

# 10.700 Pleasant Valley Plan District

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## 10.700 PLEASANT VALLEY PLAN DISTRICT

### Statewide Planning Goal 14: Urbanization

*“To provide for orderly and efficient transition from rural to urban land use.”*

### Background

In summer, 2000, the City of Gresham (in partnership with Metro, the City of Portland, Clackamas and Multnomah Counties, and others), began planning for a new urban area – Pleasant Valley. Pleasant Valley, 1,532 acres located in and adjacent to the southwestern part of Gresham, was added to the region’s Urban Growth Boundary (UGB) in December 1998 to accommodate forecasted population for the region. It is 1,532 acres located south and east of the current city limits for Gresham and Portland.

At the time, agricultural and rural residential were the most widespread existing uses in Pleasant Valley. The area includes a large natural resource area with an extensive network of streams and wetlands. There were 226 dwellings and a population of 800 in 2000. Other uses include a grade school, a grange building, a small convenience store, and a church. The site encompasses the Kelley Creek Basin, an extensive system of creeks and wetlands and a major tributary to Johnson Creek. Johnson Creek is a free-flowing creek in the metropolitan region with natural, historical, and cultural significance. The existing transportation system was designed primarily to serve the farm-to-market needs of the agricultural uses that once occupied the valley. In addition, there were no public water, wastewater, or stormwater facilities, and there are no public parks or trails.

New urban areas must be brought into a City's comprehensive plan prior to urbanization with the intent to promote integration of the new land into existing communities. Planning efforts began with the Pleasant Valley Concept Plan (PVCP) project.

In May 2002, the PVCP Steering Committee endorsed the Concept Plan and a set of implementation strategies. The central theme of the Concept Plan is to create a complete urban community through the integration of a mix of land uses, transportation options, and natural resource elements. In 2002, the Concept Plan was adopted to be used as the basis for implementing the plan for the area. In 2004, the Pleasant Valley Implementation Plan (Implementation Plan) was then created and acted as a "bridge" between the Concept Plan and final ordinances and intergovernmental agreements adopted by Gresham and Portland in 2004. The Cities of Gresham and Portland agreed to adopt similar policies and code and reached an agreement that Gresham will eventually serve 1,242 acres and Portland 290 acres. An extensive planning process resulted in the Pleasant Valley Plan District (Plan District), which became part of the City of Gresham's Comprehensive Plan in January 2005. Gresham, Portland, and Metro councils, and Multnomah and Clackamas county commissions, by adopting a resolution at a public meeting, accepted the Concept Plan and resolved to use it as the basis for developing implementing regulations and actions.

In the fall of 2002, Gresham and Portland started the Pleasant Valley Implementation Plan (PVIP) project with a purpose to draft a report document as a "bridge" between the PVCP and final ordinances and intergovernmental agreements that may be adopted by Gresham and Portland in 2004. In February 2004, the Advisory Group endorsed the PVIP report as being consistent with and carrying out the PVCP.

Gresham and Portland adopted a revised Intergovernmental Agreement in March 2004. The cities have agreed to adopt similar policies and code and have reached an agreement that Gresham will eventually serve 1,242 acres and Portland 290 acres.

An extensive planning process resulted in the Pleasant Valley Plan District, which became part of the Comprehensive Plan in January 2005. In September 2009, the Pleasant Valley Plan District Map was amended to add an 18-acre property from the Kelley Creek Headwaters (KCH) area that also extended into Pleasant Valley. This was done because the property owner requested Pleasant Valley zoning (LDR-PV, ESRA-PV) for the KCH portion, so the entire property could have the same zoning.

Gresham's Pleasant Valley Plan District aims to create a quality living environment with a sense of place that is unique to Pleasant Valley. To achieve this goal, the Plan District implements elements of a "complete community" with a variety of housing choices, transportation options, schools and parks, a town center, commercial services, employment opportunities, and extensive protection, restoration, and enhancement of the area's natural resources. The following summarizes the beliefs about the Pleasant Valley area at the time the Plan District was established:

*The Pleasant Valley Urban Reserve area is a valley surrounded by lava domes in the southeast portion of the Metro region. It has slowly evolved into a rural residential area over the last 30 years, largely displacing the agricultural uses that once occupied the valley. Now urban development has reached the*

*borders of this community, and rapid and substantial change is in this area's immediate future. As the area is planned for urbanization, the primary goal is to create a place rather than a carpet of subdivisions. To accomplish this, the unique attributes of this area need to be identified and protected, and the limits to development in the area respected. Importantly, the future town center needs to be sized and located in a manner appropriate to the area and help define the emerging community that will evolve in this area.*

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

This vision for Pleasant Valley was ambitious and, after almost 20 years, the area remained only partially developed with many of the critical elements of a complete community lagging, including a variety of housing and businesses. In 2022, the City of Gresham initiated the Pleasant Valley District Plan Update project (Plan Update). The intent of this project was to consider changes in market conditions and reduce barriers to achieving the full vision for the area. The goal was to update the Plan to facilitate the original vision, thereby supporting people living, working, and spending time in Pleasant Valley.

What follows are goals, policies and action measures for each of the major land use elements that make up the Pleasant Valley Plan District. Endorsed by the Steering Committee and refined during the Implementation Plan phase, these statements focus on the key concepts and policy directions for subsequent regulations and implementation efforts to realize the Plan District to provide for an orderly transition of Pleasant Valley from rural to urban uses.

(Added by Ordinance 1597 effective 1605)

(Amended by Ordinance 1679 effective 9/17/09)

(Amended by Ordinance 1855 effective 04/17/2025)

### **10.701 URBANIZATION AND LAND USE**

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 11 of the Metro Urban Growth Management Functional Plan (UGMFP) requires that the added territory be brought into a city's comprehensive plan prior to urbanization in order to integrate the new area into existing communities.

Title 11 of the UGMFP requires a series of comprehensive plan amendments including maps that address provisions for annexation; residential, commercial, and industrial development; employment opportunities; transportation; natural resource protection and restoration; public facilities and services including parks and open spaces; and schools.

The 2000 Pleasant Valley Concept Plan and Plan District satisfied the Title 11 requirements and established land use components to support a unique and cohesive community. The subsequent Plan Update in 2024 honored the foundational elements of the Plan District while reducing unforeseen barriers to the development of a complete community.

The following sections provide considerations, goals, policies, and action measures to support the best use of the land in Pleasant Valley, including the town center, commercial and employment areas, and residential land use districts.

## **Pleasant Valley Urbanization and Land Use Considerations**

Key elements of a complete community include:

**Compact and Mixed-Use Neighborhoods.** Pedestrian-friendly communities should have a mix of places to live, shop, work, and recreate, to support access to daily needs. Housing, businesses, and parks located close to each other promote alternative modes of transportation including walking, biking, and public transit, that reduce the number and length of vehicle trips.

**Variety of Housing Options.** Communities should have places for people of all ages, incomes, and abilities to live. Housing options can be provided by requiring a variety of housing types (such as single detached houses, 'plexes, townhouses, and small apartments) in the same neighborhood and on the same street.

**Increasing Transportation Options.** Every community should provide transportation options, such as transit service, bicycle lanes, and sidewalks. Alternative transportation provides mobility options for all current and future residents. When neighborhoods have transportation options, the number or length of vehicle trips can be reduced. Transportation options need to be considered with new development.

**Pedestrian-Friendly Environment.** Pedestrian-friendly building design, including interesting façades and window placement, can contribute to a safer, more conducive walking environment. By creating pedestrian-friendly environments, people are more likely to spend time in those areas and contribute to neighborhood vibrancy and safety.

**Parks and Open Space Near Neighborhoods.** Compact neighborhoods are most livable when they also provide access to nature, open space, and outdoor recreation near where people live. As the Pleasant Valley area develops, we will need to integrate access to parks and open space areas near neighborhoods.

**Integrated Natural Environment.** Maintaining existing natural features, such as streams and wetlands, into the design of the community contributes to a sense of place and maintains the ecological and natural functions of those features. The presence of such features can enhance the built environment and can be paired with multi-use paths and trails to enhance connection and access to nature.

**Connection to Cultural and Natural History.** When a new development can provide connections to the area's cultural and natural history, it contributes to a sense of place. The area can feel more unique

through design, scale, or type of development and protecting and enhancing historic structures or places.

**Healthy Built Environment.** The built environment includes the streets, sidewalks, bike lanes, and community designations. Integrating a variety of uses – such as grocery stores, schools, parks, and employment centers – near where people live increases access to food options and opportunities for physical activity as part of daily life.

## LAND USE GOAL

1. *Pleasant Valley will be a “complete community” with a unique identity that provides a variety of opportunities for people to live, work, spend time, and travel.*

## Land Use Policies

1. Provide a mix of land uses that offers opportunities for people to live, work, shop, and spend time in Pleasant Valley. The area will support the following land uses:
  - a. A Town Center as the center of community activity in Pleasant Valley.
  - b. Commercial and employment uses at multiple key nodes throughout the area.
  - c. A variety of housing options for current and future residents.
  - d. Public facilities land for parks, schools, and other public uses.
  - e. Natural resource area.
2. Urbanization of Pleasant Valley will carefully consider and enhance its relationship to the unique regional landscape that frames Pleasant Valley.
3. Urbanization of Pleasant Valley will carefully consider its relationship to adjoining communities.

## Land Use Action Measures

1. Work with developers and utilize the design review process to create a pedestrian-friendly mix of land uses with quality design.
2. Focus on attracting commercial development in the Town Center and commercial areas by fostering development of key infrastructure, such as streets and parks.
3. Support the development of Pleasant Valley land uses and infrastructure, such as streets and parks, that complement regional plans and assets.
4. As annexations and extensions of public facilities occur, evaluate and respond to the connections to adjoining communities and coordinate with neighboring jurisdictions.

## **10.702 PLEASANT VALLEY TOWN CENTER**

The Metro Council designated a “town center” within Pleasant Valley on the Region 2040 Growth Concept map when Pleasant Valley was brought into the Urban Growth Boundary (UGB) in December 1998. New town centers are expected to accommodate retail and service needs of a growing population while reducing vehicle travel by providing localized services to residents within a two to three-mile radius. Region 2040 town centers function as community centers with business, employment, and civic uses easily accessible from housing. Town centers play a key role in promoting public transit and active transportation options as viable alternatives to the automobile due to their density and pedestrian-oriented design. Town centers promote complete communities with strong connections to regional centers and major destinations.

The Pleasant Valley town center is a vital component of the vision for Pleasant Valley. The town center is intended to be the civic and commercial heart of the Pleasant Valley community – a place to shop, get a cup of coffee, and meet neighbors. It will provide people with a range of community-serving businesses within a comfortable walk, bike ride, or short drive of housing (located nearby or as part of a mixed-use development in the town center).

### **Pleasant Valley Town Center Considerations**

Key elements of a successful town center include:

**A Vibrant Mix of Businesses.** A town center that has at least 20 acres can support grocery-anchored retail use in addition to other commercial and civic uses. Smaller retail uses could include a pharmacy, restaurants, coffee shops, and other retail. Professional offices, medical and dental offices, and offices for small professional services businesses can easily be integrated into the town center, alongside other businesses.

**Connectivity for all Transportation Modes.** Access to a major roadway is critical and a good intersection is highly desirable to support retail and commercial services. Access to transit service and safe environments for active transportation are also critical for the town center. Commercial uses clustered at key intersections with high-quality pedestrian crossings and safe vehicle speeds can provide easy and comfortable access for many modes.

**Integrated or Adjacent Civic Uses.** Certain civic and community service uses such as a library, meeting hall, or other community uses would benefit from immediate adjacency to the town center and would help draw people to it. Making public sector investments in the town center could also stimulate private sector investment.

**Integration of Plazas, Parks, and Open Space.** Gathering spaces help commercial areas become the heart of a community. A community plaza or similar gathering space can serve as a focal point for the area. Connection and proximity to parks that offer active or passive recreation can also enhance the viability of the commercial area and provide convenient services for those enjoying the parks.

**Denser Housing Options.** Housing density around town centers provides more opportunity for individuals nearby to support the town center activities, and if design correctly, can create a pedestrian environment that reduces vehicle trips by making it easier for more people to access goods and services without a car.

**Market-Responsive Development Regulations.** Successfully establishing a new town center will require enough flexibility to allow for a market-responsive mix of uses and development, while maintaining standards that ensure the mix of uses includes community-serving businesses and the development is pedestrian-friendly.

**Public/Private Partnerships.** The public sector can support development of a mixed-use town center in multiple ways beyond establishing appropriate land use regulations. Financial incentives could help support businesses in locating or expanding in the town center. Publicly built infrastructure improvements can facilitate development of the town center.

## **PLEASANT VALLEY TOWN CENTER GOAL**

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

### **Pleasant Valley Town Center Policies**

1. Support a mix of commercial, employment, and civic uses in the town center that serve the daily needs of the local community.
2. Locate higher density housing in the town center as part of a mixed-use development and cluster higher density housing around the town center area to support a vibrant, walkable town center.
3. Create a quality pedestrian-friendly town center through site and building design (i.e., buildings oriented to the street, one- to three-story building heights, storefront character along key streets) and pedestrian amenities.
4. Support the town center with a multi-modal transportation system with good access for pedestrians, bicyclists, public transit users, and vehicles.
5. Include a central green or plaza(s) as a community gathering space in the town center as well as strong connections to nearby parks and open spaces.

### **Pleasant Valley Town Center Action Measures**

1. Work collaboratively across Gresham's departments and neighboring jurisdictions to foster the development of transportation infrastructure to support the town center.
2. Utilize Gresham's design review application process to foster quality pedestrian-friendly town center design that includes a plaza and housing.



3. Promote and support commercial development in the town center using Gresham’s economic development programming.
4. Align development regulations for the town center to ensure commercial development is included as part of a broader mix of uses.

### **10.703 PLEASANT VALLEY RESIDENTIAL**

Pleasant Valley Plan District is designed to have a range of housing options that support housing choice for all current and future residents. The Plan Map includes three types of residential sub-districts: Low Density Residential, Medium Density Residential, and High Density Residential.

Walkable neighborhoods form the organizing structure for residential land uses and natural features shall be used to help define neighborhood form and character. Denser housing is located around the Town Center sub-district. The density provides customers to the town center and can create a pedestrian environment that reduces vehicle trips. Residential use locations and standards in Pleasant Valley aim to facilitate development of housing options throughout the Plan District that complement commercial and employment areas.

#### **Pleasant Valley Residential Considerations**

Key elements for residential areas to include:

- **Clustered Higher Density Housing.** Locating more units adjacent to commercial and employment areas will support a more walkable Pleasant Valley, with businesses and service close to residential neighborhoods.
- **Variety of Housing Types.** Communities should have places for all people to live. This housing variety can be achieved by locating different housing types in the same neighborhood and even on the same street.
- **Walkable Neighborhoods.** Walkable neighborhoods include a main gathering place, such as parks and civic buildings, with an environment that is safe and enjoyable to travel around. In addition to these neighborhood centers, neighborhoods should have edges, such as a natural area, transit stop, or tree-lined arterial street that mark the transition from one neighborhood to another. Traveling from the center to the edge of the neighborhood should be a comfortable walking distance of one quarter to one half mile (5 to 10 minutes).
- **Transportation Options.** Neighborhood planning and design will support pedestrian, bicycle, and public transit access in addition to access for vehicles. Reaching nearby destinations (like businesses, schools, and parks) via all modes will be considered.
- **Integrated natural environment.** Neighborhoods should be planned and designed to incorporate the existing natural features in a way that enhances the aesthetic environment while minimizing impacts to the area’s natural resources, a critical aspect of Pleasant Valley’s “sense of place”.



## **PLEASANT VALLEY RESIDENTIAL GOAL**

*Pleasant Valley will provide a wide variety of housing options in quality, walkable neighborhoods with access to amenities.*

### **Pleasant Valley Residential Policies**

1. Support a compact community form that provides access to nearby destinations, including businesses, schools, and parks, for all modes.
2. Provide a variety of housing options for all current and future residents.
3. Provide housing design variety to create more interesting neighborhoods with character that contributes to a sense of place in Pleasant Valley.
4. Higher density residential areas will be designed and scaled in keeping with the desired pedestrian form.
5. Create neighborhoods that support pedestrian, bicycle, and public transit access in addition to access for vehicles.
6. Design neighborhoods to incorporate the existing natural features in a way that enhances neighborhood aesthetic while minimizing environmental impacts. The design and function of neighborhoods will facilitate preserving, enhancing, and restoring Pleasant Valley's natural resources.

### **Pleasant Valley Residential Action Measures**

1. Employ housing variety standards to provide a variety of housing options, both regarding site and building design and housing type.
2. Use the development standards and review processes to promote neighborhoods where people can access daily needs close to where they live by 1) clustering higher density housing around commercial areas, and 2) allowing flexibility for commercial uses as part of high-density residential development.
3. For higher density residential and mixed-use developments, employ the design standards, guidelines, and review processes to foster pedestrian-friendly design that enhances the unique identity of Pleasant Valley.
4. Work across City departments and with developers to acquire park land and develop parks dispersed throughout Pleasant Valley; provide parks that are within walking distance of housing in different parts of the area.
5. Support the incremental development of multimodal transportation options with residential development, such as bicycle lanes, sidewalks, and trail connections.
6. Utilize the City's natural resources overlay provisions to facilitate public access to natural resources with development where appropriate.

## **10.704 PLEASANT VALLEY COMMERCIAL AND EMPLOYMENT**

The Pleasant Valley Plan District contains commercial and employment sub-districts. The Town Center sub-district is intended to primarily serve the needs of the local community and to include a mix of retail, office, civic, and housing opportunities. The Neighborhood Commercial sub-district is intended to provide for a mix of local retail, service, office, and live-work uses for adjacent neighborhoods.

The 2004 Plan District Map included two employment sub-districts: Mixed-Use Employment sub-district and Employment Center sub-district. In response to a 2022 market study, the 2024 Plan Update consolidated these into one Mixed Employment sub-district. At that time, the total employment land area was also reduced due to constraints on the marketability of employment land in Pleasant Valley. The Mixed Employment sub-district is intended to provide opportunities for office, medical, flex space, employment opportunities, and some service and retail uses.

### **Pleasant Valley Commercial and Employment Considerations**

Key elements for commercial and employment areas include:

**Opportunities for Commercial Near Neighborhood Centers.** One to two smaller commercial nodes should be strategically located to provide more opportunities to access daily needs and provide more walkable destinations near neighborhoods. The smaller centers would not compete with the larger town center due to difference in scale, character and type of use. Visibility from a major street is an important consideration.

**Opportunities for Employment.** The area will provide employment opportunities, appropriate types of uses, and consider the local market.

**Strong Locations.** Employment and commercial areas along corridors, major streets, and/or at strong intersections provide good visibility and convenient access.

**Good Transportation Access.** Transportation is essential and building an effective and connected road network that supports different modes should be a high priority for supporting commercial and employment uses. Transportation improvements need to be a coordinated effort to effectively consider and address increased traffic.

**Quality Environment.** The quality of the built environment will be an important contributor to employment opportunities. A high-quality Town Center and neighborhoods with a mix of housing types will foster employment opportunities. The quality of the natural environment will be an asset in Pleasant Valley.

**Consideration for Surrounding Areas.** Coordination with adjacent communities is important for planning for different land uses, connections, and transportation patterns.

### **PLEASANT VALLEY COMMERCIAL AND EMPLOYMENT GOALS**

*Pleasant Valley will provide for a range of employment opportunities that support a complete community by providing the opportunity to work and live in the same community.*

## **Pleasant Valley Commercial and Employment Policies**

1. Allow and encourage home-based work opportunities.
2. Support employment opportunities that include retail and personal services, professional services, medical/dental, and other types of businesses.
3. Consider the relationship of Pleasant Valley to existing and future employment centers in the surrounding areas.
4. Locate medium and higher density housing and a variety of housing types near Neighborhood Commercial areas to support walkable access to local services.
5. Support businesses that contribute to the area's character and help make Pleasant Valley a complete community while maintaining the quality of natural areas.
6. Create a quality built environment that is attractive to desirable businesses.

## **Pleasant Valley Commercial and Employment Action Measures**

1. Support the siting of commercial and employment areas in a manner responsive to local market demand and Gresham's economic development resources.
2. Coordinate with surrounding jurisdictions to take steps to solve employment issues and develop transportation infrastructure on a community, citywide, and regional basis.
3. Utilize Gresham's design review application process to foster a quality pedestrian-friendly environment that will attract employment opportunities.

### **10.705 TRANSPORTATION**

When the Pleasant Valley area was brought into the Urban Growth Boundary in 1998, the transportation system served the area's mainly agricultural and rural residential land uses.

The Pleasant Valley Concept Plan (Concept Plan) included a goal for a future transportation system that would serve an urban community with a mix of land uses and consider natural resource areas. The Concept Plan included a conceptual transportation plan with a system of local collectors and arterials to provide sufficient north-south and east-west connectivity. The basic framework for future streets was provided, allowing for minor adjustments to minimize impacts on natural resource areas. The Pleasant Valley Implementation Plan (Implementation Plan) further defined the area's transportation system by detailing street classifications, street designs, connectivity, and plans for pedestrian/bicycle facilities. This transportation planning work resulted in Pleasant Valley's Transportation System Plan (PVTSP).

IN 2014, the City updated the citywide Transportation System Plan (TSP) and incorporated all the streets of Pleasant Valley into the TSP. This standardized the cross-sections of streets and made clearer how the street system functioned between Pleasant Valley and the City overall.

In 2019, the TSP was refined with a primary focus on assessing the need for a planned extension of SE 172<sup>nd</sup> Avenue north of SE McKinley Road to SE Jenne Road and reviewing the entire planned roadway network needs with and without this potential connection. The network analysis showed that the north-south regional access needs could be accomplished by the planned 172<sup>nd</sup> to 190<sup>th</sup> connector in Clackamas County and that the planned arterials of Pleasant Valley would function as 3-lane Minor Arterials and did not need to be 5-lane Standard Arterials. Five different transportation alternatives were developed, and a preferred concept was selected. The preferred plan includes bringing SE Foster Road and SE 172<sup>nd</sup> Avenue together at a roundabout and routing traffic up an extension of SE 172<sup>nd</sup> Avenue to a SE Giese Road extension.

The Pleasant Valley Plan District Update (Plan Update) built on findings from the 2019 TSP refinement work. The Plan Update work confirmed that the planned major road network should be retained, but that potential minor modifications could be made to better support development by aligning with property lines and natural resources in the area.

## **Pleasant Valley Transportation Considerations**

Key considerations for a safe, reliable, and accessible transportation system in Pleasant Valley include:

**Consider all Modes.** All users and modes will need to be considered with the buildout of Pleasant Valley streets to enhance accessibility and foster a safer environment that encourages active modes and the use of public transit.

**Improvements to Support Development.** Construction of planned transportation infrastructure is important to spur and support development, especially in the Town Center and commercial areas. The lack of existing arterial connections, like the extensions of 172<sup>nd</sup> Avenue and Giese Road, limit access to developable land in the Town Center, while existing narrow roads and unsignalized intersections cause near-term traffic congestion.

**Street Connectivity Within the Town Center.** Existing and future streets should connect to the Town Center and provide connectivity and better access for pedestrians, bicycles, transit users, and vehicles. With an interconnected system that provides multiple routes to local destinations, any single street will be less likely to be overburdened by excessive traffic.

**Address Transportation Safety.** Transportation safety issues exist for all modes of travel due to topography, awkward intersections, high speeds, and traffic volume. Walking and biking are also unsafe due to a lack of facilities for these modes of travel. Addressing existing transportation issues with short- and long-term solutions is important.

**Transit Service Access.** Pleasant Valley is not currently served by transit service, but it will be an important part of serving future travel needs of the area as it continues to develop. Implementation of more locally oriented transit service and connecting local service to regional service will need to be addressed as part of the transportation plan for the area, including connections to nearby transit centers.

**Access to and from the Area.** Travel in and out of Pleasant Valley will need to be improved as the area continues to develop. Foster Road is an important connection between the Pleasant Valley area and Damascus to the employment areas in Portland and the I-205 corridor. Currently, Foster Road is limited in its ability to accommodate future growth in traffic. Foster Road can remain a good connection to the southeast while construction of new streets (such as the extension of 172<sup>nd</sup> Avenue to the future town center) can support additional future capacity.

**Consideration of Natural Resource Areas.** Due to the amount of important natural resources in the area, the network of streets will need to consider these areas and minimize impacts on environmentally sensitive areas. Street alignments should follow natural contours and features as much as possible which can help optimize the implementation of green street designs that reduce impervious surface and incorporate on-site stormwater management. The need to protect Pleasant Valley's natural resource areas will also require an emphasis on providing bicycle and pedestrian connections (complemented by multi-use paths and trails) where full street connections are not possible.

## **Pleasant Valley Transportation Goal**

Provide an equitable, safe, efficient, and reliable transportation system for pedestrians, bicyclists, public transit users, and vehicles to travel to, from, and through Pleasant Valley.

## **Pleasant Valley Transportation Policies**

1. Create a network of arterial, collector, and local streets that accommodates travel demand and provides multiple routes for travel.
2. Create a balanced transportation system that serves all modes of travel and is coordinated with Gresham, Portland, Happy Valley, Clackamas County, Multnomah County, Tri-Met, ODOT, Metro, and other transportation service providers to provide effective regional connections to the Pleasant Valley community.
3. Provide a pedestrian and bicycle system that provides for safe, convenient, attractive, and accessible routes that connect existing on-street and multi-use paths and trails, transit connections, and key destinations. The design will consider connections to existing on-street and multi-use paths and transit connections. The experience of pedestrians and bicyclists will be considered to encourage active transportation as an attractive, safe, and viable travel option.
4. Provide a multi-use trail that serves as the backbone of the active transportation system. Connections to the multi-use trail system will be encouraged to provide additional opportunities for pedestrians and bicyclists to access the system and connect to schools, parks, commercial areas, and neighborhoods within Pleasant Valley.
5. Plan for and support future transit service through street design, land use types, patterns, and densities, and pedestrian and bicycle improvements that support transit.

6. Address existing transportation safety issues through street improvement projects that address safety in the nearer term, and larger, longer-term capital improvement projects.
7. Facilitate “green” street designs that are an integral part of the stormwater management system and provide walkable tree-lined streets that contribute to the aesthetics of the community. Incorporate stormwater treatment and conveyance within the right-of-way and maximize the use of street coverage for stormwater and climatic reasons.
8. Consider natural resource areas when building the transportation network. Local streets will avoid natural resource areas (as identified in the NRO) while collector and arterial streets will minimize impacts on the NRO when crossing those areas.

### **Pleasant Valley Transportation Action Measures**

1. Identify and pursue alternative City funding mechanisms for transportation improvement projects in Pleasant Valley to fund major road extensions in the nearer term (i.e., 172<sup>nd</sup> Avenue and Giese Road extensions).
2. Identify and pursue alternative sources of funding for larger transportation improvement projects in Pleasant Valley when City funding is not available.
3. Explore how safety concerns can be identified and mitigated in the interim before longer-term street improvements are built. Continue to document community safety concerns, coordinate with appropriate jurisdictions to identify potential solutions, and identify potential grant and other funding opportunities that address safety.
4. Refine future road alignments to make minor modifications to better align with property lines and existing structures and consider the presence of natural resources in the area.
5. Gresham, in coordination with Portland, will work with Metro, ODOT, Multnomah County, Clackamas County, and other agencies as appropriate, investigate needed safety and capacity improvements to address existing and future travel identified in the Regional Transportation Plan for key gateway routes, such as Sunnyside Road, Foster Road, Powell Boulevard, 172<sup>nd</sup> Avenue, and 190<sup>th</sup> Avenue.
6. Continue to partner with TriMet to expand the transit service boundary to include areas south of Pleasant Valley in Clackamas County to connect transit service through Pleasant Valley.
7. Allow for and encourage best practices related to parking management, including the efficient use of on-street parking to reduce off-street parking needs, and shared driveways between denser housing.
8. Continue to work with emergency service providers to designate emergency access routes.

## **10.706 NATURAL RESOURCES**

Pleasant Valley contains a wide variety of natural resources, including wetlands, riparian areas, forested uplands, and mineral and aggregate deposits. With urbanization of the Pleasant Valley area, protected natural resource areas will continue to have intrinsic value and perform a variety of useful functions in maintaining environmental stability, including retention of soils, control of pollutants, groundwater recharge, and flood control. In addition to these important functions, the noteworthy scenic features contribute to Pleasant Valley's unique sense of place.

With the Pleasant Valley area brought into the Urban Growth Boundary (UGB) in 1998, Title 11 of the Metro Urban Growth Management Functional Plan (UGMFP) required the area be integrated into the City's Comprehensive Plan to promote the integration of new land and natural resources. Related to natural resource protection and restoration, Title 11 requires:

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

Oregon's Statewide Planning Goal 5 and its administrative rule require that jurisdictions complete a natural resource inventory. The inventory is largely based on information collected during the Concept Planning phase. The inventory's purpose is to document the quantity and quality of the characteristic vegetation, wildlife habitat, streamside areas, sensitive species, and other natural features in the Pleasant Valley study area. The planning efforts related to the Pleasant Valley Concept Plan and Implementation Plan included a natural resource/watershed work team to designate the Environmentally Sensitive/Restoration Areas (ESRA) in 2001 which were later updated to the Natural Resource Overlay (NRO) area in 2021. These efforts were guided by the goal to preserve, enhance, and restore natural resources, and included a thorough inventory of resources in the area and input from local stakeholders.

### **Pleasant Valley Natural Resources Considerations:**

**Environmental protections must meet Oregon State Planning Goal 5 (Natural Resources), Goal 6 (Natural Resource and Water Quality), and Goal 7 (Natural Hazards).** The administrative rules require jurisdictions to complete a natural resource inventory, determine resource significance, analyze resource protection consequences, and develop resource protection standards. A program (with regulatory and non-regulatory elements) has been developed and must be maintained to implement the outcomes of the inventory, significance determination, and the economic, social, environmental, and energy (ESEE) analysis.



- **Wildlife habitats and migration routes Must be preserved.** As the area urbanizes and open fields are developed, traditional wildlife migration routes between Powell Butte and the surrounding lava domes will be disturbed. A fully forested area along the creeks is vital to provide wildlife a usable corridor.
- Protection for the stream confluence areas in Pleasant Valley will provide important habitat for migrating wildlife to use as a resting and nesting area.
- A complex “network circuitry” of linkages between habitats will improve the effectiveness of the network for species movement. Examples of linkages include north and south along the utility corridor, linkages between Kelley Creek and the Metro open space land, and linkages between riparian corridors created by parks.
- **The provision of “core” areas or nodes in the riparian corridor system is key to providing functional habitat and sufficient spaces for species to rest and breed.** These nodes improve the survival rate for dispersing wildlife, and increase overall wildlife use of the network. The stream confluence area near the existing elementary school provides an important opportunity to create a centrally located core habitat.
- **The wetland complex south of Foster and east of 172<sup>nd</sup> has potential for restoration and stormwater management.** This complex is unique in the region in that it sits at the crest of two creeks flowing in opposite directions.
- **Land uses with open space elements, including parks and schools, could serve as important buffers to the habitat network.** Depending on their design, both parks and schools located adjacent to the riparian corridors could buffer habitat areas by providing natural or semi-natural area.
- **Minimizing stream crossings will help maintain the integrity of the stream system in Pleasant Valley.** Considering these areas with the development of land uses, transportation routes, and other facilities is essential. For instance, stream crossings will be minimized and located to have the least impact. Removal of decommissioned crossings will improve overall fish and wildlife passage through the area.
- **The final site planning and design of urban development is critical to achieving the natural resource goals and policies.** Careful consideration of resource issues at the outset of Pleasant Valley planning demonstrated a community focused on the natural resource system of Kelley Creek and its tributaries. The design of parks, trails, school grounds, open space, transportation crossings, and other land uses will need special consideration of design to achieve the natural resources goal.

## **PLEASANT VALLEY NATURAL RESOURCES GOAL**

*As Pleasant Valley develops, the area's natural resources will be preserved, restored, and integrated into the urban community to maintain and enhance the functions of our ecosystems.*

### **Pleasant Valley Natural Resources Policies**

- 1.** Urbanization of Pleasant Valley will preserve, enhance, and restore natural resources by:
  - a.** Protecting riparian areas, locally significant wetlands, and regulated floodplains for improved hydrology and flood protection;
  - b.** Protecting identified upland wildlife habitat;
  - c.** Seeking opportunities to limit new effective impervious areas; and
  - d.** Maintaining high levels of tree protection and reforestation/revegetation.
- 2.** Use the City's environmental overlay areas (including the Natural Resource Area and Hillside & Geologic Risk Overlay) as the basis for identifying natural resource areas, providing protection, and minimizing impacts.
- 3.** Design road crossings within the Natural Resource Overlay (NRO) prevent negative impacts to wildlife/fish passage and floodplain function.
- 4.** Maintain consistency with Oregon State Land Use Goal 5 policy to protect and enhance riparian corridors, wetlands, upland habitat, and natural areas in Pleasant Valley.
- 5.** Maintain consistency with Oregon State Land Use Goal 6 policy to maintain and improve the quality of air, water, and land resources in Pleasant Valley.
- 6.** Maintain consistency with Oregon State Land Use Goal 7 policy to reduce the risk to people and property from natural hazards through the City's natural resource inventories and implementation measures.
- 7.** Use protected natural resource areas to highlight the natural history of Pleasant Valley and provide public amenities, such as trails, for the community.
- 8.** Flooding will 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.
- 9.** Preserve and restore wildlife habitats and connections for wildlife with the aim of increasing the quantity and diversity of wildlife habitats in Pleasant Valley. Connections between upland and riparian (river) habitats and connections to surrounding areas will be maintained and restored. Barriers to wildlife corridors (such as bridges and roads) will be designed to provide proper opportunities for wildlife migration.

10. Urbanization of Pleasant Valley will prevent erosion and control sedimentation through the use of green development practices, site-sensitive design, appropriate construction management practices, revegetation of disturbed areas, and regular maintenance and monitoring.
11. Resource protection and enhancement is a shared responsibility and partnership of property owners, governments, community and non-profit organizations, and developers.

### **Pleasant Valley Natural Resources Action Measures**

1. Use the Natural Resource Overlay (NRO) as the basis for identifying areas with likely unmapped wetlands that need additional review prior to development.
2. Identify opportunities for wetland mitigation.
3. Adhere to the resource protection strategies identified in the 2019 PVTSP refinement plan that was based in part on the need to minimize impacts on natural resources (i.e. strategic stream crossings).
4. Complete and adopt a State Goal 5 process that includes an ESEE analysis and implementation program.
5. Require abandoned water wells to be decommissioned following Oregon Department of Water Resources accepted procedures to avoid groundwater contamination.
6. The participating cities, area neighborhood associations, and the Johnson Creek Watershed Council are encouraged to support revegetation efforts, work to restore fish and wildlife habitat in the study area, and pursue funding sources.

## **10.720 PLEASANT VALLEY PUBLIC FACILITIES**

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Public facility needs in Pleasant Valley and across the rest of the City are identified in the City of Gresham's most recent public facilities master plans, Capital Improvement Program (CIP) projects list, Parks Master Plan, and Transportation System Plan. This section addresses the goals, policies, and action measures related to Pleasant Valley public facilities including water, wastewater, stormwater, and parks as urbanization occurs. The City's public facilities master plans include system descriptions, capacity assessments, and funding plans for public facilities in the City and future annexation areas. These plans are responsive to the current and future needs of Gresham and updated as needed to respond to changing needs. The City's CIP is updated annually and provides a 5-year funding plan for major capital projects. It also includes unfunded projects forecasted to be built within 6-20 years. Requirements of the Public Facility Planning Rule (OAR 660-011-010) are met through the City's CIP.

When the Pleasant Valley area was added to the Urban Growth Boundary in 1998, a conceptual level Pleasant Valley Public Facilities Plan (PFP) for the area was developed as a requirement of Title 11 Metro Urban Growth Management Functional Plan (UGMFP). The Pleasant Valley PFP also addressed relevant administrative rule requirements related to public facilities, as multiple jurisdictions and

service providers share responsibility for delivering public services to Pleasant Valley. Therefore, ensuring coordination of service delivery was an important part of this plan.

## **Pleasant Valley Public Facilities Goal**

Pleasant Valley will be a community with a public facility system that provides adequate and reliable service now and in the future.

## **Pleasant Valley Public Facilities Policies**

1. Refer to applicable policies related to the provision of public facilities for the Pleasant Valley plan area in Citywide plans.
2. Refer to Citywide plans to build and maintain public facilities in Pleasant Valley, including public facilities master plans, Capital Improvement Program, Parks Master Plan, and Transportation System Plan.
3. Encourage partnerships between the City and private entities to finance, develop, and manage public facilities.

## **Pleasant Valley Public Facilities Action Measures**

1. Refer to applicable action measures related to the provision of public facilities for the Pleasant Valley plan area in citywide plans.
2. Continue to monitor the public infrastructure needs of Pleasant Valley and the rest of Gresham's Urban Services Boundary area, and adjust plans (including system master plans, system development charge methodologies, Public Works Standards, and the Capital Improvement Program) to best ensure quality and timely public infrastructure construction and maintenance.
3. Continue to partner with the development community to best ensure the most efficient extension of public infrastructure to Pleasant Valley. Continue to provide and investigate additional methods for assisting the development community with infrastructure extension (e.g. reimbursement districts, system development charge credits, grants, easement acquisition, etc.).
4. Identify funding opportunities for the capital improvement projects currently in the 5-year and unfunded sections of the Capital Improvement Program.
5. Where land acquisition and easements are needed to meet public facilities plan requirements (e.g. parks, natural resource protection and restoration, trails and streets), establish a variety of tools for ensuring acquisition.