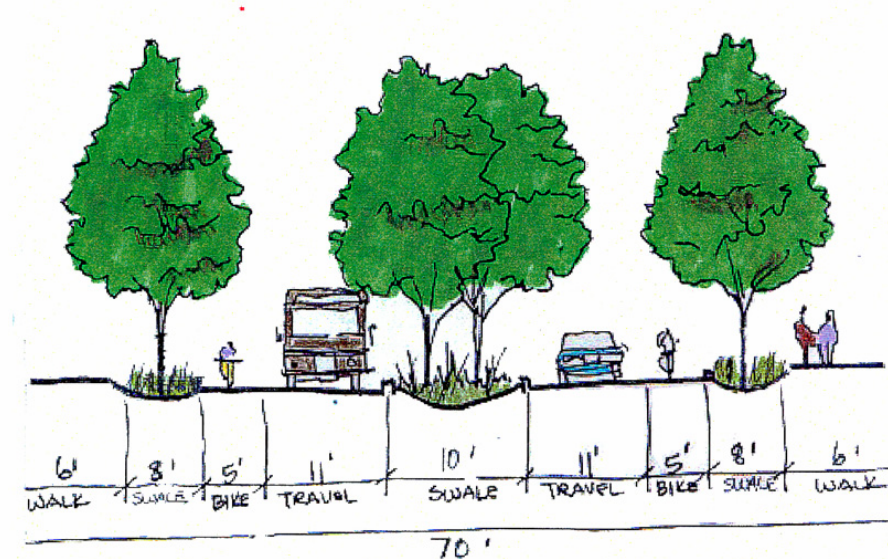


Figure 2. Bike and Trail Plan



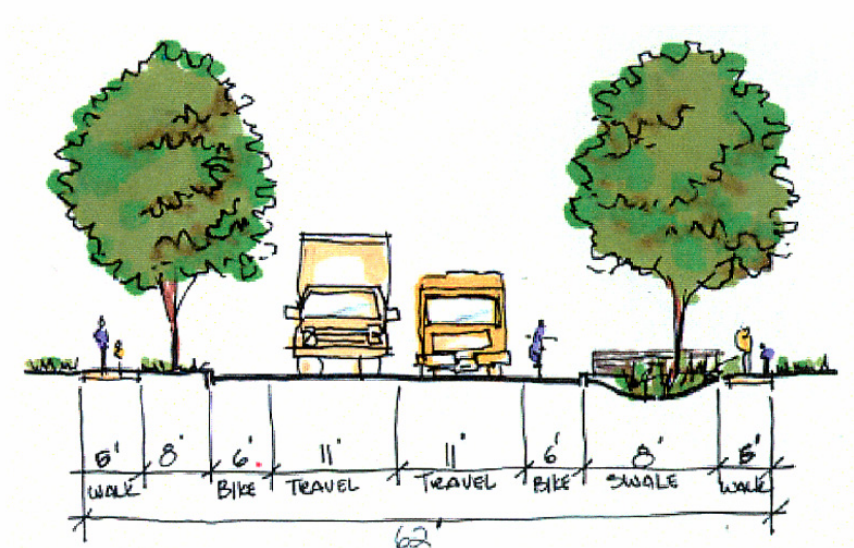
Figures 3 and 4. Sample Design Types Cross Section

Community Street (minor arterial with median outside town center)



Applied to:
Clatsop Extension
Chedelin
Foster Rd (part)

Community Street (minor arterial without median outside town center)



Applied to:
Jenne Road
ESRA crossings

8 – Annexation

Annexation of new communities adjacent to the city shall be achieved by an orderly and efficient process.⁴

Annexation of new communities shall result in providing a complete range of urban services (transportation, stormwater, water, wastewater, public safety, parks and opens spaces) to areas within the city's urban services boundary consistent with city and regional plans.

Introduction

Annexation is an essential step in the future development of Pleasant Valley. The process of annexation is governed by a complex set of regulations at the county, city, regional, and state level. The annexation process for Pleasant Valley is unique for the following two reasons: Pleasant Valley is one of the first urban growth boundary expansions under Metro's 2040 Growth Concept; and an agreement between the City of Portland and Multnomah County gives the City planning authority over the Pleasant Valley area upon adoption of this proposal. This chapter outlines current annexation procedures, strategies for phasing annexation, amendments to the City's urban services policy and Urban Services Boundary, and the relation to Portland's Urban Service Boundary and Multnomah County's compliance project.

Background

To ensure that future growth can be accommodated in a manner consistent with public objectives and private market forces, the *Pleasant Valley Concept Plan* was created. A revised Intergovernmental Agreement (IGA)⁵ was signed by the cities of Gresham and Portland on April 23, 2004. That agreement, which complies with state law and Metro Code Chapter 3.01, is the framework for a future annexation strategy. The IGA states that Gresham and Portland will develop mutually acceptable standards and delivery systems (including ownership and funding responsibilities) for public facilities, including: stormwater management; water; wastewater; transportation; fire and emergency medical services; law enforcement; and parks, open space and recreation.

Under Oregon law, there are generally four approaches used to annex contiguous land area into a city:

1. Through city legislative or quasi-judicial action to expand their boundary, per ORS 222.111 to ORS 222.183. This action is typically preceded by a petition among the majority of land owners in the proposed annexation area to be considered for annexation.
2. Through the creation of a Special District and required city/county and service provider agreements, per ORS 190.003 to ORS 190.130. This action is typically initiated by utility service providers.

⁴ Goal 6 – Annexation. *Pleasant Valley Concept Plan*.

⁵ "Intergovernmental Agreement on City Boundaries, Urban Services, and New Urban Area Planning and Plan Implementation for Pleasant Valley Plan Area," authorized by Ordinance No. 178265.

3. Through the creation of an Annexation Plan (after utility service provider agreements are formed), and subsequent city judicial action, per ORS 195.205 to ORS 195.220.
4. Through the declaration of a Health Hazard Abatement, per ORS 222.840 to ORS 222.915.

Method 1 is most commonly used for annexations to Portland and is most consistent with current policies. Methods 2 and 3 can be considered, but are less favorable in light of the high number of potentially affected property owners, and the outstanding unknown issues regarding the timing of providing adequate public facilities. Method 4 is not a viable option for large areas unless there is a widespread health hazard.

Annexation Strategy and Analysis

The annexation strategy and analysis completed as part of the implementation plan identifies issues pertaining to key annexation criteria, including: economic consequences; provision of adequate public facilities and related cost-effectiveness; existing and planned land use compatibility; and market timing. The analysis is intended to help guide policy making for annexations in Pleasant Valley. The annexation analysis and strategy includes:

- a description of the methodology for analyzing infrastructure costs and revenues;
- an analysis of the net fiscal position (i.e. surplus or shortfall) of sub-areas of Pleasant Valley;
- potential additional revenue sources, and amounts required, to close projected funding gaps for capital projects and operations and maintenance;
- preliminary conclusions regarding strategies for annexation; and
- an appendix of the spreadsheet analysis and maps.

This analysis is complex and required a high level of coordination with service providers and the *Pleasant Valley Public Facilities Plan*. Every attempt was made to verify the accuracy of infrastructure plans, costs and other inputs used for this analysis. Some generalization of technical data has been necessary to complete the analysis. Readers should note that actual engineering might change some of the infrastructure assumptions. In addition, master planning efforts are underway for transportation, water, wastewater, and stormwater. The work will include further refinement of the fiscal analysis, a detailed stormwater master plan, and suggested funding mechanisms.

The results of the annexation strategy and analysis provide valuable information for the cities, but the results are most relevant to the City of Gresham. Gresham is proposing to adopt system development charges (SDCs) specific to Pleasant Valley, while Portland is proposing to apply existing Portland SDCs to Pleasant Valley. Although this proposal does not include a change to Portland's transportation SDC, Portland and Gresham agreed to the following principle: "The transportation infrastructure strategy will be applied comprehensively across the district."⁶ The details of this strategy are to be negotiated in a Memorandum of Understanding after the transportation master planning work is complete.

⁶ Ibid.

Urban Services Policy and Procedures

In a separate City process, an issue was identified relating to current City policy and the provision of urban services (water, wastewater, and stormwater) beyond current city limits. In December 2003 the Planning and Development Bureau Directors recommended that the City clarify the policies and procedures related to urban services. The Pleasant Valley project was identified as the mechanism to accomplish these clarifications.

Portland's urban services policy, which City Council adopted in 1983 by Resolution 33327, calls for delivery of services to properties within the City's urban services boundary (USB) through annexation or by interim measures if annexation is not practical. This policy is not clearly reflected in or integrated with Portland's *Comprehensive Plan* annexation and public facilities policies or Title 33, *Planning and Zoning*, of the City Code which has led to the following problems:

1. Procedures for service connections are not always consistent with the intent of the urban services policy because City policies are lacking in specificity. As a consequence, some properties that are contiguous to the City boundary within the USB have connected to City services without annexing. It is unlikely that the City will be able to convince these property owners to annex in the future if they already have City services.
2. Some property owners have been able to request zone changes to more intense *Comprehensive Plan* map designations (upzone) because land-use review staff have not been able to make adequate findings that would require annexation as a condition of approval. (*Comprehensive Plan* map designations are more intense than the zoning designation on some properties in the USB that were included in either the *Southwest* or *Outer Southeast Community Plan* areas.) The City may not be able to compel the annexation of these more intensely developed properties even though it is likely that the residents of these properties will make use of City services such as streets and parks even if they do not have City sewer and water connections.

The Planning and Development Bureau Directors made the following recommendation:

1. Amend the annexation and public facilities policies of Portland's *Comprehensive Plan* to reflect the City's urban services policy which ties service provision to annexation.
2. Amend Title 33, *Planning and Zoning*, of the City Code, to require annexation if a property owner in the USB requests a zone change to an urban *Comprehensive Plan* map designation.
3. Clarify procedures and conduct training for implementing the more explicit policy and code requirements for staff of Bureaus involved in service connections and development after these policy and code changes are adopted.

These policy and code changes will more fully integrate the City's Urban Services Policy with the City's *Comprehensive Plan* and zoning code. In turn, service connection procedures and land-use review approval conditions will more fully implement the City's urban services policy of annexation in exchange for urban service delivery. The annexation of properties within our USB will provide the City with property tax revenue to support growth at the City's edge and avoid City of Portland taxpayers subsidizing those properties immediately outside the City boundary who benefit from City

services. Annexation of properties within the USB will spread the cost of providing urban services in the region more equitably among all residents and property owners receiving services.

The amendments to the *Comprehensive Plan* policy are shown in Section 9A – Comprehensive Plan. The amendments clearly state that City shall not provide new urban services, or expand the capacity of existing services, to areas outside its boundaries of incorporation. The only exception to this policy is for instances where a health hazard has been declared by the State, often for failing septic systems, in which case services would be extended outside the city boundary.

Multnomah County-Portland Compliance Project

Under an intergovernmental agreement between the City and Multnomah County adopted in 2001, Portland's Bureau of Planning is providing urban planning services to Multnomah County, known as the Multnomah County-Portland Compliance Project. The purpose of this project is to bring unincorporated areas of Multnomah County that lie within the Urban Growth Boundary (UGB) and within Portland's Urban Services Boundary (USB) into compliance with the requirements of Metro's Urban Growth Management Functional Plan. The unincorporated areas achieve compliance by using the City of Portland's Zoning Code and Comprehensive Plan which the County Board of Commissioners adopted.

By amending Portland's USB to include Pleasant Valley (see Chapter 9A for a map), the City and County are extending the compliance project to the area. As a result, the City will administer the *Recommended Pleasant Valley Plan District* and associated regulations at the time of adoption. Any additions to houses, changes in land uses, land divisions, etc. would be permitted under the code developed in this report. The goal of amending City annexation policies and procedures is to allow for the continuation of rural uses in the valley -- until the time that property owners choose to annex into the City and develop at urban densities. The amendments clarify that the City should not provide urban services or allow urban zoning, until the time of annexation.

9 – Implementation Tools and Guidance

A. Comprehensive Plan and Map Amendments

This section contains the recommended amendments to the *Comprehensive Plan* for the provision of urban services and recommended updates the *Comprehensive Plan* map for the Pleasant Valley plan area.

B. Transportation Implementation

This section contains the recommended amendments to the *Transportation System Plan*. The Office of Transportation will incorporate these amendments during the next update to the *Transportation System Plan*.

C. Public Facilities Plan

This section summarizes the amendments to the 1989 City of Portland *Public Facilities Plan*. This document is intended as source material for the service bureaus as updates to the Public Facilities Plan occur in the next few years.

D. Zoning Map and Code Amendments

This section contains the recommended updates to the zoning map for the *Pleasant Valley Plan* area. The recommended zoning map is followed by recommended amendments to the *Zoning Code*. Code commentary is included along with code language to describe legislative intent.

9A. Comprehensive Plan

Comprehensive Plan

The *Comprehensive Plan* provides a coordinated set of guidelines for decision-making to guide the future growth and development of the City. The Goals, Policies, and Action Measures for Pleasant Valley are intended as amendments to the *Comprehensive Plan* by reference. In addition, this document proposes specific language to amend Goal 11: Public Facilities of the Comprehensive Plan.

GOAL: 11A Provide a timely, orderly and efficient arrangement of public facilities and services that support existing and planned land-use patterns and densities.

POLICIES & OBJECTIVES:

11.1 Service Responsibility

B. Outside its boundaries of incorporation, the City of Portland shall:

- (1) Acknowledge the City's role as principal provider of urban services within the City's established Urban Services Boundary and plan for the eventual delivery of urban services according to a phased program of improvements meeting the service needs of individual areas.
- (2) Coordinate closely with other jurisdictions providing services within the established Portland Urban Services Boundary to ensure continuing delivery of effective and efficient urban services.

~~(3) Consider requests for delivery of services within the Urban Services Boundary wherever the following conditions exist:~~

- ~~• Residents or property owners within an area to be served desire delivery of services by the City of Portland;~~
- ~~• The City can meet the new demands without diminishing its ability to serve existing City of Portland residents and businesses;~~
- ~~• The City can supply the needed services most effectively and efficiently;~~
- ~~• The City can expect to recapture its service investment.~~

Commentary: Generally, the City no longer expects to annex large areas since the majority of land on the fringe of the City was either incorporated into Portland or into other jurisdictions. The remaining lands are relatively small pockets scattered along the edges. It is in the interest of the City to annex lands within the Urban Services if the City is to provide urban services.

~~(4) Deliver services within the Urban Services Boundary by means of annexation to Portland, or, on an interim basis, through alternative approaches that are demonstrated to be in the best long-term interest of both the City and future service areas.~~

Commentary: The City has not identified an alternative approach. If a property does not annex at the time of service delivery, there is no incentive for these properties to ever annex, which is not in the long-term interest of the City as expressly stated by the

proposed amended policy and approved by the Planning & Development Bureau Directors Group.

~~(5) Consider delivery of services to areas outside the established City of Portland Urban Services Boundary only where the City determines that there is a clearly defined need for each service, that expansion of the Urban Services Boundary and full-service provision by the City are not appropriate, that the conditions in number (3), above, are met and that improved services may be expected to enhance the City's ability to meet the service needs of existing city residents and businesses.~~

Commentary: Similar to the extension of services outside the boundary of incorporation and within the urban services, extension of services without annexation is not in the long-term interest of the City.

~~C. The City shall initiate and maintain a public education program within the Portland Urban Services Boundary to inform residents and property owners of the need, benefits and costs to deliver City of Portland services within that area. The City will coordinate this public education program with similar efforts by service providers and community organizations operating in the Portland metropolitan area. The City shall not provide new urban services, or expand the capacity of existing services, to areas outside its boundaries of incorporation.~~

Commentary: The deleted language is no longer necessary since a public education program is incorporated into the concept planning process developed by Metro as a requirement for areas brought into the urban growth boundary. Additionally, properties within the urban growth boundary, Portland's urban services boundary, and Multnomah County are covered by an agreement between Portland and Multnomah County giving the City land-use authority over those areas. The added language clearly states current de facto City policies contained in the Urban Services Policy, but not otherwise explicit in the Comprehensive Plan policies.

~~D. The City shall provide for a process of public participation in the implementation of this policy, assuring that property owners, residents, and existing community organizations in areas affected by proposed changes in service delivery have opportunity to review and comment on plans for such changes.~~

Commentary: See commentary for 11.1.C. relating to public education.

Comprehensive Plan Map

The Pleasant Valley recommended *Comprehensive Plan* map is the refinement of the *Pleasant Valley Implementation Plan* map into *Comprehensive Plan* designations. Upon adoption, the *Comprehensive Plan* map for the Pleasant Valley area becomes a component of the citywide *Comprehensive Plan* map.

The Portland *Comprehensive Plan* map guides land use and development patterns. It specifies, by site, where various land uses can be located in the future. The *Comprehensive Plan* map designations both protect community livability and provide certainty for those wishing to develop or redevelop their land. The designations are tied to policy statements in the *Comprehensive Plan*.

Each *Comprehensive Plan* map designation corresponds with one or more “zones,” which are defined in *Title 33: Planning and Zoning Code*. Zoning is a tool that helps implement the *Comprehensive Plan* map. The zoning code contains regulations that specify the permitted development type, scale, and density on a given site. Zones include provisions that regulate the use of land and some aspects of design. Like the *Comprehensive Plan* map, there is also a zoning map that specifies which zone is applied to every site within the city. The *Comprehensive Plan* map is “superior” to the zoning map, meaning the zoning map should not allow development that is more intensive or different than that allowed by *Comprehensive Plan* map designations.

In addition to the “base” *Comprehensive Plan* map and zoning designations, sites may have further regulations through the application of plan districts. In an effort to account for special circumstances, these regulations supersede the “base” designations, and may be more or less restrictive than the base designation. A plan district is created and applied in only one area of the city to address unique characteristics and development issues. The Pleasant Valley Plan District uses a plan district to implement the community’s vision for the area.

The zoning map and plan district code for Pleasant Valley are located in section 9D, Zoning Map and Code Amendments.

Comprehensive Plan Map Designation

Medium Density Single-Dwelling

This designation is intended for areas with adequate public services but minor development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 6.2 units per acre. The corresponding zone is R7.

Urban Services Boundary

In cooperation with neighboring jurisdictions, the City maintains a boundary defining a rational service area within which the City can meet the service needs most effectively and at the lowest cost. The future boundary was described as part of the Portland Gresham Agreement (see Chapter 8 – Annexation) and is recommended as an amendment to the *Comprehensive Plan* in this report.

[illegible]

9B – Transportation Implementation

The Pleasant Valley planning effort resulted in recommended changes to Portland's Far Southeast transportation district. The recommended amendments to the *Transportation System Plan* (TSP) for the City of Portland are below. The Office of Transportation will incorporate these amendments during the next update to the TSP, as well as recommend the Major Improvement List for inclusion in the next update of Metro's *Regional Transportation Plan* (RTP).

- **Goal 6 Transportation**

Policy 6.38 Far Southeast Transportation District

Add the following Objective:

L. Implement recommendations from the *Pleasant Valley Concept and Implementation Plans* to create a community that has a well-connected street system that provides safety and convenience for all modes of transportation.

Commentary - The policy language captures the *Pleasant Valley Concept Plan* and subsequent *Implementation Plan* recognition of the importance good street connectivity as the foundation for building a new community with enhanced mobility for all modes.

Map 6.38.1, Traffic Classifications

Upgrade SE Clatsop between SE 132nd and Portland's Urban Service Boundary to a District Collector.

Commentary: The Pleasant Valley Street Network Plan identifies Clatsop as a Minor Arterial, which is equivalent to Portland's District Collector function. This segment of Clatsop is identified as a Collector of Regional Significance in Metro's RTP. Clackamas County, who has jurisdiction over the southern half of Clatsop, identifies the street as a Minor Arterial in its TSP. Clatsop, in conjunction with connecting streets to the south provides the only arterial level access between Pleasant Valley and Sunnyside Rd.

Upgrade SE McKinley between SE Jenne Road and Portland's Urban Service Boundary to a Neighborhood Collector.

Commentary: McKinley's design and function is compatible with Portland's Neighborhood Collector policy.

Map 6.38.4, Pedestrian Classifications

Upgrade SE 162nd between SE Foster Rd and SE Sager to a City Walkway.

Commentary: The *Pleasant Valley Concept Plan* identifies two future school sites adjacent to SE 162nd that will become important community attractions. The City Walkway classification supports the function of 162nd as a pedestrian route along a major street that provides safe and convenient access to planned institutional and recreational uses.

Map 6.38.6, Emergency Response Classifications

Classify SE Clatsop between SE 132nd and Portland's Urban Service Boundary as a Major Emergency Response Street.

Commentary: SE Clatsop provides the most direct route for emergency vehicles in and out of the southwest portion of Pleasant Valley. Reclassification will ensure that this function will be provided for in any future street improvements.

Map 6.38.8, Street Design Classifications

Classify SE 162 between SE Foster Road and SE Sager as a Community Corridor.

Commentary: Street design classifications identify preferred modal emphasis and design of significant streets in response to adjacent land uses. SE 162nd functions as a primary north - south route for all modes in the area. As Pleasant Valley matures and the planned land uses - public schools, housing - come into place, SE 162nd will support a higher level of trips by all modes. The street design classification provides direction for future changes to the roadway.

Major System Improvements List

Add the following projects:

SE 162nd Street Improvements (Foster Rd to Clatsop)

Design and implement multi-modal improvements based on *Pleasant Valley Implementation Plan* recommendations.

Estimated cost - \$7,000,000

Lead Agency - Portland

SE 162nd/Clatsop Intersection Improvement

Install signal at intersection.

Estimated cost - \$250,000

Lead Agency – Portland

SE Clatsop Street Improvements (Deardorf/132nd to 162nd)

Design and implement multi-modal improvements based on *Pleasant Valley Implementation Plan* recommendations.

Estimated cost - \$2,400,000

Lead Agency – Portland/Clackamas County

SE Clatsop Street Extension (162nd to City Limits)

Extend existing street east into Pleasant Valley. Based street design on *Pleasant Valley Implementation Plan* recommendations.

Estimated cost - \$3,870,000

Lead Agency – Portland/Clackamas County

SE Foster Road (162nd to Giese Rd)

Design and implement multi-modal improvements based on *Pleasant Valley Implementation Plan* recommendations.

Estimated cost - \$1,800,000

Lead Agency – Portland/Gresham

- **Refinement Plans and Studies**

Add new study:

Jenne Road/174th Corridor Study – Evaluate new north-south road options between Powell Blvd. and Pleasant Valley area to improve street connectivity in the Jenne Road/174th Avenue corridor.

- **Street Connectivity**

PDOT is working with Multnomah County to develop a TSP for the unincorporated areas within Portland's urban service boundary. This work includes the development of master street plans for the unincorporated areas including Area B in the Pleasant Valley plan. The local street network and connectivity standards developed for Pleasant Valley will guide the final master street plan for this area. The Multnomah County Urban Unincorporated TSP will recommend the adoption of this new street plan into Goal 11b of the *Comprehensive Plan*.

The connectivity standards for Pleasant Valley are more restrictive than the citywide standard of 530' for most land-use types. The plan district amendments to *Title 33, Planning and Zoning* will include street connectivity approval criteria using the Pleasant Valley maximum block length standards.

9C – Public Facilities Plan Summary

Introduction

The following is a summary of the *Public Facilities Plan* (PFP), available under separate cover. The Pleasant Valley PFP was developed for the entire 1,532 acres, which is consistent with the City of Portland and City of Gresham's intent to create a "complete community." The PFP specifies which projects are Portland versus Gresham responsibility, and which projects are appropriately joint efforts. The Pleasant Valley PFP is an amendment to the City of Portland's *Public Facilities Plan*, last updated in 1989. An update to the citywide PFP is currently underway by the service bureaus, and the Pleasant Valley PFP is intended as source material for this amendment process.

The PFP establishes a framework for how urban services will be developed and maintained with the implementation of the *Pleasant Valley Concept Plan*. The PFP was developed in accordance with Title II of the *Metro Urban Growth Functional Plan* and provides a conceptual level services plan for the provision of wastewater sewer, water, storm drainage, transportation, and parks. Cost estimates and funding strategies are included with maps depicting the general location of public facilities. The PFP is consistent with Oregon Administrative Rules, specifically OAR 660-011-000.

For each urban service, the PFP provides an assessment of existing conditions, a summary of future needs, and recommended goals, policies and actions. A capital improvement list summarizes the amount of capital investment necessary in Pleasant Valley to accommodate planned urban development over the next twenty years. A detailed list of the projects associated with this summary is included in Appendix B of the Pleasant Valley PFP. Appendix A of the PFP includes maps showing the locations of the capital improvement projects.

A key component to the successful implementation of the public facilities plan is the coordination of the multiple government agencies involved in Pleasant Valley, most notably the cities of Gresham and Portland. The PFP addresses the roles of city, county and state jurisdictions in the delivery of urban services to Pleasant Valley.

Background

The Metro Council brought the Pleasant Valley area into the Urban Growth Boundary (UGB) in December 1998. When land is brought into the UGB, Title II of the *Metro Urban Growth Management Functional Plan* requires that the added territory be brought into a city's comprehensive plan prior to urbanization, with the intent to promote the integration of the new land into existing communities.

Concerning public facilities, Title II requires that the comprehensive plan amendments include a conceptual public facilities and services plan including provisions for wastewater sewer, water, stormwater, transportation, and parks. The plan includes preliminary cost estimates and funding strategies, including likely financing approaches. Title II also requires maps that show general locations of arterial, collector and essential local streets and connections as well as necessary public facilities such as wastewater, stormwater and water to demonstrate that the area can be served. General locations for public open spaces and plazas and parks are also shown.

The Concept Plan Steering Committee adopted a series of goals that reflected the vision and values underlying the Concept Plan. There was a specific goal for transportation. Background discussion related to transportation is found in Section 7, Transportation. There was a specific goal for parks and open spaces. Background discussion on parks and open spaces is found in the Parks and Recreation System chapter of the PFP report.

No specific goal addresses wastewater, stormwater or water public facilities. However, the Steering Committee did adopt, as a planning parameter, addressing the provisions of Title II, which as previously noted requires a conceptual plan for public infrastructure along with preliminary costs and likely funding sources. Conceptual wastewater, water and stormwater systems were laid out for each of the four alternatives created during the concept planning process. Preliminary costs were calculated for each of the systems of each alternative plan. This information was used to inform the final Concept Plan. The Concept Plan implementation strategies included a wastewater, water and stormwater system for the preferred alternatives plan (referred to as the 'hybrid' plan). For each system, preliminary costs were calculated and a set of funding strategies identified. This work provided the basis for the discussion draft Public Facility Plan (PFP) that is described throughout the balance of this section.

Purpose

The purpose of the Pleasant Valley PFP is to establish a framework for identifying how necessary urban services, including water, waste water, stormwater, transportation and parks, will be developed and maintained as the area urbanizes. Because many agencies and jurisdictions share responsibility for delivering public services to Pleasant Valley, assuring coordination of service delivery is an important part of this plan. The plan was developed with the objective of addressing all statutory and administrative rule requirements related to public facilities as outlined in Goal II of the Statewide Land-Use Planning program and OAR 660-011-000.

Service Delivery Overview

Existing Public Facility Overview. Current residents of Pleasant Valley are largely self-sufficient, and are responsible for their own water supply, wastewater treatment, and stormwater systems. Water is currently accessed via underground wells, and wastewater is primarily treated in septic tanks and drain fields. Stormwater runoff is conveyed to natural drainage areas or to drainage ditches adjacent to local roads. All public roads are owned and maintained by Multnomah County and Clackamas County. There are no public parks in Pleasant Valley.

Land-Use Planning Overview. In March 2004, the cities of Portland and Gresham revised a 1998 intergovernmental agreement (IGA) for the Pleasant Valley area regarding proposed jurisdictional boundaries, urban services, and preparation of land-use plans for the area. A framework for urbanizing Pleasant Valley was developed and carried out through the planning process. The Pleasant Valley PFP further refines the roles and responsibilities outlined in the IGA. Urban development is expected to proceed only after annexation to an incorporated city. In accord with the 2004 IGA, Gresham agreed to annex the land generally east and north of Mitchell Creek (Area A), and Portland agreed to annex the land generally west of Mitchell Creek and in the Jenne Road area (Area B). A map showing the areas is in Appendix B – *Pleasant Valley Plan District* Future Governance map.

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

For planning purposes and to demonstrate that the area can urbanize in a manner that complies with Goal 11, the PFP assumes the cities of Portland and Gresham will serve the balance of Area C. The cities have plans in place that demonstrate its capacity to serve Area C.

Future Public Facilities Provider Overview. According to the 2004 IGA described in the previous section, the City of Gresham will be responsible for the provision of urban services for areas annexed into Gresham, and the City of Portland will be responsible for the provision of urban services for areas annexed to Portland. This includes all Goal 11 mandated services (water, wastewater, stormwater, and streets) and park services. The IGA states that Gresham and Portland will jointly determine whether wastewater sewage treatment for the mapped areas should be through Portland or Gresham. Preliminary indications suggest that it is more economical for Gresham to pump wastewater flows from Pleasant Valley to its sewage treatment plant. A final solution regarding wastewater sewer service will be made through a refinement study to the City of Gresham Sewer Master Plan.

Transportation services are covered by separate agreements that are part of each jurisdiction's transportation system plan (TSP). These agreements also involve Multnomah County. Currently, all public roads in Pleasant Valley are county roads. The City has an agreement with Multnomah County that upon annexation the City will assume ownership and operation of public roads in Pleasant Valley. An agreement will need to be made with Clackamas County for the portion of the plan area that is in Clackamas County and also for Clatsop Street that straddles the County line. For planning purposes, the PFP assumes all major roads will belong to Gresham or Portland and will conform to city street design standards. Finally, Gresham and Portland each will be responsible for providing parks, open space and recreation services within their respective service boundary.

Implementation Framework

The implementation framework for the Pleasant Valley Public Facilities Plan is composed of legally binding agreements and ordinances. These include the intergovernmental agreements between Portland and Gresham outlined in the previous section, and the respective development codes for Portland and Gresham. Revisions to the IGAs will be needed to more precisely delineate areas of responsibility of service delivery, especially with regard to stormwater management.

Portland will update its water system master plan to include service delivery projects in Area B soon after adopting the Pleasant Valley PFP. Portland and Gresham have well-established standards for constructing these facilities to serve residential, commercial, and industrial uses. These standards are enforced through their respective development codes and public works standards, which will be relied on to ensure service delivery to future urban development.

For wastewater sewer, the Concept Plan outlined collection system improvements needed to serve all areas in Pleasant Valley, but did not resolve the question of where to treat sewage. Preliminary engineering studies by Gresham indicate that it may be more economical to treat sewage from Areas A and C at Gresham's sewage treatment plant. The plant has capacity to treat all Pleasant Valley sewage, and there is capacity in existing sewer lines to convey the flow to their plant. After Gresham adopts the PFP for Pleasant Valley, it will amend its sewer master plan to include the needed collection lines, sewer pump stations, and force mains to serve Areas A and C. Portland will determine the preferred approach for treating wastewater sewage from Area B either at the Columbia Boulevard treatment plant or by diverting this flow to the City of Gresham. Portland will make this decision prior to adopting amendments to its Public Facility Plan for Pleasant Valley.

A *Pleasant Valley Plan District* will be adopted by both Portland and Gresham to establish zoning and development standards for the area, including "green streets" and stormwater management standards. The plan district will include new zoning classifications and development standards that address the opportunities and constraints identified throughout the *Pleasant Valley* planning process. Specific standards will be included in the cities' stormwater manuals for on-site stormwater management and for off-site stormwater conveyance in bioswales constructed adjacent to the road system (Green Streets).

Portland and Gresham are jointly preparing a stormwater management (SWM) master plan for the Pleasant Valley plan district and potentially some areas outside the district but within the same watersheds that comprise Pleasant Valley. This master plan will include standards for regional and on-site stormwater facilities, including conveyance, detention, retention, treatment, and discharge structures, as well as maintenance requirements and other operating issues. The document will be produced by and reside with Gresham, but other jurisdictions within the watershed will use the master plan and related standards to regulate SWM practices for all new development within their service area by agreement. Each city, however, will own and operate the stormwater facilities within their service boundary. Existing design and performance standards used by each city will be evaluated and implemented if they achieve the goals of the *Pleasant Valley Concept Plan* for stormwater management and stream habitat protection. The Bureau of Environmental Services will use the master plan as a basis for amending Title 17 and Portland's *Stormwater Management Manual*. This process is expected to occur in the fall of 2004.

For streets and roads, the local street network plan will include special "green street" design guidelines for local, collector, and arterial roads serving Pleasant Valley. The process for establishing these standards will occur incrementally. Neither Portland nor Gresham has a comprehensive set of green street standards/guidelines that can be applied directly in Pleasant Valley. The approach will be to prepare model green street standards/guidelines, possibly connected with an early development proposal or as a separate staff-level effort, and adopt this standard prior to development in the area. Given the importance of green streets to the overall plan for Pleasant Valley, the preparation of model street standards (and adopting them as part of the plan district regulations) is identified as an early-action item in the list of projects for implementing the PFP. Portland may develop special street standard guidelines specific to Pleasant Valley as part of the legislative (plan district) process to ensure consistency between the district plan's cross sections and Portland's street design standards.

Financing the PFP is an evolving process, but for the most part the plan will rely on conventional financing techniques. Private contributions from benefiting property owners will finance the extension of local neighborhood streets and utilities. Funding for “backbone” public utility, transportation and parks facilities will come from a combination of system development charges, traffic impact fees, utility revenue, and potentially from special assessments or reimbursement districts. Other innovative financing techniques may be used, especially for protecting and enhancing greenway areas. These may include the use of zone-of-benefit districts, development consortiums, transfer of development rights, and other creative techniques. Revenue backed municipal bonds could be used to provide seed capital for “critical-path” improvements that are essential to enable private investment.

The timing and sequencing for public facility plan improvements will be established in each jurisdiction’s adopted master plans and capital improvement plans. Project sequencing also will be coordinated with the annexation strategy for Pleasant Valley. At this time, the annexation strategy is subject to further refinement and input from market forces that will influence the strategy.

9D – Zoning Map and Code Amendments

This Section contains the recommended updates to the official *Zoning* Map and the *Zoning Code* for the Pleasant Valley Plan District area.

Recommended Zoning Map

Recommended Amendments to the Zoning Code

Chapter 33.564, Pleasant Valley Plan District

Chapter 33.465, Pleasant Valley Natural Resources Overlay Zone

Other Changes to Title 33

Residential Farm/Forest (RF)

Pleasant Valley Natural Resource Overlay Zone (v)

Proposed Plan District Boundary

Recreational Trail

N

Scale: 1" = 1200'

0' 600' 1200' 1800'

November 05, 2004

CITY OF PORTLAND, OREGON

Planning

Zoning Code Amendments

How to read this section

This section proposes changes to portions of the Zoning Code. Odd numbered pages show language with proposed changes. Generally, language added to the Zoning Code is underlined (example) and language deleted is shown in strikethrough (~~example~~). With regard to the Pleasant Valley Plan District and the Pleasant Valley Natural Resources Overlay Zone, all the language is new. To make the text easier to read, strikethrough and underline is omitted.

Even-numbered pages contain commentary on the proposed changes. Commentary on the code changes is intended to describe legislative intent.

33.564 The Pleasant Valley plan district is being proposed for the Zoning Code to implement the goals, policies, and action measures of the *Pleasant Valley Concept Plan*. The Concept Plan was developed by Metro and the cities of Portland and Gresham, in cooperation with Happy Valley, Multnomah and Clackamas counties, the Johnson Creek Watershed Council, and the community of Pleasant Valley. The Concept Plan was initiated after Pleasant Valley was included in the region's urban growth boundary in 1998, with the goal to develop a blueprint for the transition of a rural community (with approximately 800 people) to an urban community (with approximately 12,000 people). The planning process and the development of this plan district was guided by a series of goals adopted by the community Steering Committee and accepted by the Portland and Gresham city councils in the summer of 2002.

One of the guiding principles of the planning process was to "...create a place rather than a carpet of subdivisions." The planning process was unique, and a plan district is necessary to implement the communities' desires for creating a place. A second guiding principle is to create a "complete community." To this end, the policies embedded in the *Pleasant Valley Concept Plan* (including the Natural Resources Protection Plan and the Public Facilities Plan) are identical for Portland and Gresham. There will be structural differences between Portland and Gresham development code, but the intent is to achieve similar results of an integrated urban community.

This plan district also implements the Low Density Residential zoning envisioned by the planning process. For Pleasant Valley, Low Density Residential has a density ranging between 5.3 and 7.9 dwellings per net residential acre. The zone that is closest to achieving this range of density is Residential 7,000 (R7). However, until parcels in the Pleasant Valley plan district area annex to the City of Portland, the base zone will be Residential Farm/Forest (RF) with a minimum lot area requirement of 20 acres for new lots. Once a parcel annexes to Portland, it is automatically rezoned to R7. This arrangement will allow existing uses to continue and will discourage land divisions and subsequent new development until urban services can be provided in an efficient and cost effective manner. This arrangement will apply to parcels within Multnomah County and will not be applied to parcels in Clackamas County. Parcels in Clackamas County will retain Clackamas County zoning until the time of annexation to Portland (at which point they will be zoned R7).

A property owner may petition to annex to Portland at any time after this proposal is adopted. Land divisions in the plan district will be required to be a minimum of 20 acres in size. In some cases property owners will need to coordinate with neighboring owners in order to achieve this minimum threshold. This provision is proposed instead of requiring a master plan as was envisioned in the Concept Plan. The 20-acre threshold was chosen because it is a reasonable size to ensure that urban services are provided in an efficient and cost effective manner. This threshold will also allow significant flexibility in designing neighborhoods that achieve the goals of the Concept Plan.

CHAPTER 33.564
PLEASANT VALLEY PLAN DISTRICT
(Added by: Ord. No. XXXXXX, effective x/xx/04.)

General

- 33.564.010 Purpose
- 33.564.020 Where These Regulations Apply

Development Standards

- 33.564.050 Additional Housing Type Regulations
- 33.564.060 When Primary Structures Are Allowed
- 33.564.070 Transfer of Development Rights

Land Divisions and Planned Developments

- 33.564.300 Minimum Site Size for a Land Division or Planned Development
- 33.564.310 Relationship to Other Land Division and Planned Development Regulations
- 33.564.320 Supplemental Application Requirements for Land Divisions and Planned Developments
- 33.564.330 Maximum Density
- 33.564.340 Lot Dimensions
- 33.564.350 When a Flag Lot is Allowed
- 33.564.360 Planned Development
- 33.564.370 Housing Variety
- 33.564.380 Transition at the Edge of the Pleasant Valley Natural Resources Overlay Zone

.010 The Pleasant Valley purpose statement provides context for the type of development envisioned for the entire Pleasant Valley area, however the area of the valley that will be in Portland is zoned residential. The town center and employment areas will be in the City of Gresham.

.060 This section is intended to make it clear that Table 33.610-2 should continue to be used when determining whether a lot created after July 29, 1979, is buildable, not the lot dimension standards contained in this chapter. Provisions of the Pleasant Valley plan district modify the lot dimensional requirements for new lots (see 33.564.340, Lot Dimensions). In the RF zone a new lot must be at least 20 acres in size, and in the R7 zone most of the lot dimensional requirements for new lots have been reduced to zero. However, these modified lot dimensional requirements are not intended to interfere with existing provisions in 33.110.212 that are used to determine whether a lot created before July 26, 1979, is buildable.

.070 The transfer of development rights regulations is based on the Johnson Creek Basin plan district transfer regulations.

General

33.564.010 Purpose

The Pleasant Valley plan district implements the Comprehensive Plan's goals, policies and action measures for Pleasant Valley; creates an urban community as defined by the Comprehensive Plan; and, furthers the Pleasant Valley vision to integrate land use, transportation, and natural resources. Pleasant Valley as a whole is intended to be a community made up of neighborhoods, a town center, neighborhood centers, employment districts, parks and schools, open spaces and trails, a range of transportation choices, and extensive protection, restoration and enhancement of the natural resources. Portions of the Pleasant Valley area will be in the City of Portland and portions will be in the City of Gresham. The purpose of the Pleasant Valley plan district includes integrating the significant natural resources into a new, urban community.

33.564.020 Where These Regulations Apply

The regulations of this chapter apply in the Pleasant Valley plan district. The boundaries of the plan district are shown on Map 564-1 and on the Official Zoning Maps.

Development Standards

33.564.050 Additional Housing Type Regulations

Attached houses are prohibited in the R7 zone. Duplexes are allowed on all lots in the R7 zone if approved as part of a land division and within the maximum density allowed for the site.

33.564.060 When Primary Structures are Allowed

Primary structures are allowed as specified in 33.110.212 using Table 33.610-2. The lot dimension standards in this chapter do not supersede the lot dimension standards of Table 33.610-2 for the purposes of implementing Section 33.110.212.

33.564.070 Transfer of Development Rights

- A. Purpose.** The transfer of development rights preserves development opportunities for new housing and reduces development pressure in environmentally sensitive sites. The regulations allow development rights to be transferred from areas within the Pleasant Valley Natural Resources overlay zone to areas that can accommodate the additional density without environmental conflict.
- B. Regulations.** Transfer of development rights between sites is allowed as follows:
 1. Development rights. Development rights are the number of potential dwelling units that would be allowed on the site.
 2. Sending sites. Sites where at least 50 percent of the site is within the Pleasant Valley Natural Resources overlay zone may transfer development rights.
 3. Receiving sites. Development rights may be transferred to any site in the Pleasant Valley plan district or the Johnson Creek Basin plan district except:
 - a. Portions of a receiving site that are within a Pleasant Valley Natural Resources overlay zone;

- b. Sites where any portion of the site is within the 100-year floodplain as currently defined by the Federal Emergency Management Agency; or
 - c. Portions of a receiving site that are Land Class I or II within the South Subdistrict of the Johnson Creek Basin plan district.
- 4. Maximum density. The density of the receiving site may not exceed 150 percent of the allowable density;
- 5. Transfer procedure. The procedure for a transfer of development rights must meet the following:
 - a. The transfer must take place as part of a Planned Development;
 - b. The sending and receiving sites must be included in the Planned Development;
 - c. The owner of the sending site must execute a covenant with the City that reflects the reduced development potential on the sending site. The covenant must meet the requirements of 33.700.060 and must be recorded before final approval of the Planned Development.
- 6. All other applicable development standards, including setbacks and building heights, shall continue to apply when a density transfer occurs.
- 7. Adjustments to the provisions of this section are prohibited.

.300 After a parcel annexes to the City of Portland and the base zone changes to R7, a minimum site size of 20 acres is required for a land division or Planned Development. This requirement means that services will be provided to the Valley in more efficient and cost effective manner than if small parcels divided and developed in isolation from neighboring parcels. With this provision, smaller parcels will have to be aggregated in order to divide. The 20 acres minimum site size will ensure a large enough area to design the land division in a way that meets the goals and policies of the Concept Plan. This threshold will also allow more opportunity for clustering of development away from the environmental resource areas.

.310.B Land divisions and planned developments in Pleasant Valley are exempt from the Flood Hazard Area regulations for two reasons:

- The flood hazard area is entirely within the Pleasant Valley natural resources overlay zone and will therefore be protected from development to the extent practicable. For the most part, no new development will be allowed in the Pleasant Valley natural resources overlay zone (and therefore the flood hazard area).
- Rights-of-way will be allowed through the Pleasant Valley natural resources overlay zone as shown on the Pleasant Valley Street Network Plan. The locations where these right-of-way cross the natural resource areas have been evaluated extensively and sited where they impact the natural resources the least while still providing for connectivity. The approval criteria in 33.631, Flood Hazard Area may interfere with these already evaluated locations.

.330 In the RF zone, maximum density is one unit per 20 acres. This provision works with the lot dimension provision below to ensure that land is preserved in large parcels as much as possible until after annexation to the City of Portland.

In the R7 zone, density within the Pleasant Valley natural resources overlay zone is limited to one unit per acre. This provision allows density to accrue based on land area within the Pleasant Valley natural resource overlay zone. This density will be clustered on the parts of the site that are outside of the natural resources overlay zone. The Pleasant Valley Concept Plan did not originally envision significant density accrual based on land area within the natural resource area. However, after careful weighing of the consequences, the planning process concluded that the policy should be to allow some limited amount of density to be assessed and agreed upon one unit per acre. Allowing the natural resource area to accrue density at the same rate as the non-resource area was dismissed because it was felt that significant density transferred out of the natural resource area would result in too much density in the non-resource area.

.340.B. Lot dimensional requirements in the R7 zone have been waived for the most part in Pleasant Valley. This is to provide as much flexibility as possible in meeting the housing variety goals for the area.

Land Division and Planned Development

33.564.300 Minimum Site Size for a Land Division or Planned Development

In the R7 zone, land divisions or Planned Developments are allowed only on sites that are at least 20 acres in size.

33.564.310 Relationship to Other Land Division and Planned Development Regulations

Land divisions and Planned Developments in the Pleasant Valley plan district are subject to the regulations and procedures of the 600 series of chapter of this Title unless superseded by regulations of this plan district. The following do not apply:

- A. Chapter 33.631, Sites in Flood Hazard Area; and
- B. Chapter 33.634, Required Recreation Area.

33.564.320 Supplemental Application Requirements for Land Divisions and Planned Developments

In addition to the information required by Section 33.730.060, Application Requirements, a land division or planned development application must include information that addresses the requirements of Sections 33.564.370 and .380.

33.564.330 Maximum Density

- A. **RF zone.** In the RF zone, maximum density is one unit per 20 acres.
- B. **R7 zone.** In the R7 zone, maximum density within the Pleasant Valley Natural Resources overlay zone is one unit per acre.

33.564.340 Lot Dimensions

- A. **RF zone.** In the RF zone, new lots must be at least 20 acres in area. There are no minimum width or depth requirements, and no maximum lot area.
- B. **R7 zone.** In the R7 zone, there is no minimum lot area, maximum lot area, minimum width or minimum depth requirement for new lots. New lots must meet the minimum front lot line standard.

.370 One of the primary goals for Pleasant Valley is "...to create a place rather than a carpet of subdivisions." One of the primary mechanisms to achieve this goal is to require a variety of housing. This variety could be achieved by creating differing lot sizes or housing types along the same street. The result achieves the goal of creating a place, but also provides more housing choices than a traditional development.

33.564.350 When a Flag Lot is Allowed

A. When a flag lot is allowed. Flag lots are prohibited in the Pleasant Valley plan district except as follows:

1. A new lot is being created for an existing house;
2. The existing house is entirely within the Pleasant Valley Natural Resources overlay zone; and
3. The existing house will remain.

B. Flag lot access pole. The pole portion of the flag lot must meet the following standards. Adjustments are prohibited:

1. The pole must connect to a street;
2. The pole must be at least 12 feet wide for its entire length; and
3. The pole must be part of the flag lot and must be under the same ownership as the flag portion.

C. Minimum lot dimensions. Flag lots must meet the minimum lot dimension requirements of Subparagraph 33.564.165.A.2.c.

33.564.360 Planned Development

The following uses and development are prohibited through a planned development:

- A.** Attached houses;
- B.** Attached duplexes;
- C.** Multi-dwelling structures; and
- D.** Commercial uses.

33.564.370 Housing Variety

A. Purpose. The purpose of the housing variety criterion is:

- To encourage the mix of housing intended for the Pleasant Valley plan district as described in the Comprehensive Plan;
- To avoid over-repetition of the same building type or lot size; and
- To promote housing choice.

B. When this criterion applies. This criterion applies to land divisions and Planned Developments in the R7 zone.

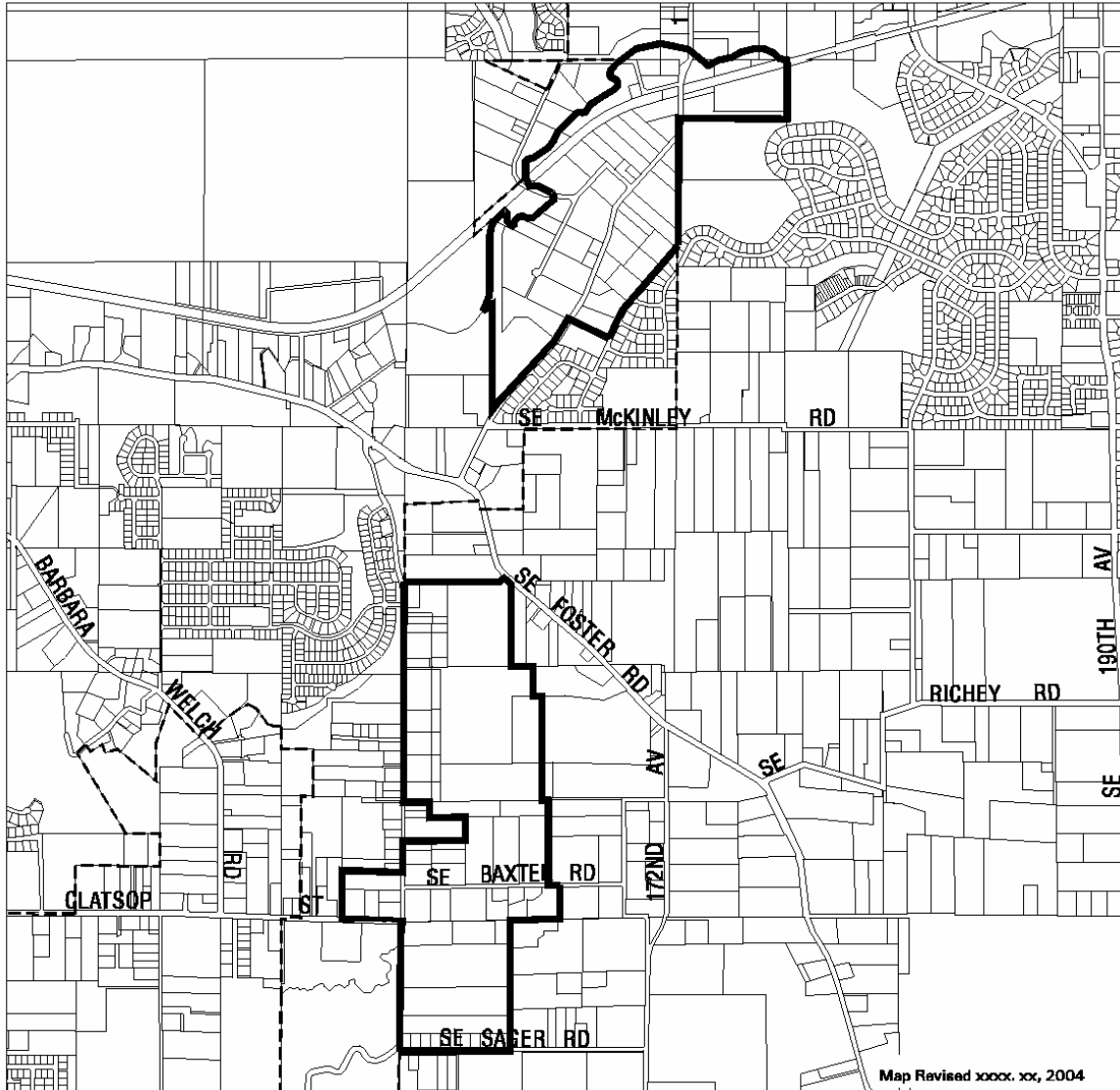
C. Approval criterion. To the extent practicable, the design and layout of the land division ensures that a range of housing choices will be provided within the land division site. Some methods to provide this range of housing choices are:

.380 These criteria are intended to encourage land division layouts that include visual and physical connections to the natural resource areas. In addition to the housing variety goal, connection between the neighborhoods and the natural areas was a primary goal of the Pleasant Valley Concept Plan.

1. Thirty percent of the proposed lots are larger than 7,500 square feet in area, and the remaining lots are less than 7,500 square feet in area;
2. Twenty percent, but not more than 40 percent, of the dwelling units are duplexes;
3. Thirty percent of the lots have accessory dwelling units; or
4. Other techniques that are consistent with the purpose of this criterion.

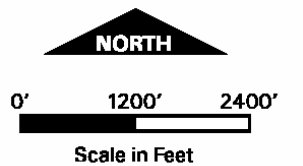
33.564.380 Transition at the Edge of the Pleasant Valley Natural Resources Overlay Zone

- A. Purpose.** The purpose of this criterion is to provide a visual and physical transition or connection between the Pleasant Valley Natural Resources overlay zone and the adjoining developed land. The criterion is intended to encourage careful design of the land division layout so that uses and development at the edges of the environmental zone have reduced impact on, and benefit from, the adjacent natural resources area.
- B. When this criterion applies.** This criterion applies to land divisions and Planned Developments in the R7 zone.
- C. Approval criterion.** To the extent practicable, the land division should be designed so that development adjacent to or across the street from the environmental resource areas is oriented to enhance the connection between the developed area and the environmental resource area. This connection can be provided by one or more of the following:
 1. Local streets are located along the outside edge of the Pleasant Valley Natural Resources overlay zone;
 2. Where lots are adjacent to the Pleasant Valley Natural Resources overlay zone, pedestrian access to the Pleasant Valley Natural Resources overlay zone is provided at sufficient intervals, such as every 400 to 500 feet; or
 3. Other techniques that are consistent with the purpose of this criterion.



Map 564-1

Pleasant Valley Plan District



— Plan District Boundary

Bureau of Planning • City of Portland, Oregon

This overlay zone is proposed instead of one or both of the City's existing environmental overlay zones because the Pleasant Valley Concept Plan envisions an environmental protection program that differs in several substantial ways from the City's existing environmental protection program. For example, the Concept Plan envisions a continuous natural area along streams in the valley, whereas the existing environmental program steps down protections, progressing from environmental protection to environmental conservation as one moves farther from the stream. The Concept Plan allows new development in specific cases within the protected area, such as on existing, vacant lots, rights-of-way shown on the Pleasant Valley Street Network Plan, and trails. However, the City's existing environmental overlay zones allow development in a different manner, restrict development unless there is a public need or benefit, or in some cases allow more development than envisioned in the Concept Plan. For these reasons, this new overlay zone is proposed to apply only in the Pleasant Valley Plan District.

CHAPTER 33.465
PLEASANT VALLEY NATURAL RESOURCES OVERLAY ZONE
(Added by: Ord. No. XXXXXX, effective x/xx/04.)

Sections:

General

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- 33.465.020 Pleasant Valley Natural Resources Report
- 33.465.040 Map Symbols
- 33.465.050 Significant Natural Resource Area within the Pleasant Valley Natural Resources Overlay Zone
- 33.465.060 Where These Regulations Apply
- 33.465.070 When These Regulations Apply
- 33.465.080 Items Exempt From These Regulations
- 33.465.090 Prohibitions

Development Standards

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- 33.465.130 Permit Application Requirements
- 33.465.150 General Development Standards
- 33.465.155 Standards for Utility Lines
- 33.465.160 Standards for Rights-of-Way
- 33.465.165 Standards for Land Divisions and Planned Developments
- 33.465.170 Standards for Resource Enhancement Projects
- 33.465.175 Standards for Trails
- 33.465.180 Standards for Mitigation

Resource Review

- 33.465.210 Purpose
- 33.465.220 When Pleasant Valley Resource Review is Required
- 33.465.230 Procedure
- 33.465.240 Supplemental Application Requirements
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- 33.465.260 Performance Guarantees
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- 33.465.310 Purpose
- 33.465.320 Scope
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Notice and Review Procedure

- 33.465.410 Purpose
- 33.465.420 When These Regulations Apply
- 33.465.430 Procedure

Map 465-1 Pleasant Valley Natural Resources Protection Plan Area

.010 The Pleasant Valley Natural Resources overlay zone implements the natural resource goals and policies of the Comprehensive Plan related to Pleasant Valley, and is intended to balance development and conservation of streams, wetlands, floodplains, and forests in Pleasant Valley. The Pleasant Valley Natural Resources overlay zone implements the vision articulated for the Environmentally Sensitive/Restoration Area (ESRA) adopted as part of the Pleasant Valley Concept Plan.

The natural resources contained in the Pleasant Valley Natural Resources overlay zone are important for the ecological functions they perform including flood mitigation/water storage, erosion control, pollutant filtering, channel stabilization, temperature regulation, and the provision of food, water and shelter for fish and other wildlife. The landscape features that have been identified as contributing to these functions include streams (perennial and intermittent), wetlands and other water bodies, floodplain, steep slopes, and vegetation/forest canopy.

In some cases, the natural resources areas that have been identified have restoration value in addition to habitat value. Riparian and upland habitat functions may be minimal in these areas. These areas have been identified because, when restored, they will contribute substantially to healthy, functioning riparian and upland habitats.

The Pleasant Valley Natural Resources overlay zone is also intended to address the following community objectives that come out of the concept planning phase of the Pleasant Valley project:

- Protect and restore streams and riparian areas and maintain these areas as an open space amenity for the community.
- Protect existing floodplains and wetlands, and restore these areas for improved hydrology, flood protection, aquifer recharge, and habitat functions.
- Protect upland habitats and enhance connections between upland and riparian habitats within Pleasant Valley and between Pleasant Valley and the nearby habitats of Powell and Clatsop Buttes and Butler Ridge.
- Maintain and enhance water quality and control erosion and sedimentation through revegetation of disturbed sites and through limits on construction, impervious surfaces, and pollutant discharges in the resource area.
- Conserve the scenic, recreational, and educational values of significant natural resources in the Pleasant Valley Plan District.

In keeping with the Concept Plan vision and the Natural Resources Protection Plan, the Pleasant Valley Natural Resources overlay zone will have limited development potential. Existing development can remain and be altered. Limited new development will be allowed subject to standards or review. This new development includes:

- development on existing, vacant lots;
- roads as shown on the Pleasant Valley Street Network Plan;
- utility lines within rights-of-way and private connections to utility lines;
- multiuse trails and bike paths; and
- resource enhancement projects.

General

33.465.010 Purpose

The purpose of the Pleasant Valley Natural Resources overlay zone is to:

- Protect and conserve significant natural resources in Pleasant Valley, recognizing that existing houses and other existing uses will continue and limited new development will occur in the zone;
- Facilitate restoration and enhancement of stream corridors, wetlands, and forests within Pleasant Valley;
- Maintain streams and riparian areas as a natural area amenity for the community of Pleasant Valley;
- Protect existing floodplains and wetlands, and restore these areas for improved hydrology, flood protection, aquifer recharge, and habitat functions;
- Protect upland habitats and enhance connections between upland and riparian habitats within Pleasant Valley and between Pleasant Valley and the nearby habitats of Powell and Clatsop Buttes and Butler Ridge;
- Maintain and enhance water quality and control erosion and sedimentation through revegetation of disturbed sites and through limits on construction, impervious surfaces, and pollutant discharges in the zone; and
- Conserve the scenic, recreational, and educational values of significant natural resources in the zone.

33.465.020 Pleasant Valley Natural Resources Report

The application of the Pleasant Valley Natural Resources overlay zone is based on the *Pleasant Valley Natural Resources Protection Plan*. The City's policy objectives for this plan are described in the report. The report includes an inventory of the significant natural resources identified within the Pleasant Valley study area and describes the functional values, or benefits, of the resources.

33.465.040 Map Symbols

The Pleasant Valley Natural Resources overlay zone is shown on the Official Zoning Maps with the "v" symbol.

33.465.050 Significant Natural Resource Area within the Pleasant Valley Natural Resources Overlay Zone

The Pleasant Valley Natural Resources overlay zone contains significant natural resources identified in the Pleasant Valley Natural Resources Protection Plan. The entire Pleasant Valley Natural Resources overlay zone is resource area; there is no transition area as there is with environmental overlay zones.

33.465.060 Where These Regulations Apply

The regulations of this chapter apply in the Pleasant Valley Natural Resources overlay zone.

33.465.070 When These Regulations Apply

Unless exempted by Section 33.465.080, below, the regulations of this chapter apply to the following:

- A.** Development;
- B.** All land divisions;
- C.** Removing, cutting, mowing, clearing, burning, or poisoning native vegetation listed in the Portland Plant List;
- D.** Changing topography, grading, excavating, and filling;
- E.** Resource enhancement; and
- F.** Dedication and expansions of rights-of-way.

33.465.080 Items Exempt From These Regulations

The following items, unless prohibited by Section 33.465.090, below, are exempt from the regulations of this chapter:

- A.** Change of ownership;
- B.** Temporary emergency procedures necessary for the protection of life, health, safety, or property.
- C.** Existing development, operations, and improvements, including the following activities:
 - 1. Maintenance, repair, and replacement of existing structures, exterior improvements, roads, and utilities. Replacement is not exempt whenever coverage or utility size is increased.
 - 2. Continued maintenance of existing gardens, pastures, lawns, and landscape perimeters; including the installation of new irrigation and drainage facilities and new erosion control features. Change of crop type or farming technique on land currently in agricultural use.
 - 3. Alterations to buildings which do not change the building footprint and do not require adjustments to site-related development standards.
 - 4. Operation, maintenance, and repair of the following: irrigation systems; drainage facilities and conveyance channels; stormwater detention areas; pumping stations; erosion control and soil stabilization features; and pollution reduction facilities. Maintenance of drainage facilities includes the dredging and channel cleaning of existing drainage facilities and vegetative maintenance within the minimum floodway cross section of drainageways. This exemption applies only if all spoils are placed outside the Pleasant Valley Natural Resources overlay zone.
 - 5. Removing a tree listed on the Nuisance or Prohibited Plant Lists. Removing other trees or portions of trees when they pose an immediate danger, as determined by the City Forester or a certified arborist. Removing these portions is exempt only if all sections of wood greater than 12 inches in diameter

.080.D.6 The last three requirements of this exemption were developed as part of the Pleasant Valley planning process and are intended to ensure that trails meeting this exemption have very low impact on the natural resource area.

remain, or are placed, in the Pleasant Valley Natural Resources overlay zone on the same ownership on which they are cut;

6. Development over existing paved surfaces that are over 50 feet from any identified wetland or water body; and
7. Land division and partitions of developed properties where no additional building sites are created and no additional development is proposed.

D. The following new development and improvements:

1. Planting of native vegetation listed on the Portland Plant List when planted with hand held equipment;
2. Water quality monitoring stations constructed to the standards of the Bureau of Environmental Services and groundwater monitoring wells constructed to the standards of the Bureau of Water Works, where access is by foot only;
3. Utility service using a single utility pole or where no more than 100 square feet of ground surface is disturbed outside of the top-of-bank of water bodies and where the disturbed area is restored to the pre-construction conditions;
4. Boundary and topographic surveys leaving no cut scars greater than three-inches in diameter on live parts of native plants listed on the Portland Plant List;
5. Soil tests performed with hand-held equipment, provided that excavations do not exceed a depth of five feet, combined diameters of all excavations do not exceed five feet, and all excavations are refilled with native soil, except as necessary for Pleasant Valley resource review;
6. Trails meeting all of the following:
 - a. Construction must take place between May 1 and October 30 with hand held equipment;
 - b. Trail widths must not exceed 30 inches and trail grade must not exceed 20 percent;
 - c. Trail construction must leave no scars greater than three inches in diameter on live parts of native plants;
 - d. Trails must not be within 25 feet of a wetland or the top-of-bank of a water body;
 - e. No impervious surface is allowed; and
 - f. No native trees greater than 1 inch in diameter may be removed or cut.

7. All land divisions with tentative plans, final plans, and recorded plats showing all of the following:
 - a. All building sites are at least five feet from the Pleasant Valley Natural Resources overlay zone. For the purpose of this paragraph, “building site” means an area of at least 3,500 square feet with minimum dimensions of 40 feet by 40 feet.
 - b. Public and private utilities (including water lines, sewer lines or drain fields, and stormwater disposal facilities) where none of these utilities is in the Pleasant Valley Natural Resources overlay zone.
 - c. Streets, driveways, and parking areas where all pavement is at least ten feet from the Pleasant Valley Natural Resources overlay zone.

33.465.090 Prohibitions

The following items are prohibited in the Pleasant Valley Natural Resources overlay zone:

- A.** The use, packaging, transportation, or storage of hazardous substances, except as follows:
 1. Transportation of hazardous substances through the Pleasant Valley Natural Resources overlay zone on designated truck routes is allowed; and
 2. Use of consumer quantities of hazardous substances within the Pleasant Valley Natural Resources overlay zone is allowed subject to the regulations of this Title. Consumer quantities of hazardous substances are packaged and distributed in a form intended or suitable for sale through retail sales outlets for consumption by individuals for purposes of personal care and household use.
- B.** The planting or propagation of any plant identified as a nuisance plant or prohibited plant on the Portland Plant List; and
- C.** Exterior work activities.

Development Standards

33.465.110 Purpose

These provisions are intended to:

- A.** Encourage sensitive development while minimizing impact on resources;
- B.** Provide clear limitations on disturbance within resource areas;
- C.** Ensure that new development and alterations to existing development are compatible with and preserve the resources and functional values protected by the Pleasant Valley Natural Resources overlay zone;
- D.** Provide clear planting and erosion control requirements within resource areas;
- E.** Limit the impacts on resources and functional values resulting from construction of certain types of utilities.

.150 The general development standards are based on the general development standards in Chapter 33.430, Environmental Zones. The standards are the same where applicable. Some standards have been modified, or eliminated so that new development or alternations to existing development within the Pleasant Valley Natural Resources overlay zone are allowed where appropriate (e.g. new development on existing, vacant lots).

33.465.120 Procedure

Compliance with these standards is determined as part of the building permit or development permit application process. Adjustments to these standards through Chapter 33.805, Adjustments, are prohibited. Modification of any of these standards requires approval through a Pleasant Valley resource review as described in Sections 33.465.210 through 33.465.280.

33.465.130 Permit Application Requirements

A building permit or development permit application that is reviewed for compliance with the standards of this chapter requires more information than a permit not affected by these provisions. The information in Subsections A through C must be submitted with permit application plans. Submission of the information in Subsection D is optional.

A. An existing conditions site plan including:

1. Location of all Pleasant Valley Natural Resources overlay zone lines on the site;
2. Outline of any existing disturbance area, including existing utility locations;
3. Location of any wetlands or water bodies on the site or within 50 feet of the site. Indicate the location of the top-of-bank, centerline of stream, or wetland boundary as appropriate;
4. Within the disturbance area, all trees that are more than 6 inches in diameter must be indicated by size and species. Trees outside of the disturbance area must be shown as crown cover with an indication of species composition; and
5. Topography shown by contour lines at 2 foot vertical contours in areas of slopes less than 10 percent and at 5 foot vertical contours in areas of slopes 10 percent or greater.

B. Proposed development plan including:

1. Outline of the proposed disturbance area, including all areas of proposed utility work;
2. Location and description of all proposed erosion control devices;
3. A stormwater management plan; and
4. A landscape plan indicating the size, species, and location of all vegetation to be planted in the environmental zone showing that 90 percent vegetative cover will be achieved within one year.

C. A mitigation plan that addresses the elements of Section 33.465.180, Mitigation.**D.** Photographs of the site are not required but are encouraged to supplement the existing conditions site plan.**33.465.150 General Development Standards**

The standards of this section apply to all development in the Pleasant Valley Natural Resources overlay zone except utilities subject to Section 33.465.155, rights-of-way subject to 33.465.160, land divisions and planned developments subject to Section 33.465.165, resource enhancement projects subject to Section 33.465.170, trails subject to Section 33.465.175, and mitigation subject to 33.465.180.

Standards A, B and E through L apply to new development. Standards C, D and E through L apply to alterations to existing development. All of the applicable standards must be met.

Modification of any of these standards requires approval through Pleasant Valley resource review.

- A.** The maximum disturbance area allowed within the Pleasant Valley Natural Resources overlay zone on the site is determined by subtracting all portions of the site outside the Pleasant Valley Natural Resources overlay zone from the number listed in Table 465-1.

Table 465-1		
Maximum Disturbance Area Allowed		
	RF Zone	R7 Zone
Maximum Disturbance Area	5,000 sq. ft. ¹	3,500 sq. ft. ¹

¹ Subtract the amount of area on the site outside the Pleasant Valley Natural Resources overlay zone from the number given in the table.

- B.** The disturbance area must be set back at least 50 feet from the edge of any identified wetland or from the top-of-bank of any identified stream or water body within Pleasant Valley Natural Resources overlay zone;
- C.** For alterations to existing development, one of the following must be met.
1. The disturbance area does not exceed the limitations of Table 465-1; or
 2. If the existing disturbance area exceeds the limitations of paragraph 1 above, then the existing disturbance area may not be expanded;
- D.** The proposed development must be set back at least 50 feet from the edge of any identified wetland or from the top-of-bank of any identified stream or water body within the Pleasant Valley Natural Resources overlay zone;
- E.** Native trees may be removed within 10 feet of any proposed structures, or within 5 feet of driveways. In no case will the combined total diameter of all the 6-inch or greater trees cut exceed 225 inches. Trees listed on the Portland Nuisance Plant List or Prohibited Plant List are exempt from this standard and may be removed;
- F.** All vegetation planted in the Pleasant Valley Natural Resources overlay zone is native and listed on the Portland Plant List. Plants listed on the Portland Nuisance Plant List or Prohibited Plant List are prohibited;
- G.** Erosion control must conform to the Erosion Control Technical Guidance Handbook, City of Portland, Bureau of Environmental Services, and to Chapter 24.70, Clearing, Grading, and Erosion Control of Title 24, Building Regulations. All development between November 1 and April 30 of any year which disturbs more than 500 square feet of ground requires wet weather measures described in the Erosion Control Technical Guidance Handbook;

.150.L The Pleasant Valley Concept Plan envisions that as the valley urbanizes, natural resource areas will be restored. The mitigation standards require that mitigation be provided on site and at a 2:1 mitigation area to disturbance area ratio.

.155 These standards apply to public and private utilities and new utility lines. There are currently very few connections to city water, stormwater, wastewater, or other private utilities in Pleasant Valley. A facilities master plan has been developed for a water, stormwater, and wastewater system that identifies locations for the main transmission lines outside of the Pleasant Valley Natural Resources overlay zone. It requires that utilities that must cross a stream be within the right-of-way.

.155.D This standard is intended to protect stream channels from excavation and fill.

.155.E The Concept Plan recognizes that some resources may be affected by the construction of new utilities and streets. In this case, wetlands may be filled in accordance with the Division of State Lands process.

.155.H The Concept Plan envisions that as the valley urbanizes resource areas will be restored. The mitigation standards require that mitigation be provided on-site and at a 2:1 mitigation area to disturbance area ratio.

- H.** The minimum front and street building setback and garage entrance setback of the base zone may be reduced to any distance between the base zone minimum and zero. Where a side lot line is also a street lot line, the side building and garage entrance setback may be reduced to any distance between the base zone minimum and zero;
- I.** The maximum front building setback is the minimum front building setback of the base zone. On a lot with more than one front lot line, this standard applies to the front lot line that is farthest from Pleasant Valley Natural Resources overlay zone;
- J.** Fences are allowed only within the disturbance area;
- K.** Exterior lights must be spaced at least 25 feet apart. Incandescent lights exceeding 200 watts (or other light types exceeding the brightness of a 200-watt incandescent light) must be placed so they do not shine directly into the Pleasant Valley Natural Resources overlay zone; and
- L.** Mitigation is required as specified in Section 33.465.180.

33.465.155 Standards for Utility Lines

The following standards apply within the Pleasant Valley Natural Resources overlay zone to new utility lines, private connections to existing or new utility lines, and upgrades of existing utility lines. All of the standards must be met. Modification of any of these standards requires approval through Pleasant Valley resource review.

- A.** The disturbance area for private connections to utility lines is no greater than 10 feet wide;
- B.** The disturbance area for the upgrade of existing utility lines is no greater than 15 feet wide;
- C.** New utility lines must be within a right-of-way;
- D.** No fill or excavation is allowed below the ordinary high water mark of a stream;
- E.** The Division of State Lands has approved any work that requires excavation or fill in a wetland;
- F.** Native trees more than 10 inches in diameter may not be removed;
- G.** Each 6- to 10-inch diameter native tree cut must be replaced at a ratio of three trees for each one removed. The replacement trees must be a minimum ½-inch diameter and selected from the Portland Plant List. All trees must be planted on the applicant's site. Where a utility line is approximately parallel with the stream channel, at least half of the replacement trees must be planted between the utility line and the stream channel; and
- H.** Mitigation is required as specified in Section 33.465.180.

.160 Rights-of-way shown on the *Pleasant Valley Local Street Network Plan* are allowed if the standards of this section are met. The standards for rights-of-way are based on the extensive public planning effort that resulted in the Local Street Network Plan. The focus of the planning process was to balance connectivity with resource protection. As a result, the number of places where a right-of-way crosses a stream has been limited to the minimum needed to provide connectivity. In addition, the locations of right-of-way stream crossings have been evaluated to reduce the overall impact on natural resources in the valley.

.165.A. The Pleasant Valley Concept Plan process resulted in policies that allow new lots in the natural resources area as long as there are at least 3,500 square feet outside of the natural resources area. The disturbance area limitation will ensure that the houses built on these new lots are outside of the Pleasant Valley Natural Resources overlay zone.

The land division standards allow the creation of a new lot for an existing house in the overlay zone. There are several existing houses in the proposed overlay zone area. In the event of a land division that includes a parcel with an existing house, provisions will allow the house to remain and a new lot to be created around it. The provisions ensure that the new lot is as small as possible to contain the existing house, garage, and minimum setbacks, plus a 12-foot wide driveway and small outdoor area. The R7 zone generally requires the following setbacks: 10 feet front; 5 feet side and rear. If the lot is a flag lot, then the required setbacks are generally 10 feet for the front, side, and rear.

(Note: This provision also will be added to the land division standards in Chapter 33.430 to ensure that existing houses in the environmental protection zone can remain.)

33.465.160 Standards for Rights-of-Way

The following standards apply to rights-of way within the Pleasant Valley Natural Resources overlay zone. The standards in subsections A through F apply to improvements within the right-of-way. The standard in subsection F applies to dedications and expansions of the right-of-way. All of the applicable standards must be met. Modification of any of these standards requires approval through Pleasant Valley resource review.

- A.** Where the right-of-way crosses a stream, the crossing must be by bridge.
- B.** No fill or excavation may occur within the ordinary high water mark of the stream.
- C.** The Division of State Lands has approved any work that requires excavation or fill in a wetland.
- D.** Any work that will take place within the banks of a stream must be conducted between June 1 and August 31, or must be approved by the Oregon Department of Fish and Wildlife.
- E.** Mitigation is required as specified in Section 33.465.180.
- F.** The following rights-of-way are allowed in the Pleasant Valley Natural Resources overlay zone. All other rights-of-way are prohibited:
 - 1. Streets that are shown on the Pleasant Valley Street Network Plan;
 - 2. Common greens; and
 - 3. Pedestrian connections.

33.465.165 Standards for Land Divisions and Planned Developments

The following standards apply to land divisions and planned developments in the Pleasant Valley Natural Resources overlay zone. All of the standards must be met. Modification or adjustment of subsections A through C is prohibited. Modification of subsections D through F requires approval through Pleasant Valley resource review.

- A.** New lots are prohibited in the Pleasant Valley Natural Resources overlay zone except as follows:
 - 1. Each new lot must have at least 3,500 square feet of area outside of the Pleasant Valley Natural Resources overlay zone; or
 - 2. A new lot for an existing house may be created when all of the following are met:
 - a. There is an existing house on the site that is entirely within the Pleasant Valley Natural Resources overlay zone;
 - b. The existing house will remain; and
 - c. The portion of the new lot that is within the Pleasant Valley Natural Resources overlay zone is no larger than required to contain the existing house, minimum required setbacks, garage, a 12-foot wide driveway, and an open area of 20 feet by 20 feet.

.175 The trail standards implement the vision of utilizing the natural, open space areas for an interconnected network of trails between the neighborhoods, schools, parks, employment, commercial, and civic areas of Pleasant Valley.

- B.** New disturbance area is prohibited in the Pleasant Valley Natural Resources overlay zone.
- C.** Area within the Pleasant Valley Natural Resources overlay zone that is outside of new lots and outside of the right-of-way must be placed entirely within environmental resource tracts.
- D.** The following rights-of-way are allowed in the Pleasant Valley Natural Resources overlay zone. All other rights-of-way are prohibited:
 - 1. Streets that are shown on the Pleasant Valley Street Network Plan;
 - 2. Common greens; and
 - 3. Pedestrian connections.
- E.** Rights-of-way are subject to 33.465.160.
- F.** New utility lines, private connections to utility lines, and upgrades of existing utility lines are subject to 33.465.155.
- G.** The standards of subsection 33.465.150 E through K must be met.

33.465.170 Standards for Resource Enhancement Projects

The following standards apply to resource enhancement projects within the Pleasant Valley Natural Resources overlay zone. All of the standards must be met. Modification of any of these standards requires approval through Pleasant Valley resource review.

- A.** There is no disturbance of any identified wetland, stream, or water body;
- B.** There is no excavation, fill, or change in the topography of the resource area;
- C.** No native vegetation listed on the Portland Plant List is removed; and
- D.** No structures are proposed.

33.465.175 Standards for Trails

The following standards apply to trails within the Pleasant Valley Natural Resources overlay zone. All of the applicable standards must be met. Modification of any of these standards requires approval through Pleasant Valley resource review.

- A.** All trails must be set back at least 50 feet from the tops-of-bank of streams or the boundary of a wetland except as designated in the Pleasant Valley Park and Trail Plan;
- B.** Disturbance may not occur within 10 feet of native trees six inches or larger in diameter;
- C.** Mitigation is required as specified in Section 33.465.180.
- D.** No fill or excavation may occur below the ordinary high water mark of the stream; and

.180 The Pleasant Valley Concept Plan policies encourage the restoration of degraded natural resource areas. In order to accomplish this vision, mitigation is required whenever disturbance occurs in the natural resource area. The mitigation is required on a 2:1 mitigation area to disturbance area ratio. The standards in this section require planting as the mitigation. However, resource review is an option if an applicant would like to design a different type of mitigation (such as removing an instream fish barrier).

- E.** The Division of State Lands has approved any work that requires excavation or fill in a wetland.

33.465.180 Standards for Mitigation

The following standards apply to required mitigation. All of the standards must be met. Modification of these standards requires approval through Pleasant Valley resource review.

- A. Size of mitigation area.** Mitigation must occur at a 2:1 ratio of mitigation area to proposed disturbance area;
- B. Location of mitigation area.**
 - 1. Generally. Mitigation must occur in the Pleasant Valley Natural Resources overlay zone on the site where the disturbance occurs, except as allowed by B.2;
 - 2. Rights-of-way and utilities in the right-of-way. If the disturbance is associated with a right-of-way or utility in the right-of-way, the mitigation must occur in the Kelley Creek watershed.
- C. Invasive vegetation.** Invasive vegetation must be removed within the mitigation area;
- D. Required plants and planting densities.** One tree, three shrubs, and four other plants are required to be planted for every 100 square feet of mitigation area. Plants must be selected from the Portland Plant List;
- E. Plant diversity.** If more than 10 trees, shrubs or groundcover plants are used to meet the above standard, then no more than 50 percent of the trees, shrubs or groundcover plants may be of the same genus. If more than 40 trees, shrubs or groundcover plants are used, then no more than 25 percent of the plants may be of the same genus.
- F. Plant size.** Trees must be a minimum ½-inch caliper or bareroot unless they are oak or madrone which may be one gallon size. No more than ten percent of the trees may be oak or madrone. Shrubs must be a minimum of one gallon size or bareroot. All other species must be a minimum of four-inch pots; and
- G.** The requirements of Section 33.248.090, Mitigation and Restoration Planting must be met.

Pleasant Valley Resource Review

33.465.210 Purpose

Pleasant Valley Resource review is intended to:

- A.** Prevent harm to identified resources and functional values, compensate for unavoidable harm, and ensure the success of mitigation and enhancement activities;
- B.** Provide a mechanism to modify the development standards of this Chapter if the proposed development can meet the purpose of these regulations;

- C.** Provide flexibility for unusual situations. The review provides for consideration of alternative designs for development that have the least impact on protected resources, and more exacting control over development in the Pleasant Valley Natural Resources overlay zone;
- D.** Allow for more accurate maps and more certainty for property owners by allowing for the location of the Pleasant Valley Natural Resources overlay zone boundary to be modified when permitted changes to a resource occur or when the boundary location is determined more precisely on a specific site through a more detailed study; and
- E.** Provide for the replacement of resources and functional values that are lost through violations of this Chapter.

33.465.220 When Pleasant Valley Resource Review is Required

Pleasant Valley resource review is required for all development in the Pleasant Valley Natural Resources overlay zone that does not meet the development standards of Sections 33.465.150 through .180 and for violations of this Chapter. Pleasant Valley Resource review is also required when an applicant wishes to fine-tune the zone boundary location based on a detailed study. The City Council, Planning Commission, or Director of BDS may initiate a Pleasant Valley resource review for Pleasant Valley Natural Resources overlay zone boundary amendments to reflect permitted changes in the location or quality of resources or functional values. Removal of zone boundaries are processed as a change of an overlay zone, as stated in Chapter 33.855, Zoning Map Amendments. The zone boundary change procedure does not apply to changes caused by violations of this Chapter.

33.465.230 Procedure

Pleasant Valley Resource reviews are processed through the following procedures:

- A.** Resource enhancement activities are processed through the Type I procedure.
- B.** The following are processed through the Type II procedure:
 1. Roads, driveways, walkways, stormwater disposal, and buried connections to existing utility lines;
 2. Public recreational trails;
 3. Public safety facilities;
 4. Mitigation;
 5. Pleasant Valley Natural Resources overlay zone boundary modifications; and
 6. All other uses and development in the Pleasant Valley Natural Resources overlay zone.
- C.** Corrections of violations of this Chapter are processed through the Type III procedure.

33.465.240 Supplemental Application Requirements

In addition to the application requirements of Section 33.730.060, the following information is required for a Pleasant Valley resource review application:

A. Supplemental site plan requirements. One copy of each plan must be at a scale of at least one inch to 100 feet. Site plans must show existing conditions, conditions existing prior to a violation, proposed development, and construction management. A mitigation site plan is required whenever the proposed development will result in unavoidable significant detrimental impact on the identified resources and functional values. A remediation site plan is required whenever significant detrimental impacts occur in violation of the Code and no permit was applied for. The Director of BDS may waive items listed in this Subsection if they are not applicable to the specific review; otherwise they must be included. Additional information such as wetland characteristics or soil type may be requested through the review process.

1. Site plans must show the following:

a. For the entire site:

- 100-year floodplain and floodway boundaries;
- Boundaries of the Pleasant Valley Natural Resources overlay zone. These boundaries may be scaled in relation to property lines from the Official City Zoning Maps;
- Topography shown by contour lines at two-foot vertical contours in areas of slopes less than ten percent and at five-foot vertical contours in areas of slopes ten percent or greater;
- Drainage patterns, using arrows to indicate the direction of major drainage flow; and
- Existing improvements such as structures, or buildings, utility lines, fences, etc.

b. In areas of the site that have been or will be disturbed:

- Distribution outline of shrubs and ground covers, with a list of most abundant species;
- A grading plan showing proposed alteration of the ground at two-foot vertical contours in areas of slopes less than ten percent and at five-foot vertical contours in areas of slopes ten percent or greater; and
- Trees greater than six inches in diameter, identified by species. In the case of violations also indicate those that were cut or damaged by stump diameter and species.

c. In areas of the site that are and will remain undisturbed: Tree crown cover outline, and generalized species composition.

2. A construction management site plan including:

- Areas that will be disturbed, including equipment maneuvering areas;
- Areas where existing topography and vegetation will be left undisturbed;
- Location of site access and egress;

- Equipment and material staging and stockpile areas;
 - Erosion control measures; and
 - Measures to protect trees and vegetation.
3. A mitigation or remediation site plan including:
- Dams, weirs, or other in-water structures;
 - Distribution outline, species composition, and percent cover of ground covers to be seeded or planted;
 - Distribution outline, species composition, size, and spacing of shrubs to be planted;
 - Location, species, and size of each tree to be planted;
 - Stormwater management features, including retention, infiltration, detention, discharges, and outfalls;
 - Water bodies to be created, including depth;
 - Water sources to be used, including volumes; and
 - Information showing compliance with Section 33.248.090, Mitigation and Restoration Plantings.

B. Supplemental narrative. The following is required:

1. Impact evaluation. An impact evaluation is required to determine compliance with the approval criteria and to evaluate development alternatives for a particular site. The alternatives must be evaluated on the basis of their impact on the resources and functional values of the site. In the case of a violation, the impact evaluation is used to determine the nature and scope of the significant detrimental impacts. To the extent that the site resources and functional values are part of a larger natural system such as a watershed, the evaluation must also consider the cumulative impacts on that system. The impact evaluation is based on the resources and functional values identified as significant in the *Pleasant Valley Natural Resources Protection Plan*;
- a. An impact evaluation includes:
 - (1) Identification, by characteristics and quantity, of the resources and their functional values found on the site;
 - (2) Evaluation of alternative locations, design modifications, or alternative methods of development to determine which options reduce the significant detrimental impacts on the identified resources and functional values of the site; and
 - (3) Determination of the alternative that best meets the applicable approval criteria and identify significant detrimental impacts that are unavoidable.
 - b. An impact evaluation for a violation includes:
 - (1) Description, by characteristics and quantity, of the resources and functional values on the site prior to the violation; and
 - (2) Determination of the impact of the violation on the resources and functional values.

.250 Some of the approval criteria in this section are the same as approval criteria in 33.430; however, some of the criteria are new and have been written for Pleasant Valley specifically.

2. Construction management plan. Identify measures that will be taken during construction or remediation to protect the remaining resources and functional values at and near the construction site and provide a description of how undisturbed areas will be protected. For example, describe how trees will be protected, erosion controlled, construction equipment controlled, and the timing of construction; and
3. Mitigation or remediation plan. The purpose of a mitigation or remediation plan is to compensate for unavoidable significant detrimental impacts that result from the chosen development alternative or violation as identified in the impact evaluation. A mitigation or remediation plan includes:
 - Resources and functional values to be restored, created, or enhanced on the mitigation or remediation site;
 - Documentation of coordination with appropriate local, regional, special district, state, and federal regulatory agencies;
 - Construction timetables;
 - Operations and maintenance practices;
 - Monitoring and evaluation procedures;
 - Remedial actions for unsuccessful mitigation; and
 - Information showing compliance with Section 33.248.090, Mitigation and Restoration Plantings.

33.465.250 Approval Criteria

A Pleasant Valley resource review application will be approved if the review body finds that the applicant has shown that all of the applicable approval criteria are met. When Pleasant Valley resource review is required because a proposal does not meet one or more of the development standards, the approval criteria will be applied only to the aspect of the proposal that does not meet the development standard or standards:

- A. Resource enhancement projects.** In the Pleasant Valley Natural Resources overlay zone, resource enhancement projects will be approved if the applicant's impact evaluation demonstrates that all of the following are met:
1. There will be no loss of total resource area;
 2. There will be no significant detrimental impact on any resources and functional values; and
 3. There will be significant improvement to or addition of at least one functional value.

B. Modification of zone boundaries. Modifications of Pleasant Valley Natural Resources overlay zone boundaries that reflect permitted changes in the location or quality of resource areas will be approved upon finding that the applicant's statement demonstrates that either Paragraph B.1 or B.2 below are met. For the minor modification of Pleasant Valley Natural Resources overlay zone boundaries based on a more detailed site-specific study, the applicant's impact evaluation must demonstrate that Paragraph B.3 below is met:

1. Successful mitigation. An approved mitigation plan has been successful and a new, restored, or enhanced resource exists which, depending on its degree of significance, should be included in the Pleasant Valley Natural Resources overlay zone; or
2. Approved loss of resource area. All of the following must be met:
 - a. All approved development in the Pleasant Valley Natural Resources overlay zone has been completed;
 - b. All mitigation required for the approved development has been successful; and
 - c. The identified resources and functional values on the developed site no longer exist, or have been subject to a significant detrimental impact.
3. The proposed Pleasant Valley Natural Resources overlay zone boundary location accurately reflects the location of the resources and functional values on the site. The resources are identified in the Pleasant Valley Natural Resources Protection Plan.

C. Other development in the Pleasant Valley Natural Resources overlay zone. Development within the Pleasant Valley Natural Resources overlay zone will be approved if the applicant's impact evaluation demonstrates that all of the following are met:

1. Proposed development locations, designs, and construction methods have the least significant detrimental impact to identified resources and functional values of other practicable and significantly different alternatives including alternatives outside the resource area of the Pleasant Valley Natural Resources overlay zone;
2. There will be no significant detrimental impact on resources and functional values in areas designated to be left undisturbed;
3. The mitigation plan demonstrates that all significant detrimental impacts on resources and functional values will be compensated for; and
4. There will be no detrimental impact to the migration, rearing, feeding or spawning of fish.

D. Corrections to violations. For corrections to violations the application must meet all applicable approval criteria stated in subsections A through C above, and D.1, 2.b and 2.c, below. If these criteria cannot be met, then the applicant's remediation plan must demonstrate that all of the following are met:

1. The remediation is done in the same area as the violation; and
2. The remediation plan demonstrates that after its implementation there will be:
 - a. No permanent loss of any type of resource or functional value;
 - b. A significant improvement of a least one functional value; and
 - c. There will be minimal loss of resources and functional values during remediation until the full remediation program is established.

E. Alternative mitigation. Where mitigation is proposed that does not meet Section 33.465.180, Mitigation, these approval criteria must be met. Mitigation will be approved if all of the following are met:

1. The proposed mitigation occurs at a minimum 2:1 ratio of mitigation area to proposed disturbance area;
2. The proposed mitigation results in a significant improvement of at least one functional value;
3. There will be no detrimental impact on identified resources and functional values in areas designated to be left undisturbed;
4. Where the proposed mitigation includes alteration or replacement of development in a stream channel, wetland, or other water body, there will be no detrimental impact related to the migration, rearing, feeding, or spawning of fish;
5. The applicant owns the mitigation site, possesses a legal instrument that is approved by the City (such as an easement or deed restriction) sufficient to carry out and ensure the success of the mitigation program, or can demonstrate legal authority to acquire the property through eminent domain.

33.465.260 Performance Guarantees

The Director of BDS may require performance guarantees as a condition of approval to ensure mitigation or remediation. See Section 33.700.050, Performance Guarantees.

33.465.270 Special Evaluation by a Professional

A professional consultant may be hired to evaluate proposals and make recommendations if the Director of BDS finds that outside expertise is needed due to exceptional circumstances. The professional will have expertise in the specific resource or functional value or in the potential adverse impacts on the resource or functional value. A fee for these services will be charged to the applicant in addition to the application fee.

33.465.280 Modifications Which Will Better Meet Pleasant Valley Resource Review Requirements

The review body may consider adjustments for site-related development standards as part of the Pleasant Valley resource review process. These modifications are done as part of the Pleasant Valley resource review process and are not required to go through the adjustment

process. Adjustments to use-related development standards (such as floor-area ratios, intensity of use, size of the use, number of units, or concentration of uses) are subject to the adjustment process of Chapter 33.805. In order to approve these modifications, the review body must find that the development will result in greater protection of the resources and functional values identified on the site and will, on balance, be consistent with the purpose of the applicable regulations.

Natural Resource Management Plans

33.465.310 Purpose

Natural resource management plans provide an alternative to case-by-case Pleasant Valley resource reviews. These plans provide the means to evaluate the cumulative effects of development and mitigation proposed at different times and in different places within the same large ecosystem. These plans are of particular value in areas of multiple ownership. These plans also provide opportunities for coordination with, or joint adoption by, other local governments; special districts; and regional, state, and federal agencies.

33.465.320 Scope

Natural resource management plans must cover large ecosystems such as a forests, creeks, sloughs, or watersheds. These plans must address all resources and functional values conserved and protected by the Pleasant Valley Natural Resources overlay zone within the plan boundaries. The plan must also address all significant detrimental impacts of uses allowed by the plan.

33.465.330 Procedure

Adoption and amendment of natural resource management plans is a legislative procedure. Whenever natural resource management plan provisions conflict with other provisions of this chapter, the natural resource management plan provisions supersede. Non-conflicting provisions supplement the provisions of this chapter.

33.465.340 Components

The applicant must submit a natural resource management plan with the following components:

- A.** Management objectives to maintain or enhance resources and functional values;
- B.** Lists of allowed and prohibited uses;
- C.** Maps of areas where these uses are allowed and prohibited;
- D.** Types of mitigation or enhancement required;
- E.** Maps of areas reserved for these mitigation or enhancement actions;
- F.** Timetables for development, mitigation, and enhancement; and
- G.** Procedures and criteria for approving uses.

33.465.350 Approval Criteria for Adoption and Amendment.

A natural resource management plan, or an amendment to a natural resource management plan, will be approved if it meets the following approval criteria:

- A.** Compliance with Sections 33.465.310 through 350;

- B. Compliance with Statewide Planning Goals and the Portland *Comprehensive Plan*; and
- C. If the natural resource management plan is approved as part of a plan district, the criteria for adoption of plan districts that are in Section 33.500.050 are met.

Notice and Review Procedure

33.465.410 Purpose

The purpose of this notice and review procedure is to provide for participation by the applicant and the public in the process of permitting development in areas having identified significant resources and functional values. Public participation will reduce the chance of avoidable detrimental impacts on resources and functional values.

33.465.420 When These Regulations Apply

These regulations apply when a building permit or development permit application is requested within the resource area of the Pleasant Valley Natural Resources overlay zone and is subject to the Development Standards of Section 33.465.110 through .180. These regulations do not apply to building permit or development permit applications for development that has been approved through Pleasant Valley resource review.

33.465.430 Procedure

Applications for building permits or development permits that qualify under 33.465.420 will be processed according to the following procedures:

- A. **Application.** The applicant must submit a site plan. The site plan must contain all information required by 33.465.130, Permit Application Requirements, and any additional information required for a building permit or development permit review.

- B. **Notice of a request.**

1. Mailed notice. Within one business day of receipt of a complete site plan for a building or development permit application, the Director of BDS will mail a notice of the request to all recognized organizations within 400 feet of the site. The notice of request will contain at least the following information:

A statement that a building or development permit has been applied for that is subject to the Development Standards of Section 33.465.110 through .180.

- The legal description and address of the site;
- A copy of the site plan;
- The place where information on the matter may be examined and a telephone number to call;
- A statement that copies of information on the matter may be obtained for a fee equal to the City's cost for providing the copies; and
- A statement describing the comment period.

2. Posting notice on the site. The applicant must place a public notice about the request on the site within 24 hours after the application is deemed complete by the Bureau of Development Services. A posted notice must be placed on each frontage of the site. If a frontage is over 600 feet long, a notice is required for

each 600 feet, or fraction thereof. Notices must be posted within 10 feet of a street lot line and must be visible to pedestrians and motorists. Notices may not be posted in a public right-of-way. The posted notice will contain the same information as the mailed notice.

3. Marking proposed development on site. Within 24 hours of submitting an application for permit, the applicant will mark all trees over six inches diameter to be removed on the site and the building and pavement outlines with high visibility tape. The extent of the disturbance area must be marked with orange construction fencing or similar highly visible material.

C. Site inspection. The Bureau of Development Services will inspect the site prior to issuance of the permit and will complete one of the following:

1. An inspection report that confirms the accuracy of the site plan and conformance with the applicable development standards; or
2. A check sheet identifying the deficiencies in the plan.

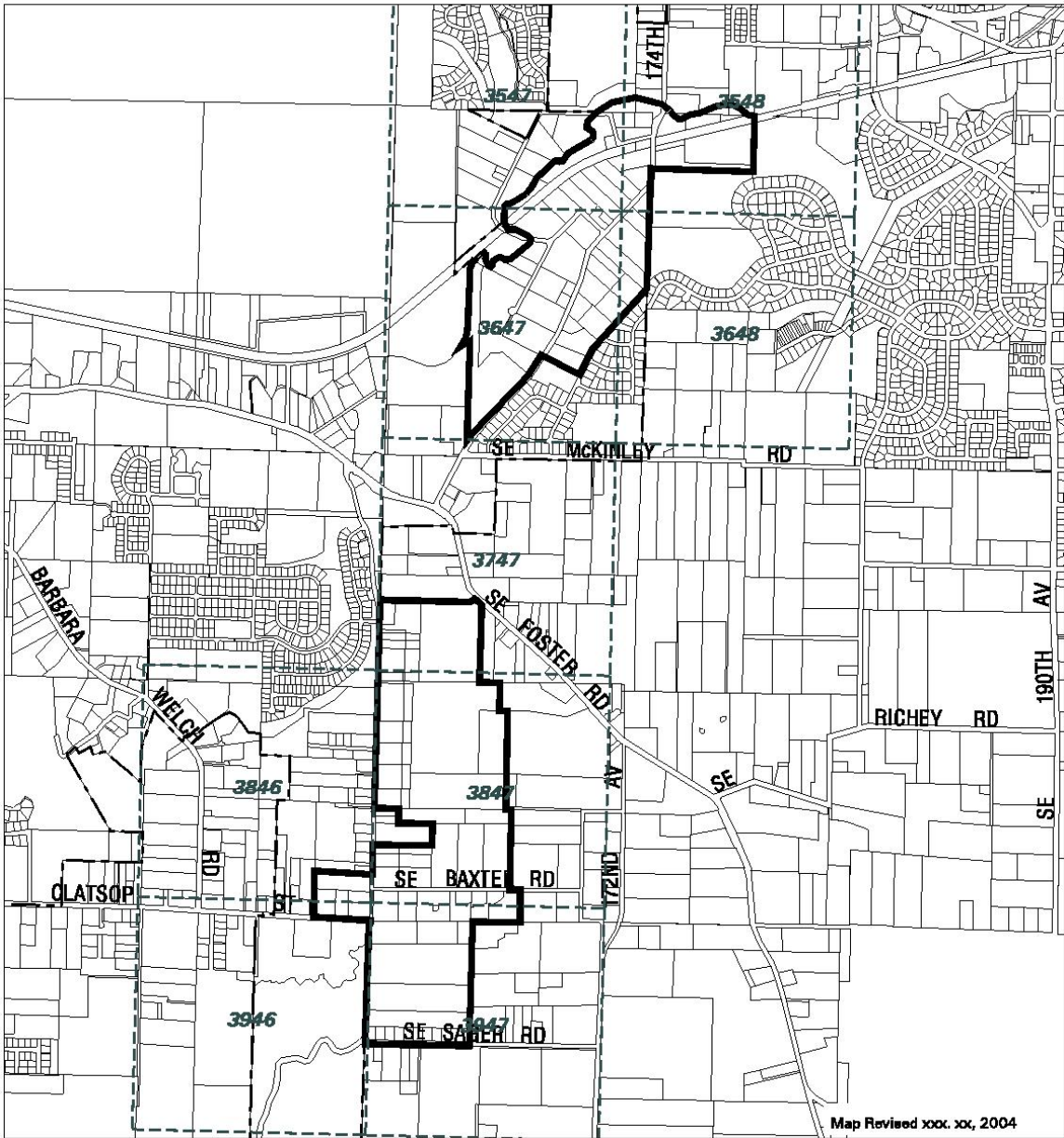
D. Notice of intent to approve a permit. Upon receipt of the Inspector's report indicating that the standards are met, the Director of BDS will mail a notice of intent to approve the permit to all recognized organizations within 400 feet of the site and anyone who has commented on the matter. The notice of request will contain at least the following information:

1. A statement of the intent to approve a permit.
2. The legal description and address of the site;
3. A copy of the site plan; and
4. A statement indicating where and how to respond with objections.

E. Objections. Any interested person may object to the approval of a permit by writing and specifically identifying errors or concerns. Objections must be received within 14 days of the mailing date of the notice of intent to approve the permit.

F. When no objection is received. If no one objects within the 14-day comment period, the Director of BDS will approve the permit if it meets all applicable standards and regulations of the Zoning Code.

G. Response to objections. If an objection is received, the Director of BDS will respond in writing within 14 days of the end of the initial 14-day comment period. The written response will specifically address each comment or objection that concerns compliance with the development standards of Section 33.465.150 through .180. The Director of BDS will approve the permit if compliance is reaffirmed or when identified deficiencies are corrected, and when all applicable standards and regulations of the Zoning Code are met.



Map 465-1
Pleasant Valley
Natural Resources Protection
Plan Area

Bureau of Planning • City of Portland, Oregon

430.160 For land divisions and planned developments, current standards require that all development be outside of the environmental protection zone and the protection zone must be in a tract. This is unworkable when there is an existing house in the environmental protection zone. We recommend that this provision be changed to allow a new lot to be created around an existing house in the environmental protection zone. The new lot will be required to no larger than necessary to contain the house, garage, and minimum setbacks plus a 12 foot wide driveway and small outdoor area.

OTHER CHANGES TO TITLE 33**33.430.160 Standards for Land Divisions and Planned Developments**

The following standards apply to land divisions and Planned Developments in the environmental overlay zones. All of the standards must be met. Modification of any of these standards requires approval through environmental review described in Sections 33.430.210 to 33.430.280.

- A.** All development is outside the resource area of the environmental protection zone;
- B.** Where there is a house on the site that is in the environmental protection zone, it may remain if a new lot is created that meets the following:
 - 1. The existing house will remain; and
 - 2. A new lot is created that is no larger than required to contain the existing house, garage, minimum required setbacks, a 12-foot wide driveway, and an open area of 20 feet by 20 feet.
- ~~B~~C.** Resource areas of the environmental protection zone that are outside of lots being created under the provisions of Subsection B, above, are located entirely within environmental resource tracts. The tracts must be owned in common by all of the owners of the land division site, by a Homeowners' Association, by a public agency, or by a non-profit organization; and
- C.-I.** Reletter D through J.

855.050.D This amendment applies to Pleasant Valley and the Multnomah County unincorporated pockets and requires that a site annex into the City prior to receiving a zone change. This is consistent with City policy which recognizes that it is the City's principal role to provide urban services within the City's established Urban Services Boundary. See also the proposed amendments to Goal 11A of the Comprehensive Plan.

855.080 This amendment recognizes that the City will annex property that we expect to provide urban services to. This provision automatically changes the zone to the Comprehensive Plan designation upon annexation. By not requiring the expenditure of resources-- both time and money--for a zone change, we provide additional incentive for owners to annex. See also the proposed amendments to Goal 11A of the Comprehensive Plan.

CHAPTER 33.564
PORTLAND INTERNATIONAL RACEWAY PLAN DISTRICT
(renumber to 33.565)

CHAPTER 33.565
POWELL BOULEVARD PLAN DISTRICT
(renumber to 33.566)

33.855.050 Approval Criteria for Base Zone Changes

An amendment to the base zone designation on the Official Zoning Maps will be approved (either quasi-judicial or legislative) if the review body finds that the applicant has shown that all of the following approval criteria are met:

A.-C. No change

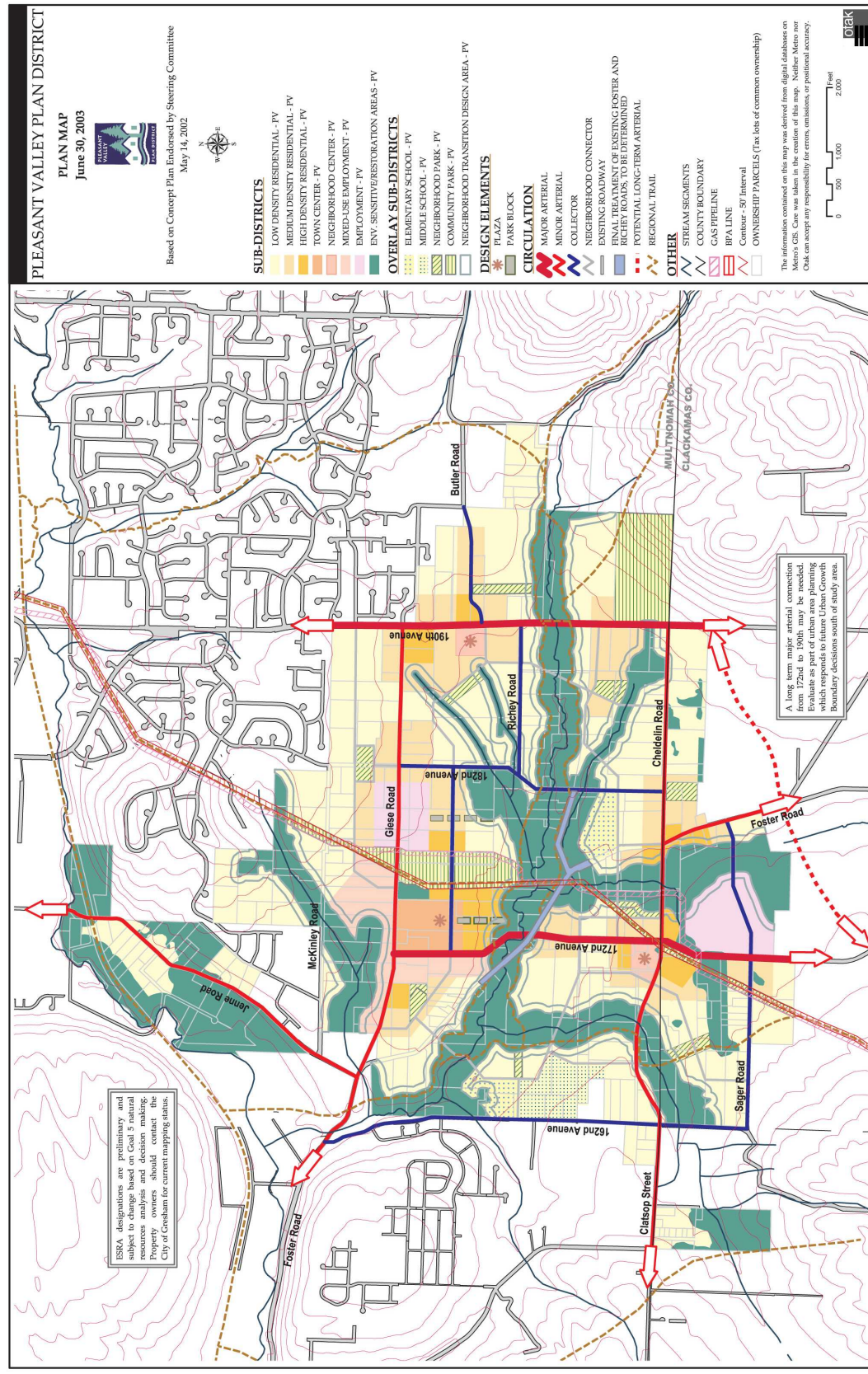
D. Location. The site must be within the City's boundary of incorporation. See Section 33.855.080.

33.855.080 Automatic Zone Map Amendments for Recently Annexed Areas

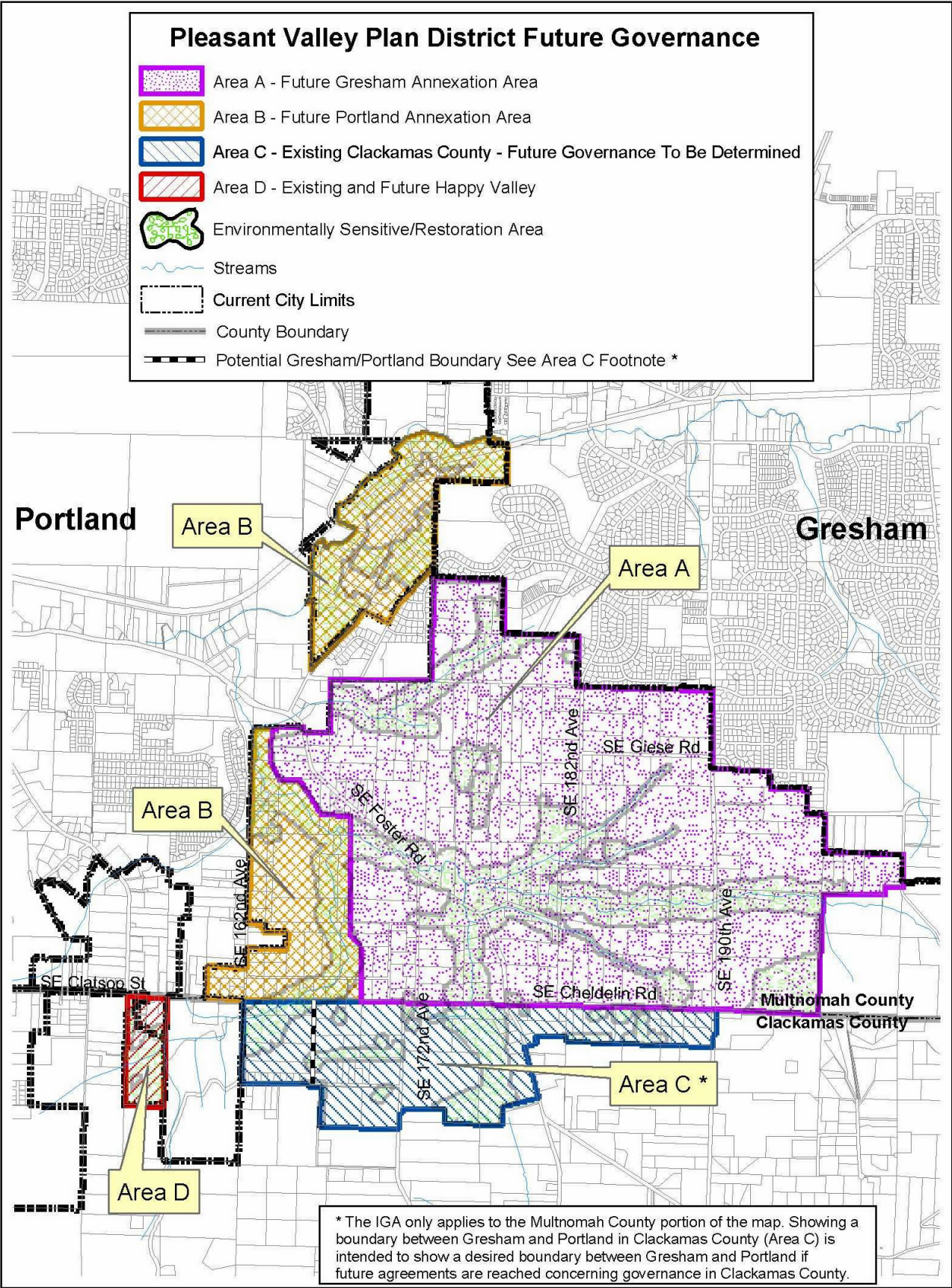
- A. Areas with Multnomah County zoning.** Areas annexed into the City from Multnomah County with Multnomah County zoning automatically receive comparable City zoning upon officially being incorporated into the City. Comparable zoning is shown in Table 855-1 and will apply to the area unless it is superseded by a special area study or a plan district.
- B. Areas with City zoning.** In areas annexed into the City from Multnomah County that already have City zoning and Comprehensive Plan designations, zoning is automatically changed to conform with the Comprehensive Plan designation when the site is officially incorporated into the City.

AMEND POTENTIAL LANDSLIDE HAZARD AREAS
as shown in Appendix C

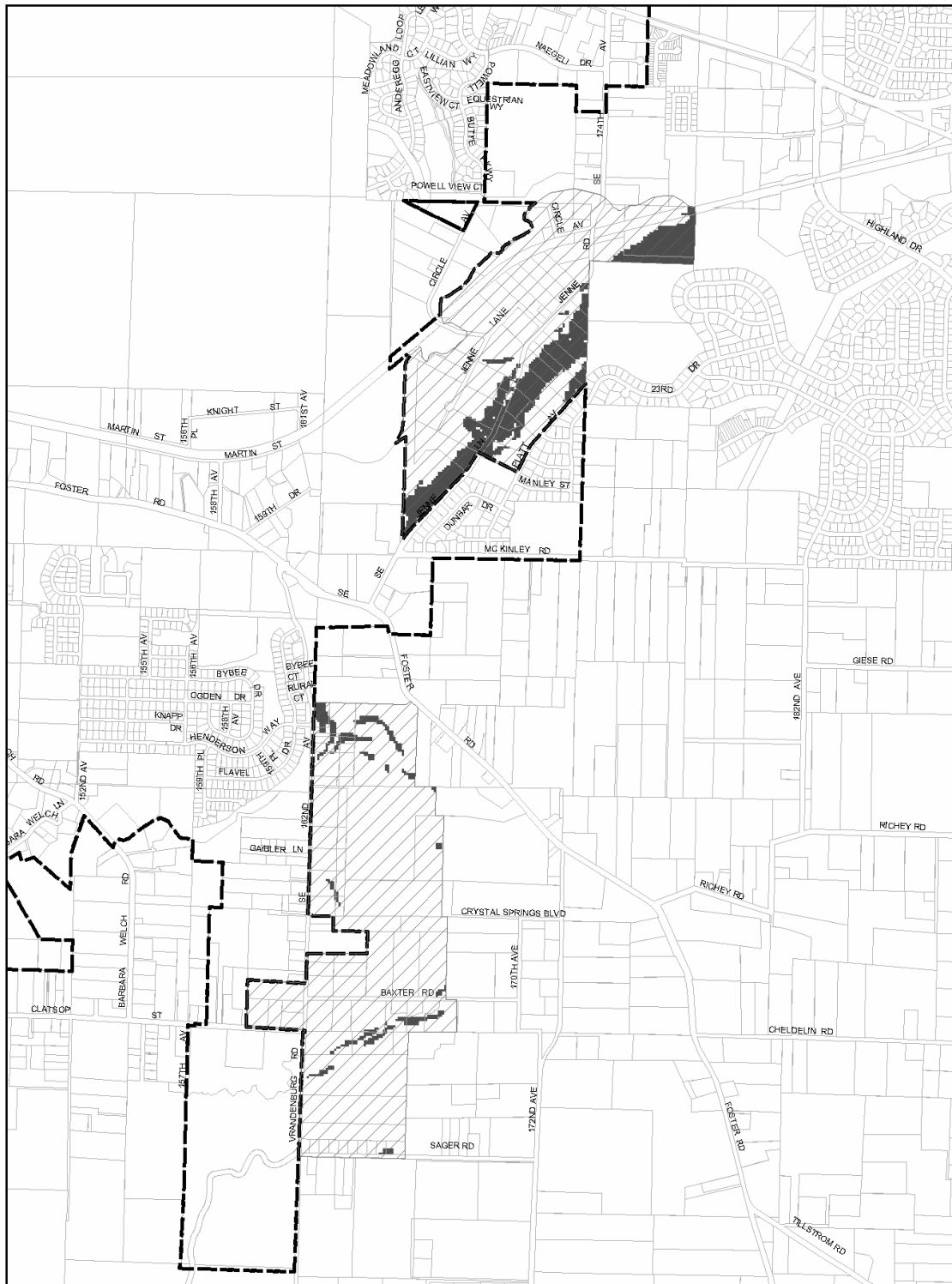
Appendix A – Pleasant Valley Implementation Plan



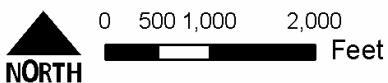
Appendix B – Pleasant Valley Plan District Future Governance



Appendix C – Landslide Hazard Map



-  Current Portland Boundary
-  Pleasant Valley
-  Potential Landslide Hazard Areas



Potential Landslide Hazard Areas in Pleasant Valley

Potential Landslide Hazard:
A combination of the Landslide Hazard Zones (PSU study for Metro, 1997) and slopes greater than 15% (Metro gridded slope data, 1998).

Pleasant Valley Concept Plan Boundary:
Source: Metro Concept Plan Boundary for the Pleasant Valley area
Current as of June 2002.

Tickets: Originally produced by Oregon Dept. of Revenue. Modified and updated by Multnomah County Assessment & Taxation and Portland Dept. of Transportation. Updated through Oct. 2003. Accuracy: +/- 1 foot.

All data compiled from source materials at different scales. For more detail, please refer to the source materials or City of Portland, Bureau of Planning.

The information on the map was derived from digital data bases on the City of Portland, Bureau of Planning GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for errors, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any error will be appreciated.

May 4, 2004



City of Portland
Bureau of Planning

Appendix D – Documents Under Separate Cover

Appendices for adoption with the Pleasant Valley Plan District:

Pleasant Valley Public Facilities Plan

Available from the Bureau of Planning at 1900 SW Fourth Avenue, 4th floor, or
<http://www.planning.ci.portland.or.us/>

Pleasant Valley Natural Resources Protection Plan.

Available from the Bureau of Planning at 1900 SW Fourth Avenue, 4th floor, or
<http://www.planning.ci.portland.or.us/>

Source Materials for the Pleasant Valley Plan District:

Pleasant Valley Concept Plan Summary and Recommendations – only electronic copies are available

<http://www.ci.gresham.or.us/pleasantvalley/>

Pleasant Valley Implementation Plan – only electronic copies are available

<http://www.ci.gresham.or.us/pleasantvalley/>

Pleasant Valley Local Street Network Plan – only electronic copies are available

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