

## Technical Advisory Committee – Meeting 2

Thursday, November 15, 2018

3:00 – 5:00 PM

Happy Valley City Hall, 16000 SE Misty Drive – Chief Obie Conference Room (2<sup>nd</sup> Floor)

ITEM	TIME
<b>Welcome and Introductory Items</b>	3:00-3:10 PM
a. Welcome and introductions (Michael Walter, all)	
b. Where we are in the process (Joe Dills, APG)	
<b>Existing Conditions (Part 1)</b>	3:10-4:25 PM
a. Buildable Land Inventory Summary (APG)	
b. Landscape, context, and neighborhood analysis (Walker Macy)	
c. Park Needs and Historic Resources Assessments (APG)	
<b>Draft Vision Statement and Planning Principles</b>	4:25-4:50 PM
a. Results of tabling activities (APG)	
b. Review vision statement and planning principles (APG)	
<b>Next Steps</b>	4:50-5:00 PM
a. Next steps and adjourn	

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## MEMORANDUM

## **Buildable Lands Inventory – Executive Summary**

### **Pleasant Valley/North Carver Comprehensive Plan**

DATE November 5, 2018  
TO PV/NC TAC and CAC  
FROM Jamin Kimmell, and Joe Dills, Angelo Planning Group

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Enclosed in the meeting materials for the second meeting of the Technical Advisory Committee (TAC) and Community Advisory Committee (CAC) for the Pleasant Valley/North Carver (PV/NC) Comprehensive Plan is a memo summarizing the approach and results a Buildable Land Inventory (BLI) of the plan area. This document provides a concise summary of the results of the BLI.

The BLI estimates the potential buildable land supply for the plan area, which will be used to plan for future land uses, estimate growth capacity, and support infrastructure analysis. The goal of the BLI is to produce a broad estimate of the amount and type of buildable land in the study area. The BLI is not an estimate of the the specific development capacity of individual parcels in the area. The following is a summary of the methodology and key findings of the BLI:

- Land where development is constrained by environmental features—such as wetlands, floodplains, habitat conservation areas, and steep slopes—are deducted from the BLI.
- Parcels are classified, based on their capacity for new development, into the following categories: Vacant, Partially Vacant, Developed-Constrained, Developed.
- The plan area includes 2,718 acres of land, divided among 1,681 parcels. In total, 731 parcels were found to have buildable land. These parcels account for 2,128 acres of land in total. After deducting areas constrained by environmental features, there is approximately 1,336 acres of buildable lands in the study area.
- Most of the buildable lands are located on parcels classified as Partially Vacant (984 acres, 73%), which means there is a structure on the parcel today. There are 352 acres of buildable lands located on parcels classified Vacant, accounting for 27% of the total buildable lands.
- A portion of the buildable land in the plan area will be needed for public facilities. It is assumed that 30% of the land will be needed for streets, major infrastructure, schools, parks, and other public uses. This deduction results in an estimate of 935 net buildable acres in the plan area.
- Vacant land is concentrated in small number of large parcels, many in the northern half of the study area, while Partially Vacant parcels are distributed throughout the study area.



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MEMORANDUM

## **Buildable Lands Inventory (DRAFT)**

### **Pleasant Valley/North Carver Comprehensive Plan**

DATE        October 2, 2018  
TO            City Project Team  
FROM        Andrew Parish, Jamin Kimmell, and Joe Dills, Angelo Planning Group

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#### **INTRODUCTION, LEGAL FRAMEWORK AND DATA SOURCES**

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This memorandum describes the approach and initial results of the Pleasant Valley / North Carver (PV/NC) Comprehensive Plan Buildable Lands Inventory (BLI). The BLI documents the potential buildable urban land supply for the project area, which will be used in the project to plan for future land uses, estimate growth capacity, and support infrastructure analysis. The aim of this inventory is to get a high-level understanding of the amount and type of buildable land in the study area, not the specific development capacity of individual parcels in the area

#### **Legal Framework for a Buildable Lands Inventory**

The following section describes Oregon's requirements for a BLI and some key concepts necessary for understanding the BLI. The state's BLI definitions and methods are typically applied to areas that have urban zoning. The PV/NC project area currently has rural zoning – urban zones will be identified over the course of the project. This BLI utilizes the state requirements and adapts them for use in the PV/NC Comprehensive Plan project.

##### **State Statutes and Administrative Rules: Residential Land**

Oregon state statute and administrative rules require local governments to produce a local buildable lands inventory as part of preparation of a Housing Needs Analysis. That BLI "must document the amount of buildable land in each residential plan designation."<sup>1</sup>

State statute identifies the following categories of buildable lands:<sup>2</sup>

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<sup>1</sup> OAR 660-008-0010, effective February 14 2012

<sup>2</sup> ORS 197.296(4)(a), effective 2003

- (A) Vacant lands planned or zoned for residential use;*
- (B) Partially vacant lands planned or zoned for residential use;*
- (C) Lands that may be used for a mix of residential and employment uses under the existing planning or zoning; and*
- (D) Lands that may be used for residential infill or redevelopment.*

It further requires that the local government “demonstrate consideration of:”<sup>3</sup>

- (A) The extent that residential development is prohibited or restricted by local regulation and ordinance, state law and rule or federal statute and regulation;*
- (B) A written long term contract or easement for radio, telecommunications or electrical facilities, if the written contract or easement is provided to the local government; and*
- (C) The presence of a single family dwelling or other structure on a lot or parcel.*

The State administrative rules further define buildable land in the context of a Residential BLI as follows:<sup>4</sup>

*(2) “Buildable Land” means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered “suitable and available” unless it:*

- (a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;*
- (b) Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;*
- (c) Has slopes of 25 percent or greater;*
- (d) Is within the 100-year flood plain; or*
- (e) Cannot be provided with public facilities.*

*(6) “Redevelopable Land” means land zoned for residential use on which development has already occurred but on which, due to present or expected market forces, there exists*

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<sup>3</sup> ORS 197.296(4)(b), effective 2003

<sup>4</sup> OAR 660-008-0005(2), effective February 14 2012



*the strong likelihood that existing development will be converted to more intensive residential uses during the planning period.*

## State Statutes and Administrative Rules: Employment Land

A similar inventory is required for employment land as part of the preparation of an Economic Opportunities Analysis (EOA). The categories used in the EOA inventory differ from those used for residential lands, and are as follows:<sup>5</sup>

*(1) "Developed Land" means non-vacant land that is likely to be redeveloped during the planning period.*

*(14) "Vacant Land" means a lot or parcel:*

*(a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or*

*(b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements.*

*(3) Inventory of Industrial and Other Employment Lands. Comprehensive plans for all areas within urban growth boundaries must include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use.*

The application of the above-cited definitions will be coordinated with the housing and employment forecasting work by FCS Group.

## Data Sources

The following data was used to create this BLI:

- Parcel data provided by the City, based on Clackamas County Assessor data
- Natural resources data, including FEMA floodplains, local wetlands, protected Water Quality areas, Habitat Conservation Areas (HCA), and areas of landslide susceptibility
- Areas of steep slopes (25% and greater) from Metro's Regional Land Information System (RLIS)
- Areas of transition slopes (15%-25%) from the City
- Natural Gas Pipeline buffers from the City

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<sup>5</sup> OAR 660-009-0005, effective January 1, 2007.

## STEPS AND METHODS

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### Overview

There are three general steps to the BLI.

**Step 1** – Identify Physical Constraints

**Step 2** – Categorize Land in the Study Area

**Step 3** – Calculate Acreage of Buildable Land

This memorandum will address these steps in order, highlighting key assumptions and that influence the analysis.

### Step 1: Identify Physical Constraints

Land that is physically constrained per state requirements and definitions is assumed to be unbuildable for the purposes of this inventory. The following types of land were excluded from the BLI:

- Floodway and Floodplain (Special Flood Hazard Area)
- “Conservation Slope” areas, which include area with slopes of 25 percent and greater, potentially Hazardous Analysis Areas (lands within 25 feet of slopes 25 percent and greater), and areas containing potentially rapidly moving landslide hazard areas mapped by the Oregon Department of Geology and Mineral Industries (DOGAMI).
- “Transition Slope” areas, which include land with slopes 15 percent and greater but less than 25 percent
- Local wetlands
- Habitat Conservation Area (HCA)
- Water Quality Resource Area (WQRA)
- Area within 200 feet of a Protected Water Feature or HCA

For this analysis, GIS data for these constraints was clipped to the study area and combined in a geospatial union, in order to account for spatial overlapping of different types of constraints. These constraints were then joined to taxlot data within the study area to determine how much constrained and unconstrained acreage lies within study area taxlots.

The environmental and physical constraints listed above are shown on the maps that follow (Figures 1-3). The combined map of all constraints is shown in Figure 4.

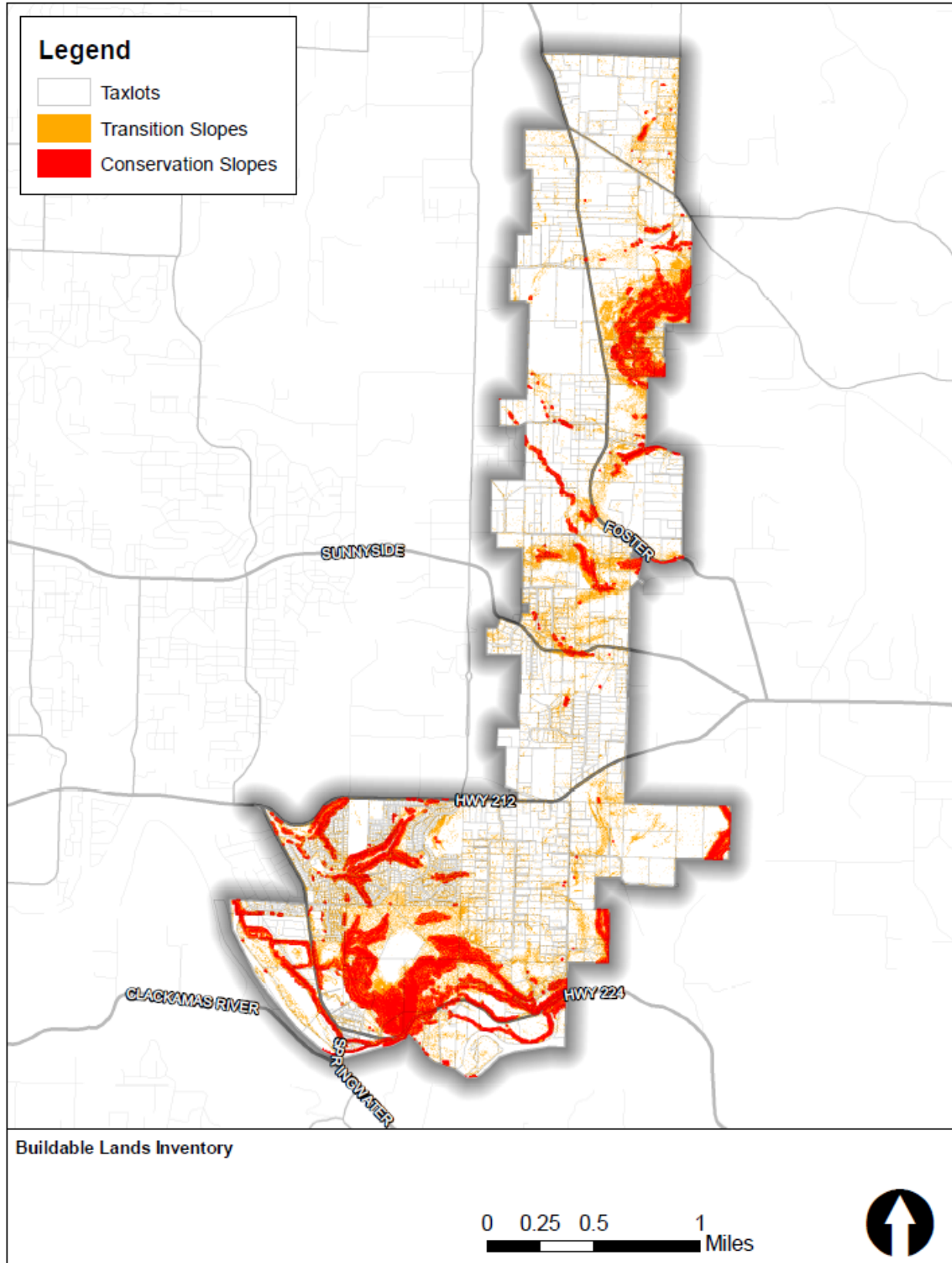
Figure 1. *Physical Constraints – Slopes*

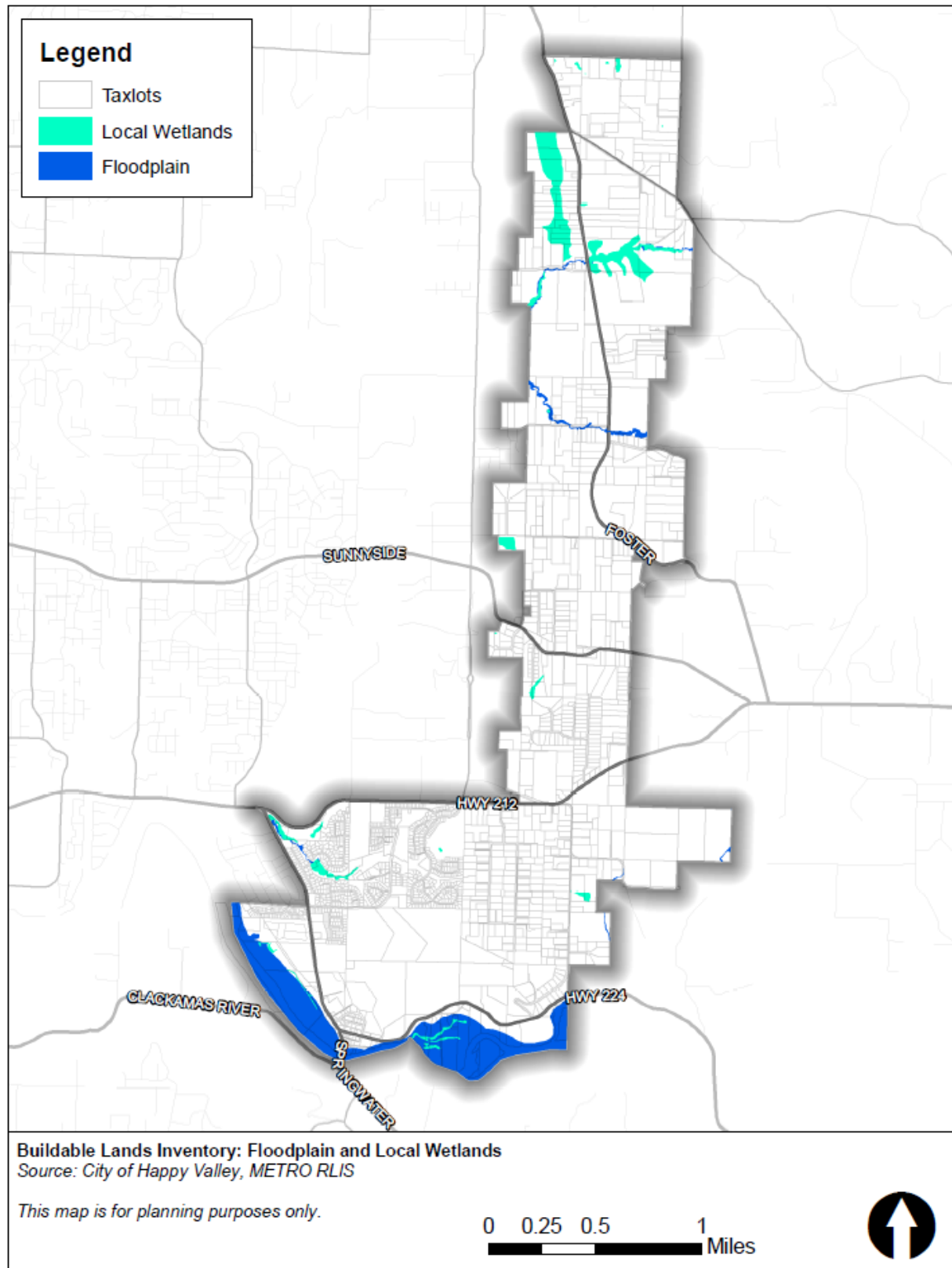
Figure 2. *Physical Constraints – Wetlands and Floodplains*

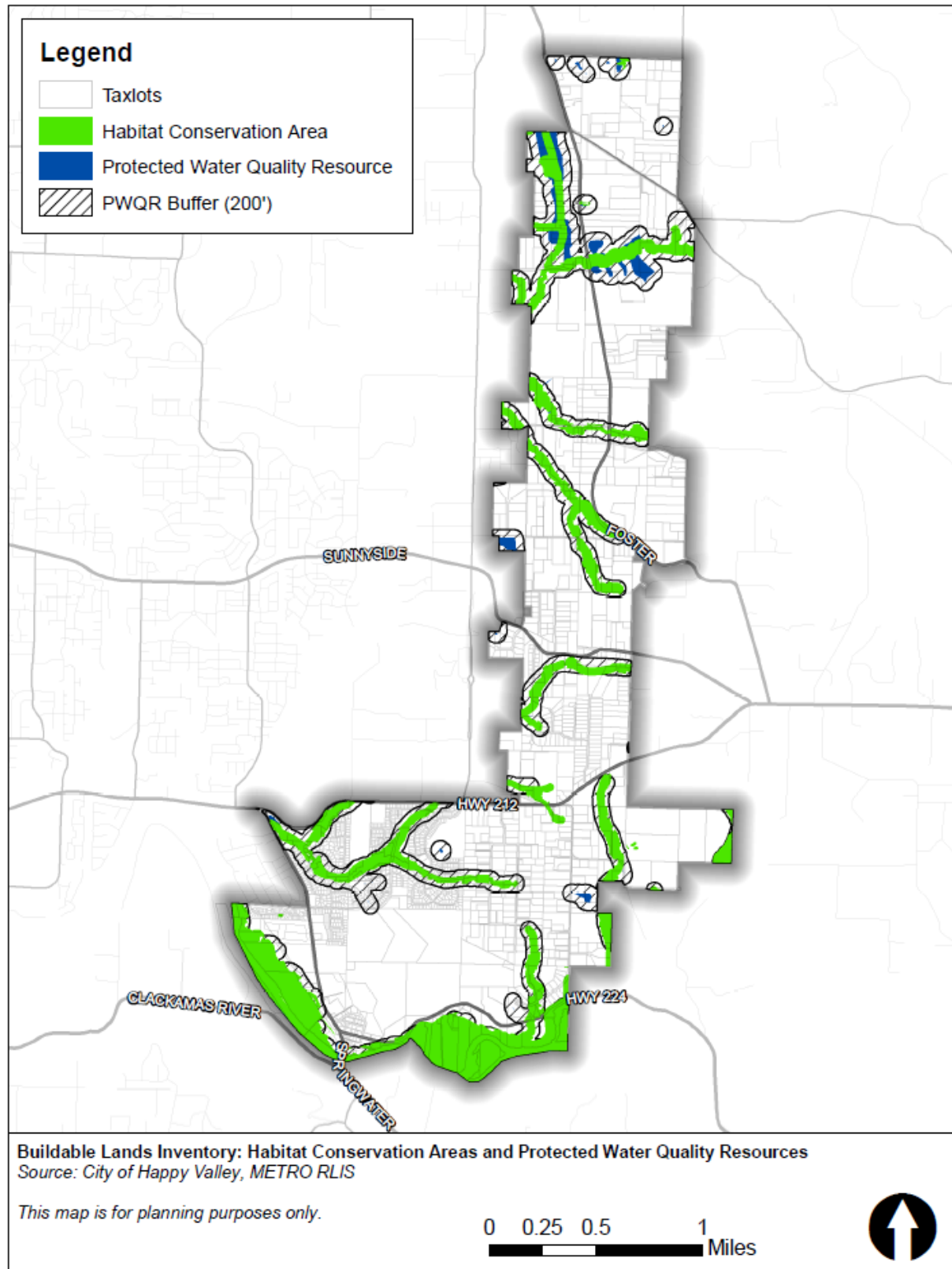
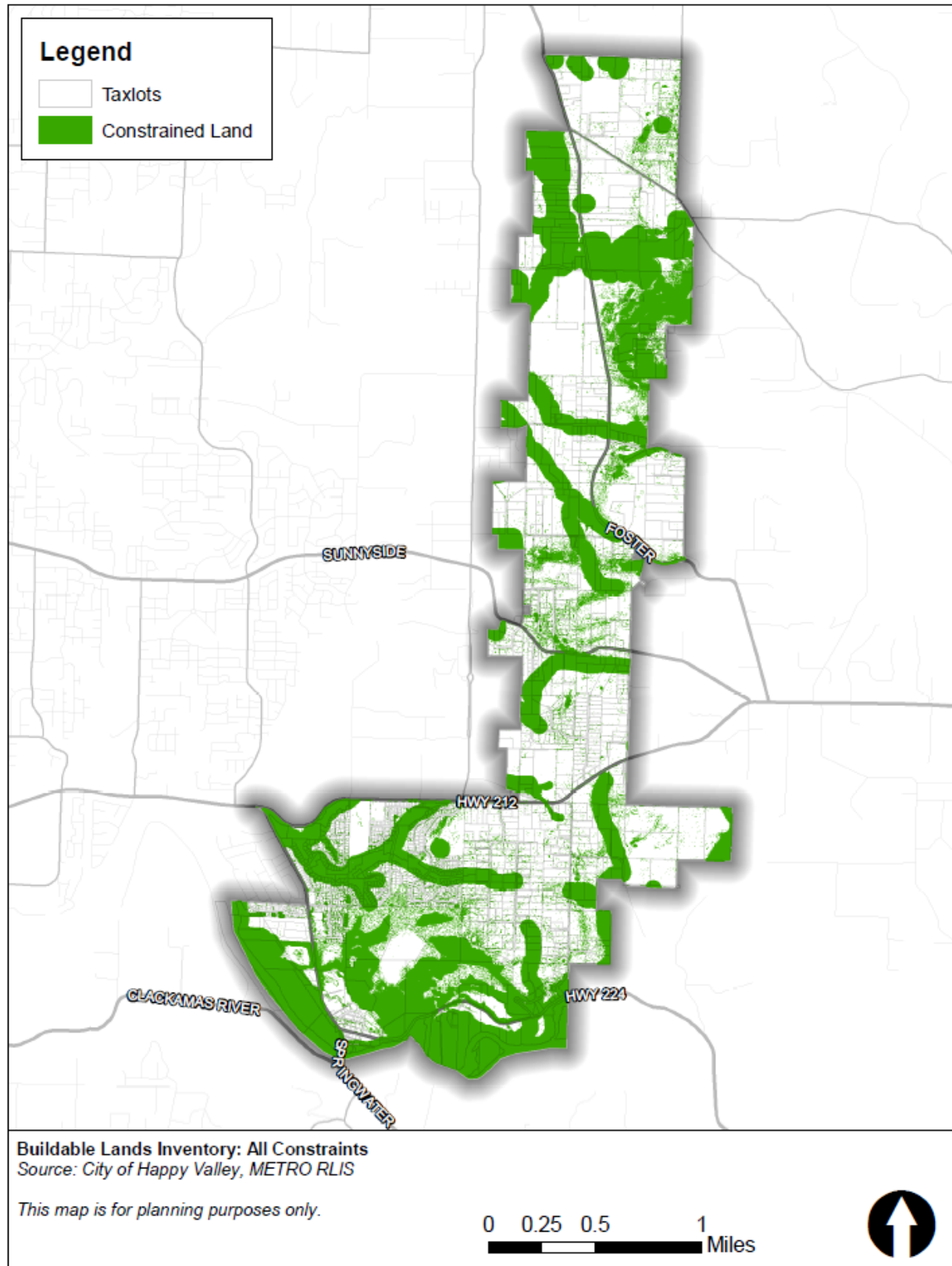
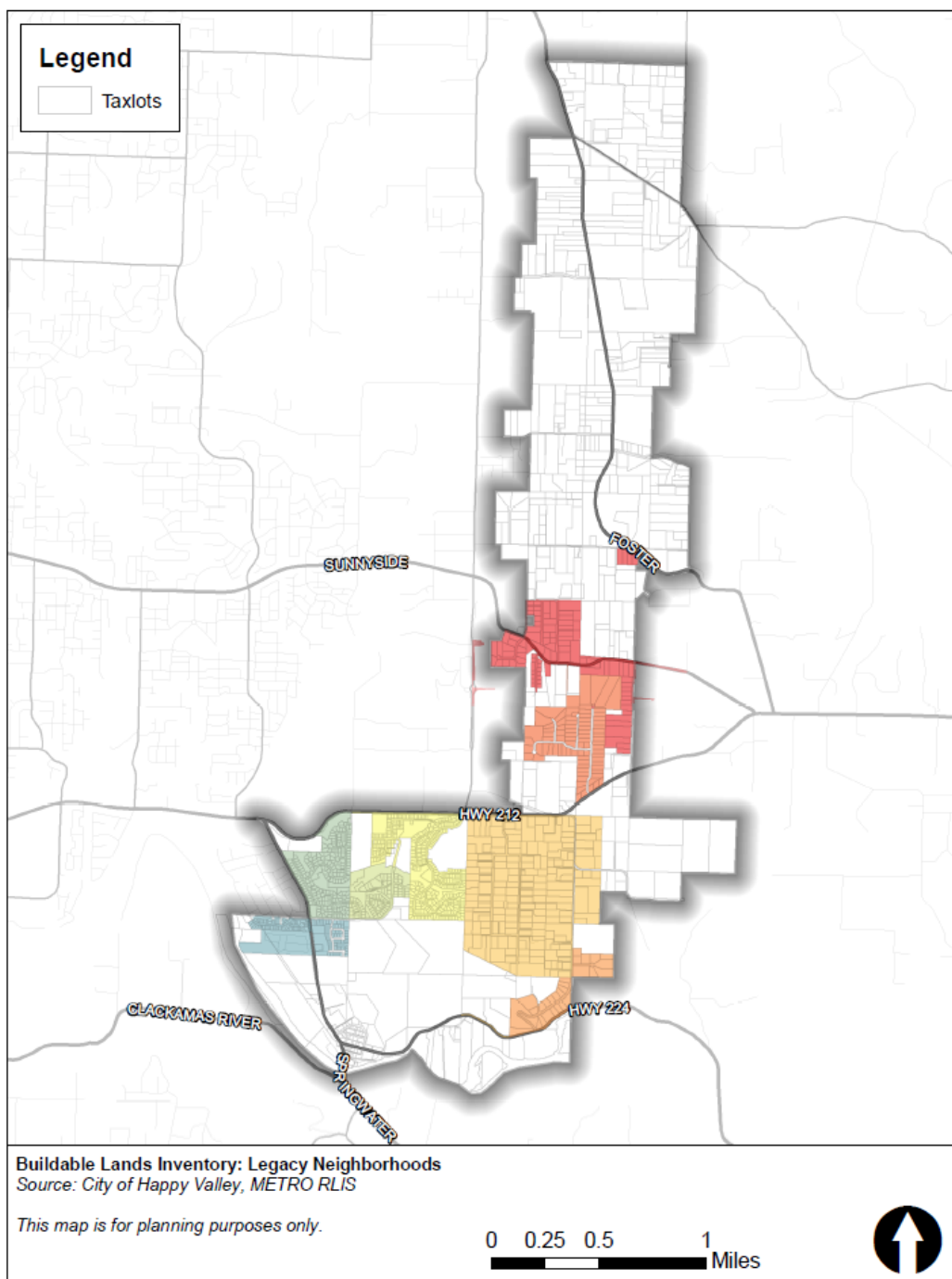
Figure 3. *Physical Constraints – Habitat Conservation and Water Quality Resource Areas*

Figure 4. *All Constraints and Study Area Taxlots*

There are several existing subdivisions in the southern part of the study area, identified in Figure 5 as “Legacy Neighborhoods.” They are delineated based on a review of parcel boundaries – the neighborhoods may be somewhat greater or lesser in extent than shown here. These neighborhoods are considered developed, though they may experience infill and redevelopment over time as the study area builds out. Such neighborhoods may have “Covenants, Conditions, and Restrictions” (CCRs) that limit the type or amount of infill development.

Figure 5. *Legacy Neighborhoods*

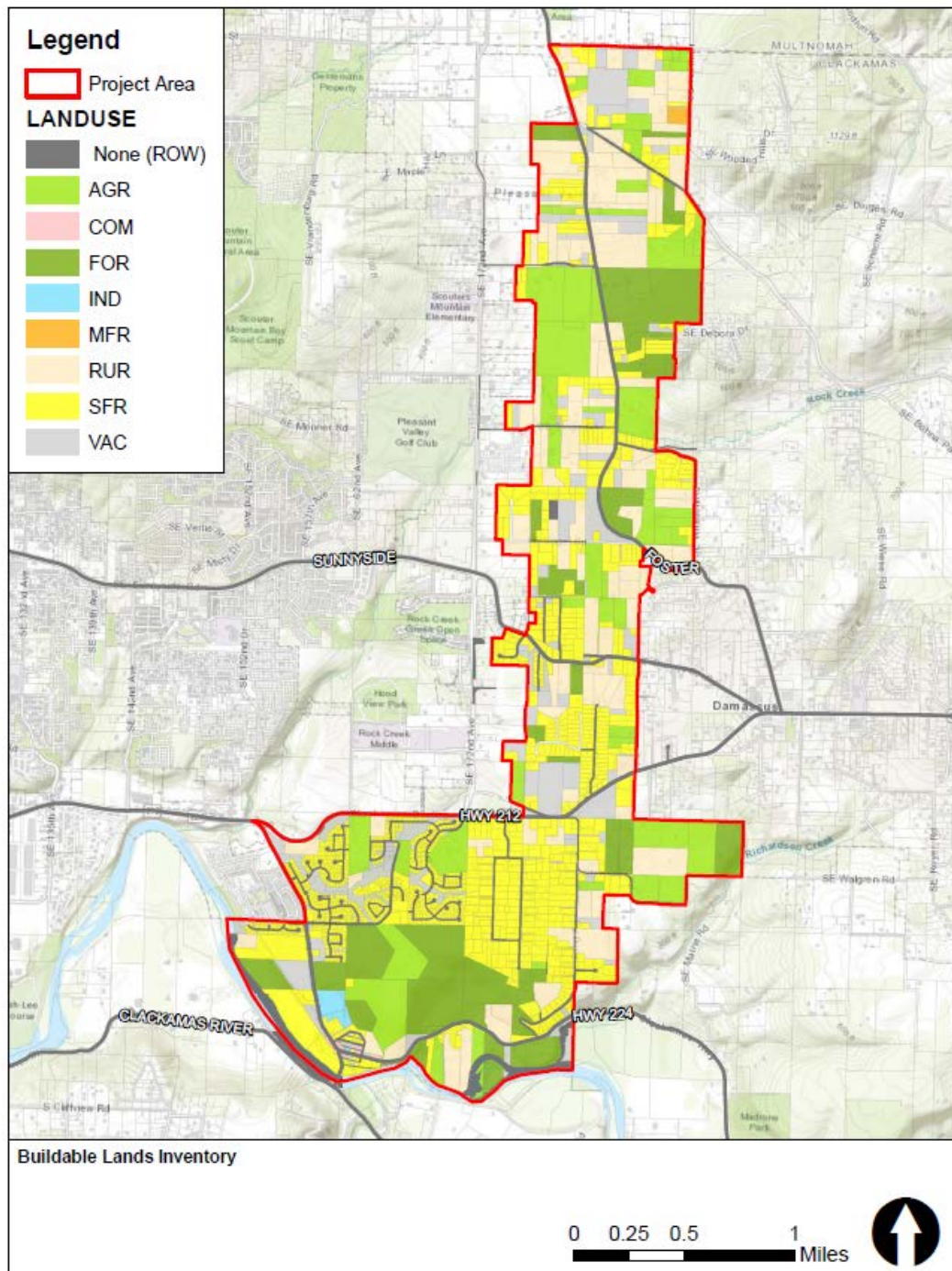




## Step 2: Categorize Land in Study Area

The study area does not currently have urban residential or employment zoning – Clackamas County rural designations will continue to apply until the adoption of the Pleasant Valley / North Carver Comprehensive Plan by the City of Happy Valley. Figure 6 shows existing land use, per the county tax assessor's data, to provide a sense of what exists within the study area today.

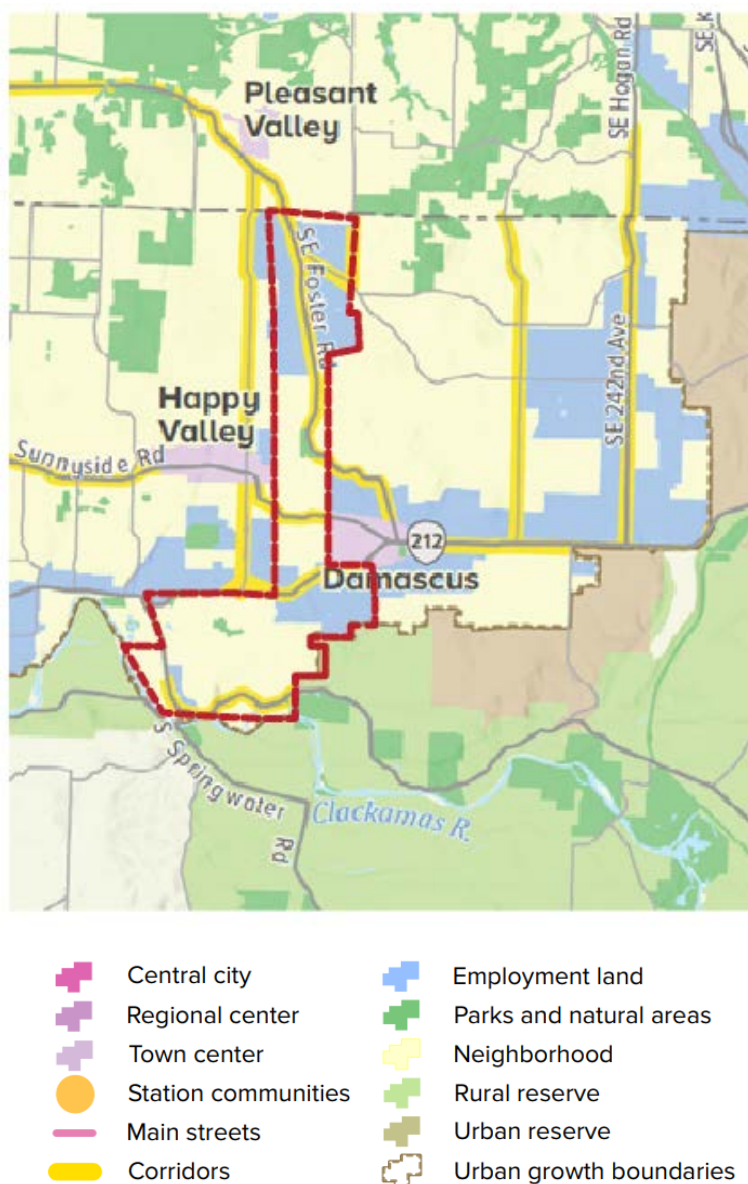
Figure 6. *Assessor's Land Use Classification*





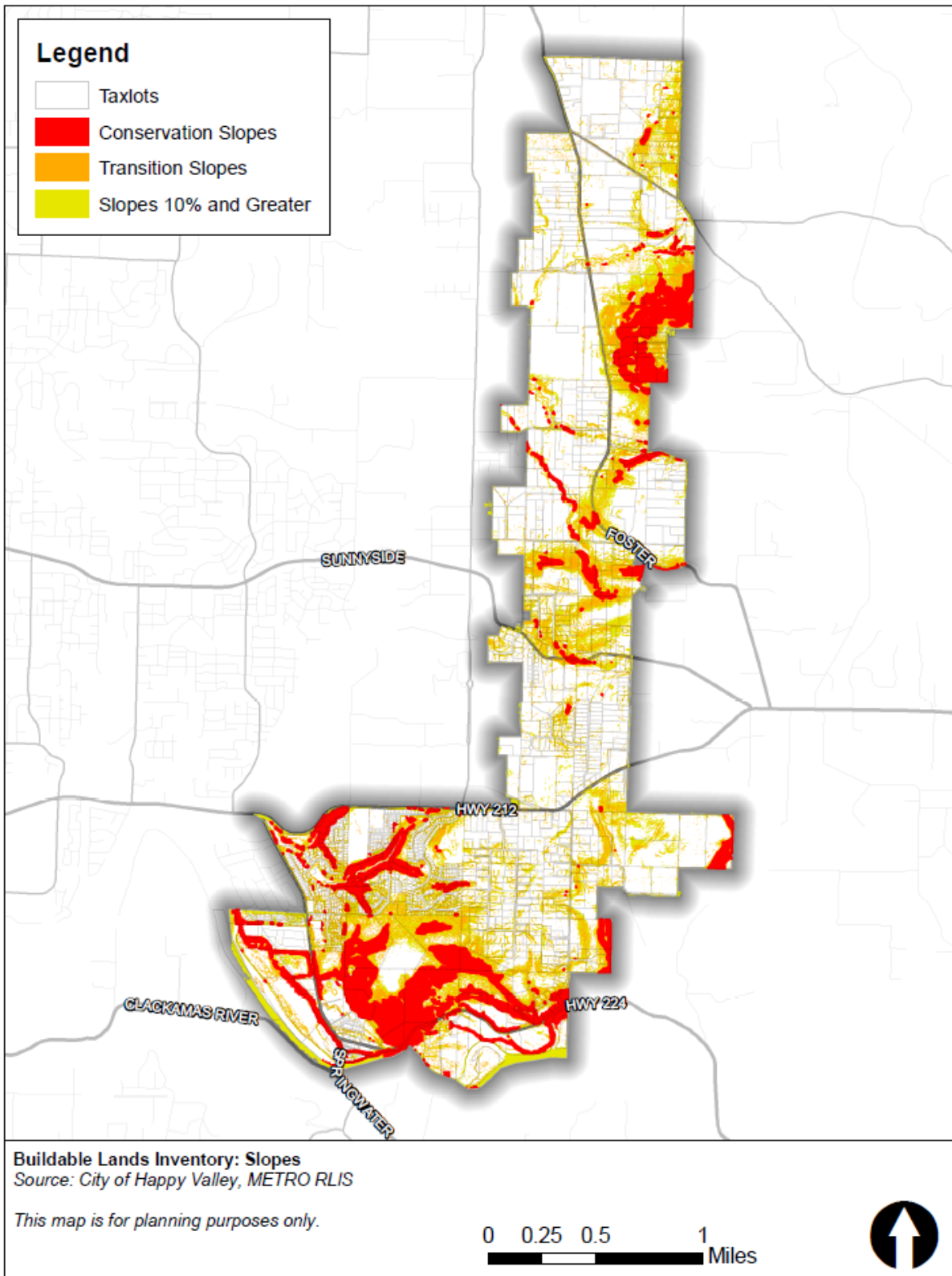
For a general indication of planned future uses in the area, we can look to the Metro 2040 Growth Concept, which is shown in the map below with an overlay of the generalized project study area. The study area contains employment land and residential land, though it does not encompass either of the two town centers seen on the map.

Figure 7. *Metro 2040 Growth Concept (Study area vicinity)*



Later steps of this planning effort will examine whether the employment designations shown in the Metro 2040 Growth Concept are appropriate for the plan area. The amount of buildable land in each Metro 2040 designation is presented in Table 3 at the end of this memo. One important factor in industrial land is contiguous flat area – costs per square foot for industrial land rarely justify the site work needed to flatten steep slopes. Figure 8 shows the slopes of 10% and above within the planning area.

Figure 8. Slopes 10% and Greater, Transition Slopes, and Conservation Slopes



Study area parcels were classified into five categories for the purpose of this BLI: Vacant, Partially Vacant, Developed-Constrained, Developed and Other.

- Vacant parcels have no development today (a building value of zero) and have some amount of unconstrained land.
- Partially Vacant parcels have development today but have enough developable area to further subdivide or accommodate infill. Parcels are considered to have enough developable area if they have more than a half-acre of unconstrained land.
- Developed-Constrained parcels have development today but are not suitable for additional development because they have less than a half-acre of unconstrained land.
- Developed parcels are not suitable for future subdivision or infill development because they have development and are less than a half-acre in size.
- Other parcels include roadways, private open space that is part of existing subdivisions, and publicly owned space.

Table 1 summarizes this classification of study area parcels by number, overall acreage, and unconstrained acreage.

*Table 1. Classification of Study Area Parcels*

Classification	Parcels	Total Acres	Unconstrained Acres
Vacant (no building value)	206	675	352
Partially Vacant (more than half-acre unconstrained land)	525	1453	984
<b>Total Buildable Lands</b>	<b>731</b>	<b>2128</b>	<b>1336</b>
Developed-Constrained (less than half-acre unconstrained land)	140	246	30
Developed (total size is less than half-acre)	746	131	69
<b>Total Not Buildable Lands</b>	<b>886</b>	<b>377</b>	<b>99</b>
Other (public facilities and open space)	64	213	79

### Step 3: Calculate Acreage of Buildable Land

The third and final step in a BLI is to calculate and examine the amount of buildable land in the study area. Buildable lands are the unconstrained portions of those parcels that are considered Vacant or Partially Vacant. Parcels are not considered buildable if they were classified as Developed-Constrained, Developed, or Ignored, per the above definitions.

The amount of buildable land must also be adjusted to account for land needed for public facilities. For the purposes of this analysis, it is assumed that 30% of unconstrained land will be needed for public facilities, including streets, major infrastructure easements, schools, parks, and churches/fraternal organizations.<sup>6</sup>

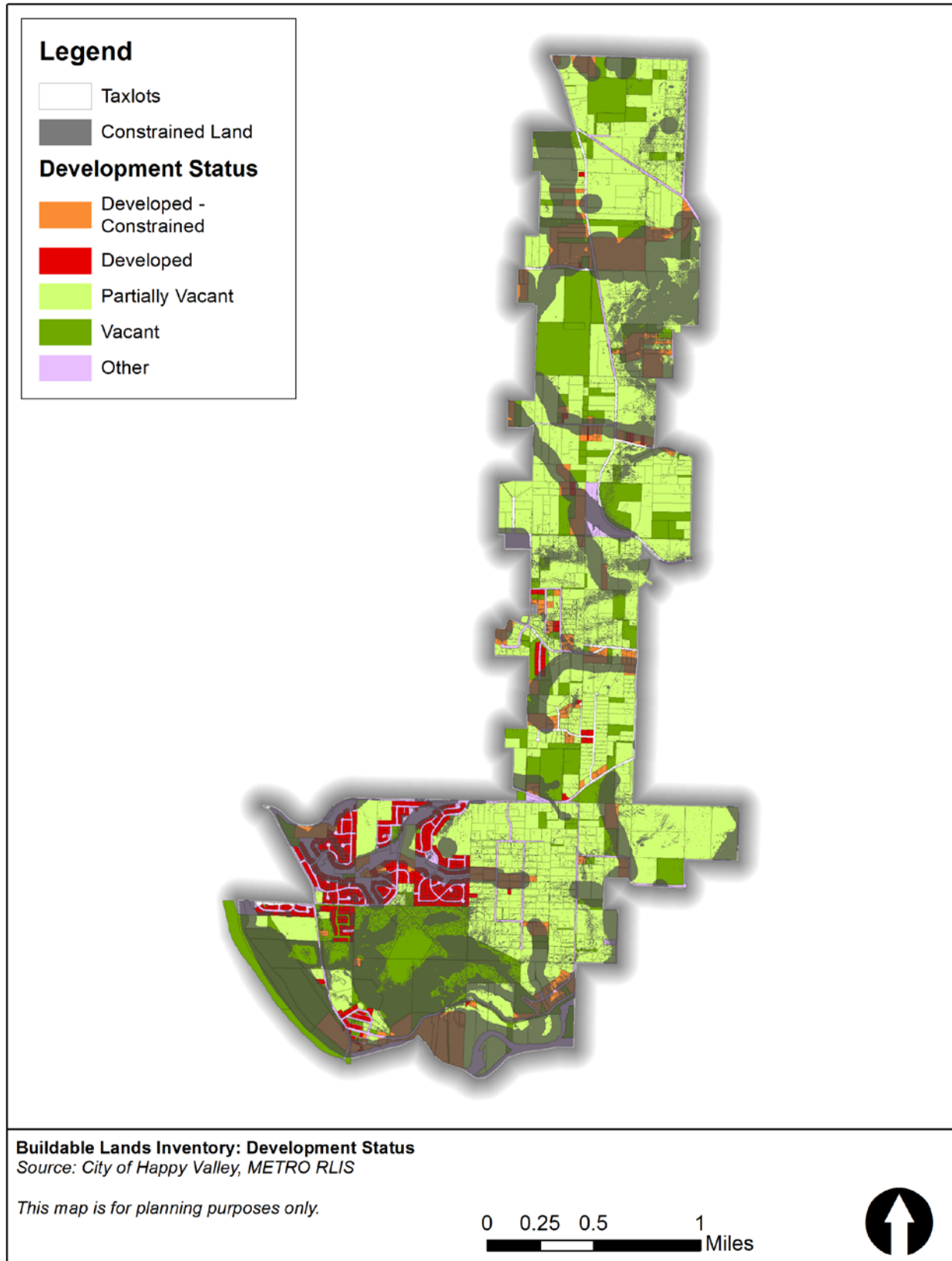
Table 2 presents the amount of gross buildable land in the study area by parcel size. The 30% deduction for public facilities is applied to arrive at the net buildable land in the study area. This data is depicted in map form in Figure 9.

*Table 2. Buildable Lands by Parcel Size  
Acres of Unconstrained Land, 30% Deduction for Public Facilities*

	Vacant		Partially Vacant		Total	
Parcel Size	Gross	Net	Gross	Net	Gross	Net
0 to 0.5 acre	10	7	0	0	10	7
0.5 to 1 acre	15	11	98	68	113	79
1 to 3 acres	43	30	322	225	365	256
3 to 5 acres	46	32	202	141	248	173
5 to 20 acres	109	76	256	179	365	255
20+ acres	129	90	106	74	235	164
<b>Total</b>	<b>352</b>	<b>246</b>	<b>983</b>	<b>688</b>	<b>1336</b>	<b>935</b>

<sup>6</sup> This assumption is based on the City of Damascus Buildable Land Inventory (2013). The percentage was adjusted down from 33% to 30% to account for the fact that some existing public streets and parks were classified as Ignored parcels in Step 2 of this analysis, and therefore already deducted from the BLI.

Figure 9. Land Classification and Constrained Lands



## Buildable Lands by Metro 2040 Growth Concept Designations

For the purpose of assessing the supply of land compared to the projected need over the planning horizon, the amount of buildable land (unconstrained acres) in each Metro 2040 Growth Concept designation is presented in Table 3. This land inventory can be used to generally assess the supply of land as currently designated by this regional vision in comparison to the forecasted need.

*Table 3. Gross Buildable Lands by Metro 2040 Growth Concept Designation*

Metro 2040 Designation	Taxlot Size			Total
	<1 Acre	1-5 acres	>5 Acres	
Neighborhood	102	400	284	<b>785</b>
Employment	8	40	5	<b>53</b>
Industrial	11	159	288	<b>458</b>
Regionally Significant Industrial	2	14	24	<b>40</b>



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MEMORANDUM

## **Landscape, Context and Neighborhood Analysis - Overview Pleasant Valley/North Carver Comprehensive Plan**

DATE November 7, 2018  
TO Project Committees  
FROM Joe Dills and Jamin Kimmell, APG

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The consultant team will present a “Landscape, Context and Neighborhood Analysis” at the committee meetings on November 15, 2018. The purpose of this work is to:

- a. Provide a background study of the existing conditions, with a focus on “fitting the plan to the land”
- b. Create maps and diagrams of the potential location, size, and character of existing and future neighborhoods within the planning area

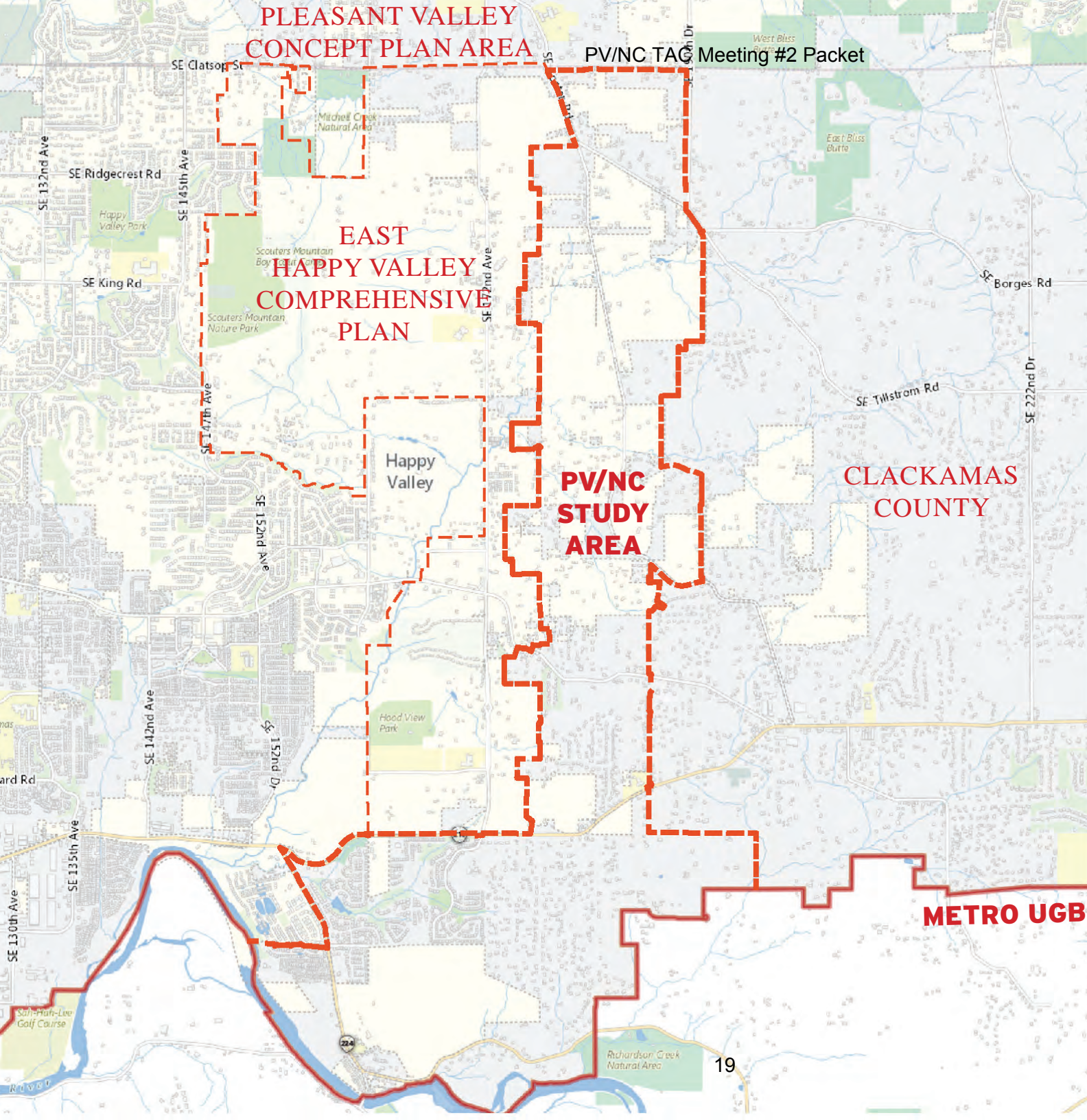
The presentation will include maps and diagrams of the following topics:

- Planning context of East Happy Valley, the Pleasant Valley Concept Plan area, and Clackamas County/Damascus
- Existing structures, natural resources, steep slopes
- Existing and future (from adopted plans): commercial centers, multi-family, employment, parks and natural areas, street networks, transit
- East Happy Valley recent development

Using the above information, the committees will review and discuss working maps of a potential neighborhood structure for the Pleasant Valley and North Carver Subareas.

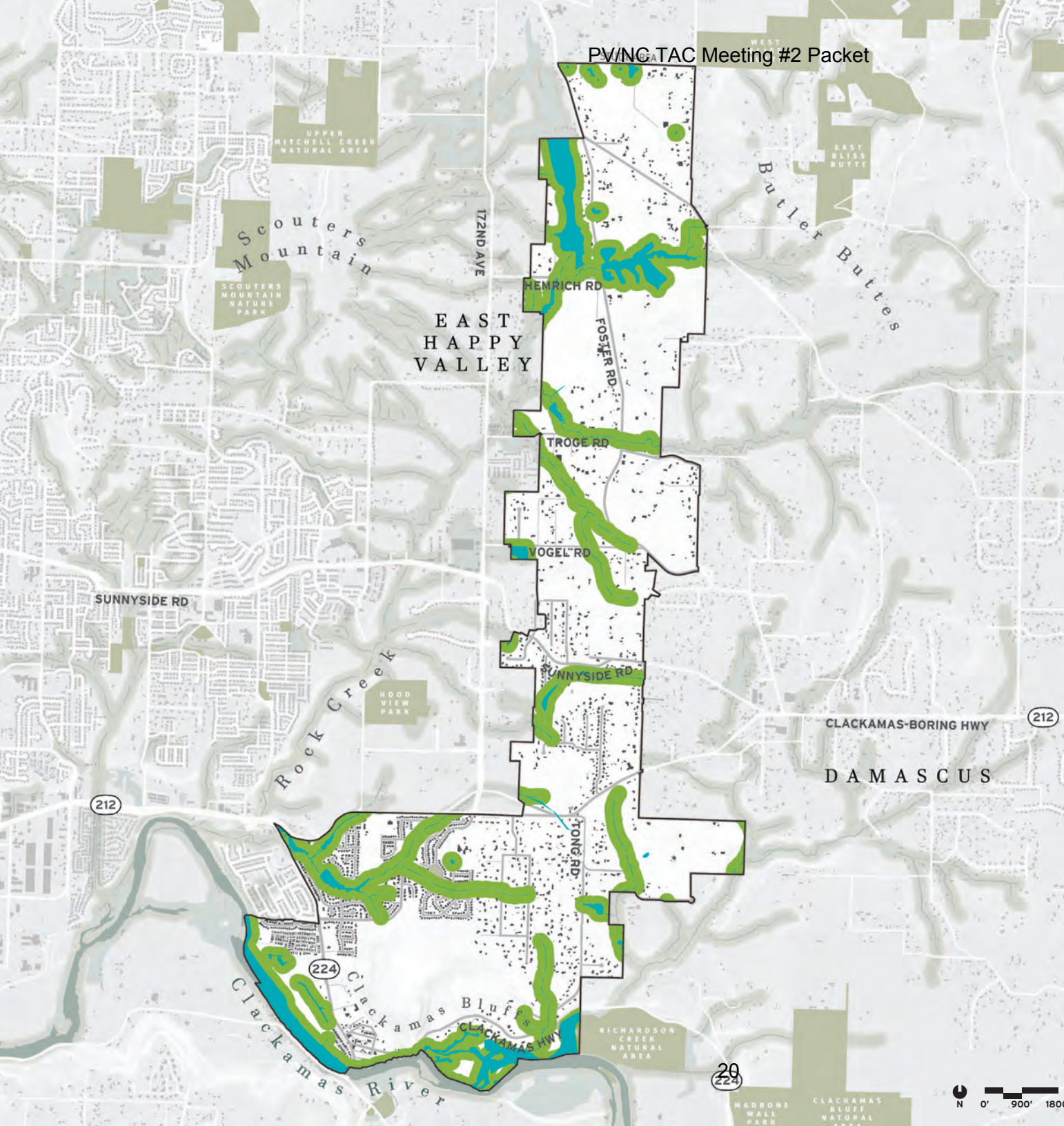
As a preview, attached are three initial maps: context, natural areas, and steep slopes.





# CONTEXT



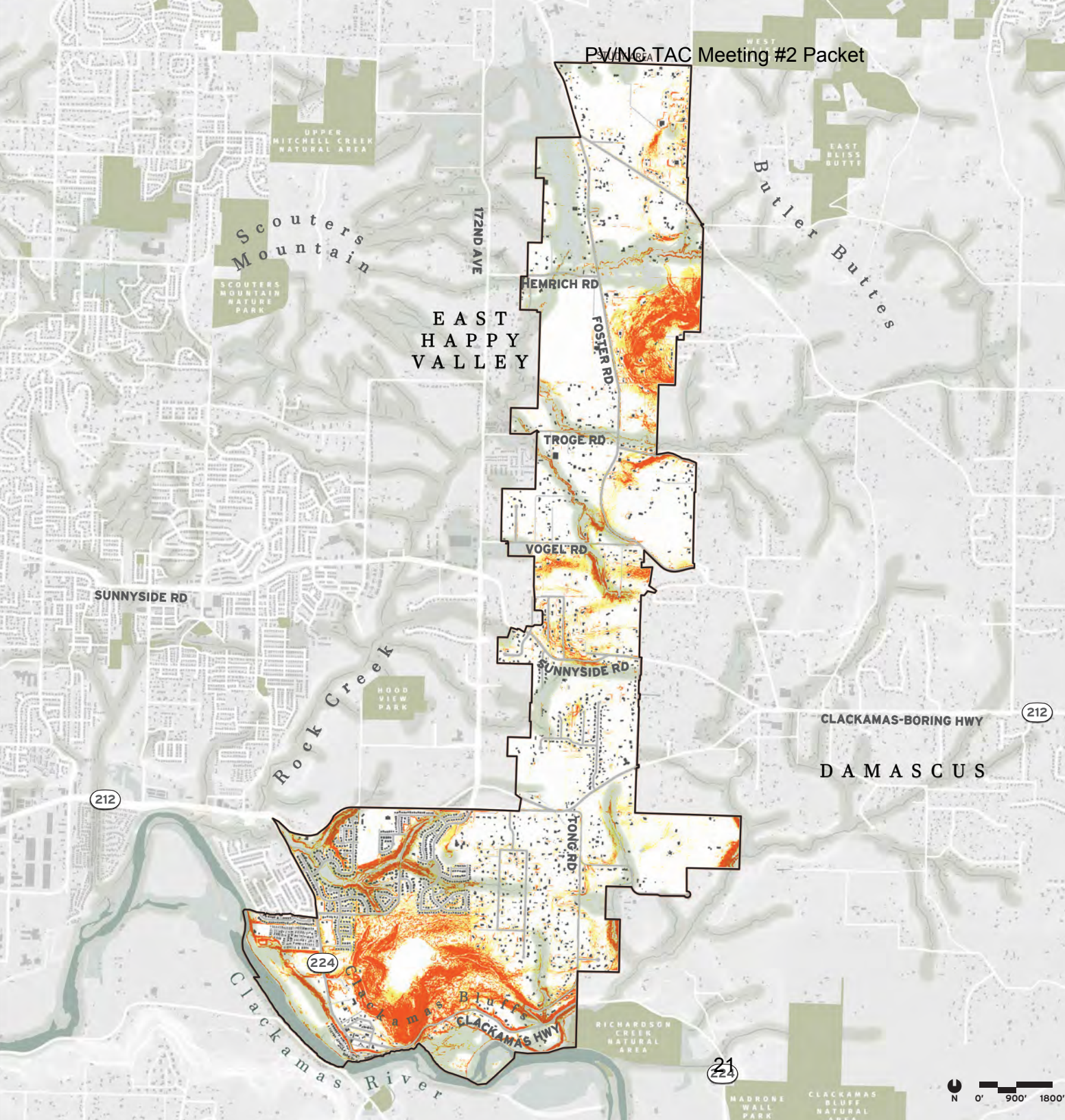


- 200' riparian buffer
- Protected Water Quality Resource Area (PWQRA)

# NATURAL RESOURCES



- Conservation Slopes
- Transition Slopes



# STEEP SLOPES



Architectural  
Resources Group

**Historic Resources Memorandum  
Pleasant Valley/North Carver Comprehensive Plan**

**Architectural Resources Group  
June 2018**

**Table of Contents**

1. Introduction and Methodology.....	1
2. Previous Historic Resource Surveys .....	1
3. Summary of Relevant Regulations .....	7

**1. Introduction and Methodology**

At the request of Angelo Planning Group, Architectural Resources Group (ARG) has developed this historic resources memorandum in support of the Pleasant Valley/North Carver Comprehensive Plan. The memorandum compiles the findings of historic resource surveys conducted previously in the Plan Area, and summarizes relevant state and local regulations pertaining to historic resources.

To compile this memorandum, ARG participated in the kickoff meeting and Plan Area tour on May 11, reviewed the Clackamas County Cultural Resource Inventory, and reviewed historic resource-related materials created in conjunction with the draft City of Damascus Comprehensive Plan.

**2. Previous Historic Resource Surveys**

***Clackamas County Cultural Resource Inventory***

In 1984, Clackamas County completed a multi-volume, countywide cultural resource inventory that was intended to provide documentation of all significant cultural resources in the county. Expanded survey information regarding the identified properties was added to the inventory in 1989-90. Through this inventory, 36 historically significant properties were identified in the Happy Valley/Sunnyside/Damascus area, 6 of which are located within the Pleasant Valley/North Carver Comprehensive Plan Area:

- James Akins House  
18485 SE Foster Road  
Style: Queen Anne Vernacular, c. 1880

- John Thomas House  
17855 SE Foster Road  
Style: Queen Anne Vernacular, c. 1880
- Troge House  
19932 SE Foster Road  
Style: Vernacular/Classical Revival, 1869
- John Byers Farm  
15790 SE Hwy 224  
Style: Queen Anne, 1895
- Carver School  
16077 SE Hwy 224  
Style: 20th Century Classical Revival, 1936-1940
- Henry Bock House (aka Feathers Residence)  
18666 SE Highway 212  
Style: Vernacular, 1880/1914

Two of these six properties – Carver School and the John Byers Farm – are designated Clackamas County Historic Landmarks.<sup>1</sup>

#### *Historical Background*

In addition to property-specific information, the Inventory includes the following summary historical background information regarding the Happy Valley/Damascus area:<sup>2</sup>

Early development of the Happy Valley-Damascus area can be attributed to the proximity of the Barlow Road; the westernmost link of the Oregon Trail. The northern alignment of the Barlow Road, established by the 1850s, followed the north side of the Clackamas River and entered Oregon City via the present city of Gladstone. Early settlers were few and widely scattered and included Isaac Capps and Chevalier Richardson, who settled claims in the Rock Creek and Damascus areas, respectively.

Despite the seemingly heavy traffic through the study area, few early pioneers filed donation land claims. However, by the 1870s pioneers began to settle in the Happy Valley-Damascus area. Three factors are believed to have caused this development pattern. Oregon City held a strong attraction; many people stayed in this “urban” place and worked in the commercial or industrial establishments there. Pioneers interested in farming sought arable and accessible land near and along the navigable waterways, which were more dependable thoroughfares than the muddy, rutted roads of the period. Lastly, the topography of the Happy Valley area is hilly and therefore

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<sup>1</sup> The Clackamas County Historic Review Board formally designates County Historic Landmarks based on their architectural, environmental, or historical significance according to the terms set forth in Section 707 of the Clackamas County Zoning and Development Ordinance.

<sup>2</sup> Clackamas County Historic Resources Inventory, *Happy Valley Sunnyside Damascus Area*, 1990. This historical overview is repeated in the contextual information included in the Inventory for each of the area’s 36 historically significant properties.



not well suited to the common agricultural practices of the mid-19th century. The population of the county at this time was primarily made of English, Irish and German emigrants, many of whom had lived in the Missouri, Mississippi or Ohio river valleys prior to moving westward to Oregon. These settlers chose first the level land and later developed the more hilly [sic] uplands areas.

Mid-19th century dwellings were often of log or simple wood-frame construction. Many buildings exhibited an influence of the Classical Revival style of architecture, although generally this influence was limited to symmetrical facade arrangements, and suggestions of a cornice at the eave line and corner boards.

Like their residential counterparts, agricultural buildings from the period were generally simple buildings. Due to the nature of farming practices, barns and sheds were low-profile, broad buildings.

After the Civil War (1865-1883), the area experienced slow but steady growth. The Barlow Road continued to be an important roadway, operating as a toll road through the first decade of the 20th century. Phillip Foster's Place, at present-day Eagle Creek, east of the study area, was an important point on the Barlow Road. Foster, who was a partner *in* the Barlow Road enterprise, sheltered traveling pioneers on the last leg of the trip. The road connecting Foster's Place with the road to the Columbia River, present day 82nd Avenue, as well as Milwaukie and Portland was established during the mid-19th century.

Communities sprung up along the early roadways throughout the historic period. Damascus, at the intersection of the Barlow Road and the road to Foster's Place, was one of those towns. The name Damascus apparently has biblical roots. A post office was established in Damascus in 1867 by Henry Pedigo. John S. Fisher was the first postmaster.

During the period following the Civil War, the construction of the Oregon-California Railroad may be considered the single most important event in the Happy Valley-Damascus area. In the late 1860s two factions set out to construct the line from Portland to Sacramento. One group selected the east side of the Willamette and the other took the west side. Whichever group reached the upper Willamette Valley first was to win the right to complete the line south. The east side line ran from Portland southward, skirting around Milwaukie and continuing south toward Oregon City, through the present community of Clackamas. The east side group won the competition and completed the line over the latter decades of the 19th century.

The town of Clackamas, originally named Marshfield, was platted in 1869-1870. The town grew up around the railroad stop and featured a post office and a number of businesses that catered to the farmers who populated the hinterlands.

During this period subsistence farming was the norm throughout the county, as well as in the Happy Valley-Damascus vicinity. Livestock and cereal grains were raised. Lumber complemented the rural economy. Kitchen gardens were essential. Towards the end of the period oats began to surpass wheat as the number one crop and potatoes attained the rank of number three crop. Increasing numbers of livestock corresponded with an increase in hay production. The total number of acres in cultivation tripled during the period. Further, improvements in farm practices and building technology caused changes to agricultural buildings.

Dwellings from the period were simple wood-frame buildings; many showed an influence, albeit watered down, from the Gothic Revival style of architecture. This type is commonly referred to as the Vernacular or Western Farmhouse style. In contrast to earlier dwellings the buildings of this period had a vertical emphasis; windows were taller and roof pitch was steeper. Drop siding was the most popular exterior wall material although some buildings were clad with the more primitive lap siding. Windows had multiple lights or panes. The windows of earlier buildings (circa 1860) typically had six lights or panes in each sash. As window glass became more readily available panes became larger and the number became fewer. By the end of the period four lights per sash were common.

In general, agricultural buildings continued to be low, broad buildings. However, beginning in the 1870s barns began to be taller to accommodate machinery, such as hay fork lifts.

During the Progressive Era (1884-1913) the population of Clackamas County tripled from 9,260 to almost 30,000, pushing the new comers to develop the hilly land well away from the river and the Barlow Road. By the turn-of-the-century wagon roads or "market roads" crossed the county, facilitating the transference of farm products to loading points along the railroad or to urban markets.

Interurban railroads also sought to fill the demand for better commuter and freight transportation, and entrepreneurs took advantage of the situation. Boring, named for the long time resident W.H. Boring, was one of towns which was established along an interurban railroad line. Boring Junction was platted in 1903, the year the interurban railroad line was constructed between Portland and Estacada. Estacada, located south of the Happy Valley-Damascus study area, was billed as a recreational spot, as well as the site of the power company dam on the Clackamas River.

While the Vernacular style continued to be the most popular architectural style in the Happy Valley-Damascus area between 1883 and 1913, in rare instances more elaborate styles were constructed. Some rural folk adapted modest forms of the highly decorative eclectic styles, such as the Queen Anne and Eastlake, popular in cities during the latter years of the 19th century. The availability of machine made ornament, such as turned posts and balustrades, jigsawn brackets, and patterned shingles, allowed a modicum of decorative treatments to be used on even the most remote farmhouse.

At the turn-of-the-century innovative American styles, such as the Craftsman-Bungalow, of architecture originated. The designers of this type rejected the machine-made ornament of the late Victorian period and instead, embraced a hand-crafted appearance and a more natural use of materials. This building type became the most popular through the early decades of the 20th century.

Agricultural buildings changed dramatically during the Progressive Era. By the turn-of-the-century barns had become quite tall. Most barns were equipped with devices to raise hay to a second or third floor or loft. Barns were designed in a variety of shapes, including Gambrel and Gothic Gambrel.

During the Motor Age (1914-1940) transportation improvements and growth in population continued to fuel agricultural activity. By the 1920s specialized crops, such as fruit and nut

cultivation, and dairying began to supplant general farming in the Happy Valley-Damascus vicinity.

Another interurban railroad line effected the development of the Happy Valley-Damascus study area in the early years of the 20th century. In 1915, Stephen S. Carver began to promote an interurban railroad line from Oregon City to south side of the Clackamas River. At the point the line crossed the river, Carver platted a town named for himself. This river crossing, known during the 19th century as Baker's Ferry, later Baker's Bridge and still later as Stone, became the Carver's townsite.

Horace Baker held the donation land claim for the area south of the river and operated the ferry until the early 1880s. The derivation of the name Stone has been explained two ways. According to Lewis McArthur, noted historical geographer, the name was established because of large boulders in the river. Another legend suggests that the place was named for Livingston Stone, first supervisor of the fish hatchery established here in the latter part of the 19th century. The fish hatchery was the first in Oregon and the second in the United States. In 1903, the hatchery was relocated to a point on the river south of Clackamas.

Throughout the county the Craftsman-Bungalow style continued to be the most popular style, although some period revival style buildings were constructed. After World War I, it was the influence of European architecture that inspired architects and builders to construct in the English Cottage and Tudor Revival styles. Concurrently, the Colonial Revival gained popularity. This style, as the name suggests, illustrated a strong sense a national pride.

Changes in agricultural buildings continued. Large barns were still constructed, but the most notable change was the introduction of buildings for large-scale specialized farming, such as dairying.

During the Depression the population remained constant and the towns remained as agricultural centers, but little construction occurred. Summer houses, built on the banks of the Clackamas River are the notable exception to the rule.

Since World War II, the Happy Valley-Damascus area has witnessed dramatic changes. Most noteworthy is the conversion of agricultural land to suburban residential subdivisions. The construction of the Interstate 205 freeway on the eastern periphery of the study area and the construction of the Clackamas Town Center/Promenade, etc. have stimulated a host of suburban development.

### ***I-205 to Rock Creek Junction Survey***

In 2007, additional historic resource survey work was conducted in the Plan Area by Archaeological Investigations Northwest (AINW) to fulfill federal requirements related to proposed roadway expansion and upgrades between I-205 and Rock Creek Junction.<sup>3</sup> AINW identified 71 aboveground properties within the highway project area that were 45 years of age or older, including 8 located within the Pleasant Valley/North Carver Comprehensive Plan Area, and 9 located outside of but adjacent to the

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<sup>3</sup> Archaeological Investigations Northwest, "Cultural Resources Technical Report, Sunrise Project: I-205 to Rock Creek Junction (Highway 212/224)," November 2007. The federal requirements were Section 106 of the National Historic Preservation Act (NHPA) and Section 4(f) of the Department of Transportation Act.

Plan Area. AINW did not find any of these 17 properties to be eligible for the National Register of Historic Places, generally due to loss of integrity and/or lack of architectural distinction.

*Within the Pleasant Valley/North Carver Comprehensive Plan Area*

- 15690 SE Highway 212 (Martin Lehman House, 1926)  
Survey evaluation: previously determined not eligible for listing in the National Register of Historic Places (NRHP)
- 15528 SE Anderegg Parkway (residence, c. 1920)  
Survey evaluation: not eligible due to a loss of integrity
- 17746 SE Highway 212 (residence, 1959)  
Survey evaluation: not eligible due to a loss of integrity and lack of architectural distinction
- 17780 SE Highway 212 (residence, 1925)  
Survey evaluation: not eligible due to a loss of integrity and lack of architectural distinction
- 17900 SE Highway 212 (garage, c. 1930)  
Survey evaluation: not eligible due to a loss of integrity and lack of architectural distinction
- 17920 SE Highway 212 (residence, 1930)  
Survey evaluation: not eligible due to a loss of integrity and lack of architectural distinction
- 17981 SE Highway 212 (residence, 1954)  
Survey evaluation: not eligible due to a loss of integrity and lack of architectural distinction
- 17785 SE Armstrong Circle (residence, 1925)  
Survey evaluation: not eligible due to a loss of integrity and lack of architectural distinction

*Adjacent to the Pleasant Valley/North Carver Comprehensive Plan Area*

- 15431 SE 152nd Drive (residence, 1925)  
Survey evaluation: not eligible due to a loss of integrity and lack of architectural distinction
- 15481 SE 152nd Drive (residence, 1948)  
Survey evaluation: not eligible due to a loss of integrity and lack of architectural distinction
- 15221 SE Highway 212 (John Donaldson Residence, 1930)  
Survey evaluation: previously determined not eligible for listing in the NRHP by the State Historic Preservation Office (SHPO)
- 15278 SE Highway 224 (residence, 1935)  
Survey evaluation: not eligible due to lack of architectural distinction
- 15302 SE Highway 224 (residence, 1936)  
Survey evaluation: not eligible due to lack of architectural distinction



- 16409 SE Highway 212 (Svendsen-Brown Farmstead, c. 1910)  
Survey evaluation: not eligible due to a loss of integrity and lack of distinction
- 16631 SE Highway 212 (Mirrell Newell House, 1925)  
Survey evaluation: not eligible due to a loss of integrity and lack of distinction
- 17141 SE Armstrong Circle (residence, 1945)  
Survey evaluation: not eligible due to a loss of integrity
- 15951 SE Highway 212  
Survey evaluation: not eligible due to lack of integrity and architectural distinction

### 3. Summary of Relevant Regulations

#### ***Clackamas County Preservation Ordinance***

Until such time as the Pleasant Valley/North Carver Comprehensive Plan is formally adopted, all parcels within the Plan Area are subject to the Clackamas County Zoning and Development Ordinance. Section 707 of this ordinance specifies the definitions, review procedures, and permitted uses for the County's historic landmarks, historic districts, historic corridors and contributing resources. In the event that any identified historic resources within the Plan Area (including any of the six identified above in Section 2) are annexed by the City of Happy Valley, the City's Historic Properties Overlay Zone (described below) should be extended to those properties.

#### ***Happy Valley Comprehensive Plan and Development Code***

The City of Happy Valley Comprehensive Plan establishes policies related to the protection of historic resources. The policies are part of Chapter 3 of the Comprehensive Plan (Natural Environment) and implement Statewide Planning Goal 5. There are two specific policies pertaining to historic resources:

*NE-1.5: Maintain an inventory of the location, quality, and quantity of open space, scenic areas and historic sites to be managed in the development process.*

*NE-1.8: Protect any identified significant historic resources from inappropriate development.*

Taken together, the policies call for the city to both identify historic resources in an inventory and to protect those historic resources from "inappropriate development". The policies are implemented by the Land Development Code ("development code"), which is Title 16 of the Happy Valley Municipal Code). The development code includes a Historic Properties Overlay Zone (Chapter 16.33). The purpose of the overlay zone is as follows (Section 16.33.010)

*The description and purpose of this overlay zone is to keep and protect features within the City that reflect the City's special and historical heritage in order to:*

- A. Safeguard the City's heritage as embodied and reflected in such features;*
- B. Encourage public awareness and knowledge of the City's history and culture;*
- C. Foster pride and a sense of identity with Happy Valley as a place;*
- D. Identify and resolve conflicts between the preservation of cultural resources and alternative land uses.*

The Historic Properties Overlay Zone is applied to a property through a quasi-judicial procedure, consistent with procedures for other types of plan amendments (see Chapter 16.67). The overlay zone establishes evaluation criteria or factors that must be considered by the Planning Commission in determining that a property is worthy of protection. Properties that receive the designation are then subject to special permitting requirements that are intended to protect the property from inappropriate development actions. These permitting requirements include:

- All exterior modifications must be reviewed by the Planning Commission. Approval of an exterior modification to the property must meet approval criteria associated with retention of original construction; height; bulk; visual integrity; scale and proportion; materials, colors and textures; and signing and lighting.
- Demolition of protected properties must be approved by City Council in a public hearing. Approval of a demolition must meet approval criteria that the original designation of the property was made in error, the resource is no longer significant, or the property owner is bearing “unfair economic burden” to maintain the historic resource.

### ***Oregon Statewide Planning Goal 5***

Oregon Statewide Planning Goal 5 stipulates that “[l]ocal governments shall adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations.” In support of this goal, local governments and state agencies are encouraged to maintain current inventories of historic resources; open space; and scenic views and sites.<sup>4</sup>

### ***OAR 660-023-0200***

The Oregon Land Conservation and Development Commission (LCDC) is charged by the Oregon Legislature with adopting, maintaining, and enforcing statewide planning goals to carry out the land use policies of the state. LCDC’s rules regarding implementation of the Statewide Land Use Planning Goals are known as “Oregon Administrative Rules” or “OAR.” The Goal 5 implementing rules regarding historic resources are set forth in OAR 660-023-0200. LCDC completed revisions to these rules in 2017 that:

- address inconsistencies in the application of Goal 5 at the local level;
- identify the baseline standards and procedures for inventorying and designating historic resources;
- outline the basic public process for the implementation of local protection measures; and
- clarify who constitutes an “owner” for purposes of the owner consent law.

According to these rules, jurisdictions are encouraged, but not required, to have a preservation ordinance and to adopt local historic inventory and designation processes. In developing historic preservation programs, local jurisdictions are encouraged to adopt historic preservation ordinances that are consistent with the *Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation*. In conjunction with creating a historic resource inventory, local jurisdictions are encouraged to develop a local historic context statement and adopt a historic preservation plan.

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<sup>4</sup> Much of this Goal 5 rule summary is adapted from State Historic Preservation Office, “Planning for Historic Preservation in Oregon: A Guide to the Administrative Rule for Protecting Historic Resources under Statewide Planning Goal 5,” February 2018.

*Required Protection: Demolition Review*

Perhaps the most significant aspect of the 2017 Goal 5 rule changes is the establishment of a required demolition review process for properties listed on the National Register of Historic Places.<sup>5</sup> Regardless of whether or not it has adopted a preservation ordinance, a local government must hold a public hearing to consider a demolition request. (“Demolition” is defined as any act that destroys, removes, or relocates, in whole or part, a significant historic resource “such that its historic character or significance is lost,” unless local plan and regulations contain a different definition.) The rule provides no specific requirements regarding the conduct of the hearing, so a local government can follow its normal procedures for a quasi-judicial land use hearing.

The new rules also identify a list of “factors” for the decision-making body to consider when hearing the request to demolish or relocate a resource. These factors include condition, historic integrity, age, historic significance, value to the community, economic consequences, design or construction rarity, and consistency with comprehensive plan. Demolition of accessory structures or non-contributing properties within a historic district are excluded from these review requirements. Ultimately, the local government may approve, approve with conditions (such as institution of a 120-day demolition delay to provide interested parties an opportunity to consider alternatives to demolition), or deny the request for demolition or relocation.

*Supplemental Protections*

For any resources designated to the National Register after February 10, 2017, a public hearing is required to impose any protections beyond demolition review. For example, adoption of design guidelines for a National Register-listed historic district that was listed after February 10, 2017 would require a public hearing.

*Inventory v. Designation*

In particular, the revised Goal 5 rules better differentiate between *inventorying* historic resources and *designating* historic resources. A *historic resource inventory* is a list of properties the historic significance of which have been evaluated based on site reconnaissance or other research. As such, creating or updating a historic resource inventory:

- Does not require a public hearing.
- Can be done without owner consent and a property may remain on the inventory notwithstanding owner objection.
- Is based on consideration of whether the resource satisfies one or more National Register or local significance criteria.

The Goal 5 rules encourage inventories be completed in accordance with standards and guidelines established by the State Historic Preservation Office (SHPO) and be provided to that office in a format compatible with the Oregon Historic Sites Database.

By contrast, *historic resource designation* is the process by which regulations are applied to a specific property or set of properties that have been included in an inventory. As a result:

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<sup>5</sup> At the time this report was completed, the Plan Area did not include any properties listed on the National Register of Historic Places.

- Designation is considered a land use decision requiring notice and public hearing.
- Local jurisdictions must allow owners to refuse historic designation at any time in the designation process.
- Local jurisdictions must adopt land use regulations if they want to protect locally significant historic resources.

OAR 660-023-0200 includes a detailed definition of who constitutes an “owner” for purposes of owner consent. If a property owner withholds consent for designation of a locally significant resource, the local government is prohibited from approving a request to demolish or modify the resource for at least 120 days after the owner’s refusal to consent to designation.

***Oregon Revised Statute 358.653***

Oregon Revised Statute (ORS) 358.653 obligates state agencies and political subdivisions of the state—including counties, cities, universities, school districts, and local taxing districts—to consult with the State Historic Preservation Office (SHPO) to avoid and/or mitigate impacts to historic properties for which they are responsible. Any property listed on the National Register of Historic Places or that appears eligible for listing qualifies as a historic property for purposes of this statute.

To comply with ORS 358.653, the City of Happy Valley would consult with SHPO regarding any project that involves modification of a publicly-owned property greater than 50 years of age, or any public project that involves modification of a property greater than 50 years of age. (Unless the property has previously been formally surveyed and found ineligible, in which case consultation is not required.) The focus of this consultation would be three-fold: (1) to determine whether the affected property possesses historic significance and, if so, possesses sufficient integrity to convey that significance; (2) to determine whether the proposed project would adversely impact the property’s significance (if it is significant); and (3) to identify project modifications or other measures that would avoid, reduce or mitigate for identified impacts.

Additional information about the SHPO consultation process is available on the SHPO website.<sup>6</sup>

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<sup>6</sup> Oregon State Historic Preservation Office, “Federal and State Compliance for Historic and Archaeological Resources,” [https://www.oregon.gov/oprd/HCD/SHPO/pages/preservation\\_106.aspx](https://www.oregon.gov/oprd/HCD/SHPO/pages/preservation_106.aspx), accessed June 22, 2018.



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## MEMORANDUM

# **Park System Needs Assessment**

## **Pleasant Valley/North Carver Comprehensive Plan**

DATE September 27, 2018  
TO City Project Team  
FROM Joe Dills and Jamin Kimmell, Angelo Planning Group

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Parks and open space represent the basic foundation of a healthy recreation system and provide opportunities for residents of all ages to meet, play, grow and thrive. This Park System Needs Assessment represents an initial review of existing recreational amenities with the Pleasant Valley/North Carver study area and offers considerations for future planning toward the preparation of the Pleasant Valley/North Carver Comprehensive Plan. As project information for the study area evolves, recommendations for parks, open spaces, trails and other recreational opportunities will be re-evaluated and refined.

## **EXISTING CONDITIONS**

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Parks and open spaces are owned and managed by a variety of different organizations within, or in proximity to, the Pleasant Valley/North Carver study area. Site ownership and management range from individual parcels held by a school district or homeowners association to large tracts intended to serve the planning policies of the regional government. The following section summarizes the existing holdings within the study area that do or may serve a function in the overall parks and open space system.

## **LOCAL PARKS**

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### **North Clackamas Park and Recreation District (NCPRD)**

The North Clackamas Park and Recreation District (NCPRD) is a special tax district and serves the recreation needs of Milwaukie and a large area of unincorporated Clackamas County. The District's facilities include more than 39 parks, 25 natural areas, 15 miles of trails including the 6-mile Trolley Trail, Mount Talbert Nature Park and two facilities: the North Clackamas Aquatic Park and the Milwaukie Center. While the City of Happy Valley initiated a process to withdraw from the District in

2017, NCPRD still owns and maintains park and open space properties in Happy Valley and within the Pleasant Valley/North Carver study area. Within the study area, the District owns the following sites.

*Table 1. North Clackamas Parks and Recreation District Parks*

Site Name	Acreage	Notes
Trillium Creek Park	7.66 acres	6.27 acres open space, 1.39 developed neighborhood park
Orchard Summit Open Space	4.24 acres	Undeveloped
SE Vogel Road Site	14.31	Undeveloped

## Clackamas County

Clackamas County also provides parks and recreation facilities, including nine parks, a marina and a golf course. The County is a partner on the 21-mile, paved Springwater Corridor Trail stretching from downtown Portland to Boring. The County does not have any recreational land holdings within the study area, but the County owns the Madrone Wall Climbing Area that is located to the southeast of the study area along Highway 224.

## Metro

Metro provides planning and coordination to manage growth, infrastructure and development issues across the three-county region. Metro is known for its comprehensive system of parks and manages 17,000 acres of parks, trails and natural areas across the Portland metropolitan region, from the Chehalem Ridge to Oxbow Regional Park. Within the study area, Metro owns 4.8 acres of the larger, 78-acre Richardson Creek Natural Area, which is located in southeast corner of study area on north side of Clackamas River. Other Metro properties near the study area include the West Bliss Butte and the East Bliss Butte located east of SE 190<sup>th</sup> Drive at SE Cheldelin Road.

## SCHOOL DISTRICTS & GROUNDS

The Pleasant Valley/North Carver study area is served by three public school districts: the North Clackamas School District, the Centennial School District and the Gresham-Barlow School District. At the present, no developed public school sites exist within the study area. However, four elementary schools and one middle school are in close proximity to the study area boundary and provide limited outdoor recreation amenities. Each school site has outdoor playground equipment, grass play fields and sport courts. These amenities are similar to those offered by a neighborhood park.

## North Clackamas School District

The North Clackamas School District serves residents of Happy Valley and the Pleasant Valley/North Carver study area with seven elementary, three middle and one high school. The middle and elementary school offer playgrounds, sport courts and small fields for school-day usage. Clackamas High School offers a range of sport opportunities for students. The high school campus includes one football/soccer field, two baseball fields, two softball fields and a large practice field, along with five tennis courts and indoor gymnasium. Within the study area, the School District has acquired a 7.85-acre site located on the north side of SE Vogel Road for a future elementary school.

## Centennial School District

The Centennial School District serves the northeastern portion of the study area, and the nearest Centennial school to the study area is the Pleasant Valley Elementary School. This school's enrollment is approximately 400 students in kindergarten through 6<sup>th</sup> grade. The Centennial School District currently does not own property within the Pleasant Valley/North Carver study area, but does own land just north of the study area in unincorporated Multnomah County near the intersection of 172<sup>nd</sup> Avenue and Foster Road.

## Gresham-Barlow School District

The Gresham-Barlow District serves the eastern edge of the study area, and the nearest school to the study area is the Deep Creek-Damascus K-8 School. The Gresham-Barlow School District currently does not own property within the Pleasant Valley/North Carver study area.

## PRIVATE HOA PARKS & OPEN SPACE TRACTS

Private homeowner associations (HOAs) parks provide small-scale recreation opportunities for certain subdivisions. Within the study area, private HOA open space account for 34 acres at seven sites. With the exception of certain lands part of the Orchard Lake Homeowners Association, all of these HOA open spaces are undeveloped lands with no recreational amenities; they represent open space tracts set aside during the land development process. Although these private open spaces are not open to the general public and are intended to serve the residents of the immediate subdivision, they are still considered an important element of the overall open space system. In planning for the growth of the study area, future neighborhood parks should be provided to meet recommended service standards, especially for those residents not affiliated with private, homeowner association amenities and resources.

*Table 2. Home Owner Association Properties*

Site Name	Acreage	Notes
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Windswept Waters HOA	2.33 acres	Undeveloped
Shadow Mountain HOA	0.4 acres	Undeveloped
Orchard Lake HOA	8.56 acres	Walking path around Van Zyl Reservoir
Garrette Pointe HOA	7.64 acres	Undeveloped
Sigs Ridge HOA	2.11 acres	Undeveloped
Burlwood Estates HOA	7.47 acres	Undeveloped
Green Meadows Property Owners HOA	5.52 acres	Undeveloped

## PRIVATE RECREATION & FITNESS

No public recreation centers exist within the Pleasant Valley/North Carver study area; however, several private fitness clubs and centers operate in the greater Happy Valley area, and these enterprises highlight the latent demand for indoor recreation facilities and for recreation programming choices. These facilities vary in their offerings, providing workout, nutrition, education and professional coaching at market rates. One fitness facility is located within the study area; Eforce Sports is located at 17951 SE Hemrich Road and offers individual and group fitness training and sports performance. Other nearby fitness venues are generally centered around commercial nodes, such as SE Sunnyside Road between 162<sup>nd</sup> and 172<sup>nd</sup> Avenues, along Highway 212, and north of Johnson Creek along Powell Boulevard.



**Legend**

- PVNC Boundary
- City of Happy Valley
- Community Park
- Neighborhood Parks
- Natural Area / Open Space
- Planned Parks & Open Space
- Metro property
- Clackamas Co property
- NCPRD parks
- Home Owners Assoc. property
- Golf Course
- Cemetery
- School property
- Water

Map of Happy Valley, Oregon, showing various land use categories and parks. The map includes a legend, a scale bar, and a north arrow. The legend identifies categories such as PVNC Boundary, City of Happy Valley, Community Park, Neighborhood Parks, Natural Area / Open Space, Planned Parks & Open Space, Metro property, Clackamas Co property, NCPRD parks, Home Owners Assoc. property, Golf Course, Cemetery, School property, and Water. The map shows a large yellow area representing the PVNC Boundary, with various green areas representing parks and open spaces. The city of Happy Valley is outlined in black. The map also shows the Willamette River and several roads.

## RECREATIONAL NEEDS

Past community plans and other relevant documents were reviewed for policy direction and goals as they pertain to the provision and planning for parks, trails and recreation opportunities for the Pleasant Valley/North Carver study area. The most recent planning effort was the 2017 Parks, Recreation and Open Space Master Plan, which focused on parks, trails and recreational trails within the city limits of Happy Valley.

### Parkland

A parkland gap analysis and a set of system standards were compiled as part of the Happy Valley Parks, Recreation and Open Space Master Plan, which helped inform the needs assessment within the study area. As noted above, existing open spaces within the study area are limited to private homeowners association properties and one undeveloped school property. Since no additional park sites exist at present, the growth and development of the study area will result in significant increases in system gaps for active-use neighborhood and community parks.

Future planning for parks should consider options to fill known service gaps based on distribution and a target to site parks within a ½ mile of residences. The distribution standard should also correlate to the population need based standard noted in acres per thousand population. The current standards for the Happy Valley park system are as follows:

Classification	Standard	Distribution
Community Parks	4 acres/1000	1-2 mile service area
Neighborhood / Pocket Parks	2 acres/1000	¼ - ½ mile service area
Active Use Parks (Comm & NH)	6 acres/1000	
Natural Areas & Open Space	N/A	
Recreational Trails	N/A	
Special Use Facilities	N/A	

Furthermore, in planning for future parks, policies and strategies related to siting should focus toward providing larger parks as planned density increases to enable a diversity of recreational amenities within close proximity to population centers.

The amenity mix for future developed parks should include programmable, active recreation space (e.g., sport fields for soccer, lacrosse, baseball and softball, along with sport courts for tennis, pickleball and basketball), playgrounds, trails and passive space for walking, picnics and wildlife viewing.

In reviewing the existing parcelization, road network and natural features, future parklands should be planned and sited to accommodate at least one large community park (20-40 acres in size) to accommodate multiple sport fields, in addition to a recreational amenity mix that allows for internal

synergies between activities and a variety of uses to satisfy interests of the broader community. Additionally, 8 to 11 neighborhood park sites should be located for smaller scale, localized outdoor recreation. Depending on planned zoning and densities, these neighborhood parks could range in quantity and size (1.5-5 acres in size). The map shown as Figure 2 illustrates potential target areas for future neighborhood and community parks, based primarily on geographic distribution.

Additionally, existing sport programs in the area outstrip the capacity of current sport fields. With projected future population growth and growing participation in team sports, local sport leagues and field providers will need to use existing sites more effectively and secure funds to acquire and develop additional fields to meet current and projected demand. The existing deficit of sport fields in the area further strengthen the need to locate and secure at least one large community park that has sufficient flat, dry and developable ground suitable for sport field development and the associated support infrastructure.

Another unique opportunity within the study area lies along the Clackamas River. The Carver hub at the Clackamas River and the Market Road bridge could be strengthened as a riverfront water-based activity node, with synergies to Carver Park and the local Carver business community. Recreational activities around and private ventures supporting kayaking, stand-up paddle-boarding and floating could be the focus to direct improvements to this area, as well as provide residents of the greater Happy Valley area a destination-based riverfront recreation site.

## Recreational Trails

Recreational trail alignments for the study area have been conceptualized in several community plans including the Damascus-Boring Concept Plan, Happy Valley Parks, Recreation and Open Space Plan, Happy Valley Pedestrian System and Trail Master Plan, and the Metro Regional Trails System Plan. Proposed alignments noted in these plans provide a strong foundation for considering recreational pedestrian and bicycle connections for the study area, and these past plans are substantially consistent.

At the present, there are no built or formalized sections of recreational trails within the Pleasant Valley/North Carver study area; however, guidance from past plans focuses on three core tenets:

- Link parks and natural areas
- Utilize and link creek and river corridors
- Enable connections between population centers and unique natural landscapes

Specifically, the following recreational trail corridors that are near or pass through the study area include the following:

- Rock Creek Trail
- Powerline Trail
- Clackamas Butte Trail
- Clackamas River Trail

Additionally, opportunities exist within the study area to expand this network and improve connectivity to link public or private parks, schools and creekways. The map in Figure 2 below identifies potential linkages, which include alignments along Rock Creek tributaries to connect Scouters Mountain Elementary School, and east-west connections between the proposed Rock Creek Trail and Richardson Creek Trail. Options also exist to utilize homeowner association open space tracts to create localized linkages, as well as strengthening and elevating connections to the Clackamas River as a unique destination and recreational activity node.

As with roadway system and transportation planning, planning for recreational trails should be geared toward connectivity as the primary goal, rather than a numeric mileage or population based standard. Planning for the Pleasant Valley/North Carver study area should rely on a connectivity goal that re-states and reinforces the desire to improve overall connections across the planning area and to enhance off-street linkages between parks and major destinations, as feasible.

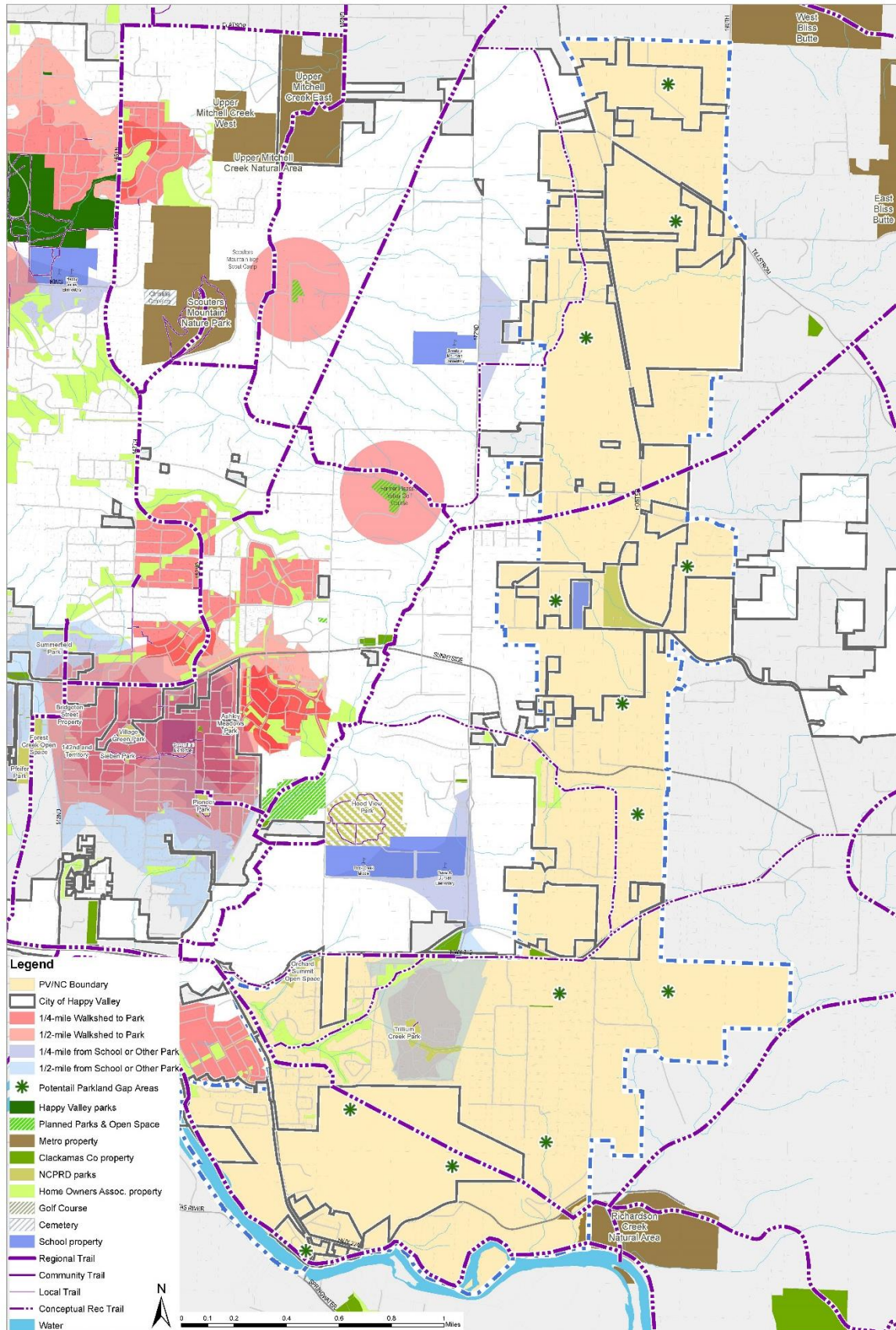
## **Recreation Programs & Facilities**

The future development and growth of the study area will trigger a greater demand for recreation programs and facilities based on regional and national trends in personal fitness, wellness and health management. Steady growth in participation rates for swimming, walking, cycling and personal fitness (e.g., yoga, Zumba, cross training) suggest the need for future services in the or near the study area for the growing population. Private fitness facilities may seek to locate in commercial or retail hubs or utilize transitional structures such as warehouses as scalable program space.

In an effort to address the demand for community-oriented recreation programming, the City of Happy Valley should continue to explore options to construct and operate a multi-use indoor recreation facility to enable comprehensive recreation programs for area residents. The facility should include gymnasiums, classrooms and multifunctional rooms and fitness rooms. A facility feasibility analysis should be conducted to explore the programming options, the potential for indoor aquatics and the inclusion of civic space (i.e., library, city service center/offices, etc.) or other leasable office space.



Figure 2. Map of Service Areas for Nearby, Existing Parklands & Potential Gap Areas







## MEMORANDUM

## East Happy Valley Comprehensive Plan – Development Activity Pleasant Valley/North Carver Comprehensive Plan

DATE November 6, 2018  
 TO PV/NC TAC and CAC  
 FROM Michael Walter and Chris Alfino, City of Happy Valley  
 Joe Dills and Jamin Kimmell, Angelo Planning Group

The purpose of this memo is to provide a summary of the zone designations and development activity in the East Happy Valley Comprehensive Plan (EHVCP) area. The summary is intended to inform the initial plan concepts for the Pleasant Valley/North Carver (PV/NC) Comprehensive Plan by providing a comparison to a recently adopted plan.

### Land Use Designations and Development Activity in the EHVCP Area

Table 1 provides a summary of the composition of the plan area by land use type (employment, single-family residential, etc.) and a summary of the number of acres that have been developed since the EHVCP was adopted in 2009. Note that the acreage numbers are estimates. A map of the land use designations and development status of properties in the EHVCP is attached to this memo.

*Table 1. Land Use Designations and Development Activity in the EHVCP*

				Developed	Developed		
		Count	Acres	Pre-EHVCP	approved	Change	Available
Commercial							
	CCC	4	20	5	5		15
	MCC	8	62	18	34		28
	Total	12	82	23	39	16	43
Employment							
	EC	5	208	24	24		185
	IC	5	84	7	7		77
	MUE	2	65	4	4		61
	Total	12	358	35	35	0	323
IPU		11	156	75	132	57	23

	Count	Acres	Developed Pre-EHVCP	Developed approved	Change	Available
<b>Multi-family (W/SFA)</b>						
MURA	2	9	0	1		8
MURM1	1	15	0	8		7
MURM2	17	93	23	26		67
SFA	16	79	19	22		57
<b>Total</b>	<b>36</b>	<b>195</b>	<b>42</b>	<b>57</b>	<b>15</b>	<b>138</b>
<b>Single-Family (detached)</b>						
MURS	10	53	10	32		21
R5	11	131	34	35		96
R7	8	99	26	26		73
R10	26	277	170	195		82
R15	5	142	16	132		10
R20	9	560	51	275		285
R20CC	2	5	0	0		5
<b>Total</b>	<b>71</b>	<b>1267</b>	<b>307</b>	<b>695</b>	<b>388</b>	<b>572</b>

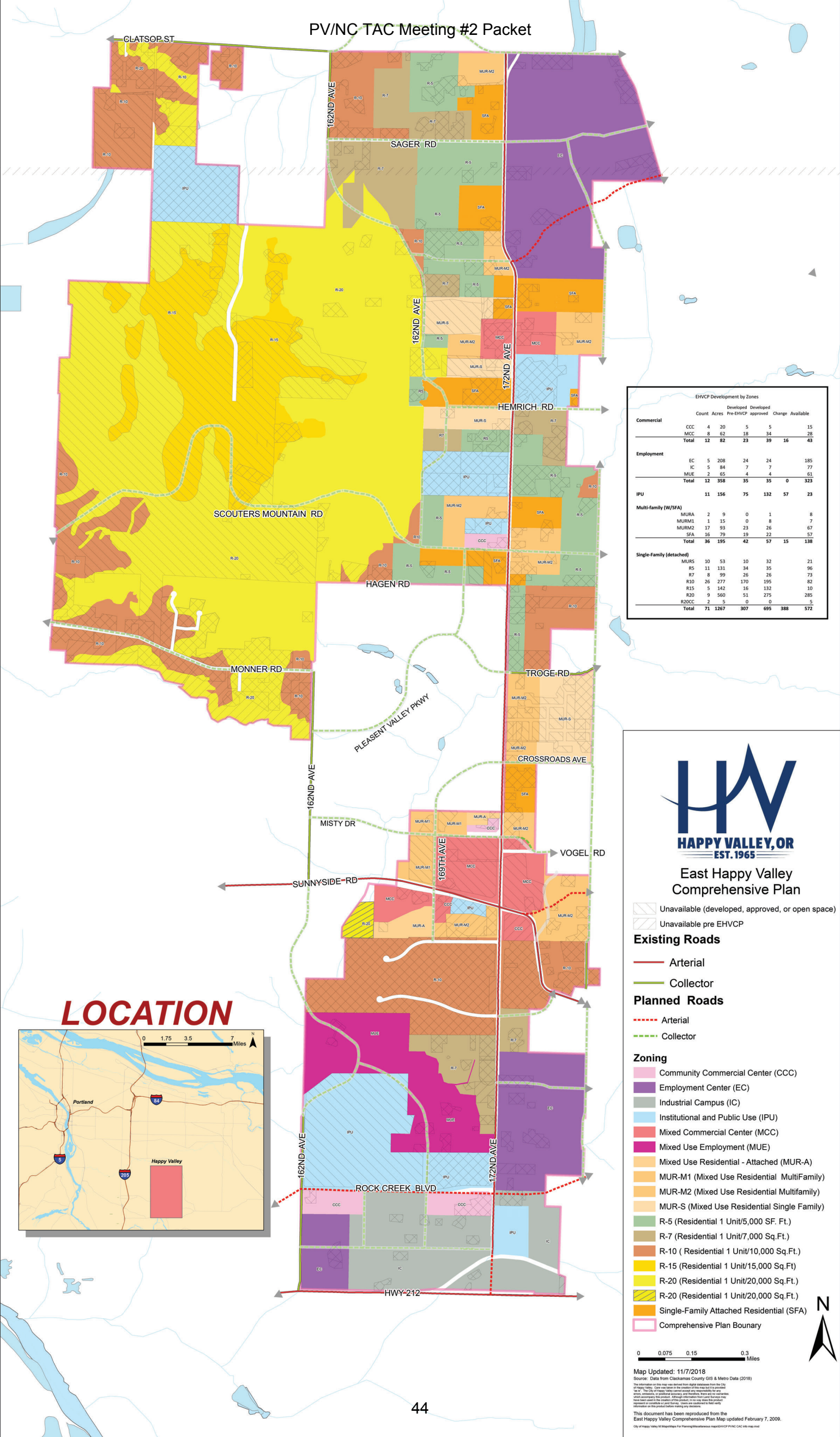
Please note that items listed as developed and undeveloped do not equate available and unavailable for development. Since acreage with steep slopes or other resources would not result in developable acres and under-developed properties are listed as developed.

### Approved Developments and Housing Units in the EHVCP Area

The following is a summary of the approved developments in the EHVCP area. The summary includes the total number of homes and a breakdown of the home by phase of the development review process and specific project name.

- Homes 2008-2013 ~10 units
- Homes 2014-present ~200 units
- Subdivisions and Planned Unit Developments (Single-Family Residential)
  - Complete
    - Golden Horse Corral 5 units (only subdivision prior to 2014)
    - Rock Creek Meadows 127 units
    - Pine View Meadows, 42 units
  - Home construction in process
    - Scouters Meadows 5 units
    - Pioneer Highland 66 units
    - Grand View Meadows 69 units

- Fox Glenn                      50 units
- Land use approved
  - Jackson Hills 4              58 units
  - Jackson Hills 5              7 units
  - Pacific Crest                 39 units
  - Crossroads PUD             68 units
  - Stella Heights                54 units
  - PVV in EHVCP               200 units
- Land use in process
  - Town at Rock Creek        59 units
- Commercial, Institutional and Multi-Family Residential Projects
  - Crossroads, completed
  - Crossroads east, approved
  - AG Specialty foods, approved
  - Rock Creek Ridge Apartments, completed
  - Les Schwab, application in process
  - Sunnyside Storage, application in process
  - Sunrise Water Main Offices, approved



EHVCP Development by Zones						
		Count	Acres	Developed	Developed	Change Available
				Pre-EHVCP	approved	
Commercial	CCC	4	20	5	5	15
	MCC	8	62	18	34	28
	Total	12	82	23	39	43
Employment	EC	5	208	24	24	185
	IC	5	84	7	7	77
	MUE	2	65	4	4	61
	Total	12	358	35	35	323
IPU		11	156	75	132	23
Multi-family (W/SFA)	MURA	2	9	0	1	8
	MURM1	1	15	0	8	7
	MURM2	17	95	23	26	67
	SFA	16	79	19	22	57
Total		36	195	42	57	138
Single-Family (detached)	MURS	10	53	10	32	21
	R5	11	131	34	35	96
	R7	8	99	26	26	73
	R10	26	277	170	195	82
	R15	5	142	16	132	10
	R20	9	560	51	275	285
	R20CC	2	5	0	0	5
	Total	71	1267	307	695	572

**HAPPY VALLEY, OR**  
EST. 1965

**East Happy Valley  
Comprehensive Plan**

Unavailable (developed, approved, or open space)

Unavailable pre EHVCP

**Existing Roads**

Arterial

Collector

**Planned Roads**

Arterial

Collector

**Zoning**

Community Commercial Center (CCC)

Employment Center (EC)

Industrial Campus (IC)

Institutional and Public Use (IPU)

Mixed Commercial Center (MCC)

Mixed Use Employment (MUE)

Mixed Use Residential - Attached (MUR-A)

MUR-M1 (Mixed Use Residential MultiFamily)

MUR-M2 (Mixed Use Residential Multifamily)

MUR-S (Mixed Use Residential Single Family)

R-5 (Residential 1 Unit/5,000 SF.Ft.)

R-7 (Residential 1 Unit/7,000 Sq.Ft.)

R-10 (Residential 1 Unit/10,000 Sq.Ft.)

R-15 (Residential 1 Unit/15,000 Sq.Ft.)

R-20 (Residential 1 Unit/20,000 Sq.Ft.)

R-20 (Residential 1 Unit/20,000 Sq.Ft.)

Single-Family Attached Residential (SFA)

Comprehensive Plan Boundary

0 0.075 0.15 0.3 Miles

N

Map Updated: 11/7/2018  
Source: Data from Clackamas County GIS & Metro Data (2018)

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City of Happy Valley 8000 NE 10th Avenue, Suite 100, Happy Valley, OR 97143

LOCATION

