



AGENDA

Technical Advisory Committee - Meeting #9

Thursday, December 5, 2019

3:00 – 5:00 PM

Happy Valley City Hall – Council Chambers
16000 SE Misty Drive, Happy Valley, OR

ITEM	TIME
Welcome and Introductory Items	3:00-3:10 PM
<ul style="list-style-type: none"> a. Welcome - Michael Walter b. Where we are in the process and today's agenda – Joe Dills, APG 	
Infrastructure Planning	3:10-3:50 PM
<i>This item will provide information about water and sanitary sewer planning to support the draft land use planned for the project area.</i>	
<ul style="list-style-type: none"> a. Water - Presentation (by Sunrise Water Authority) and discussion b. Sanitary sewer – Presentation (by Clackamas County Water Environment Services) and discussion 	
Land Use Map and Policies	3:50-4:50 PM
<i>The project team has prepared a first draft of the property-specific "zoning" map for project area, using the conceptual maps prepared to date as a starting point. This item will discuss the map and capacity calculations, together with a discussion of draft policies for the Comprehensive Plan.</i>	
<ul style="list-style-type: none"> a. Presentation of Land Use Map – Joe Dills b. Discussion c. Presentation of draft Comprehensive Plan policies – Joe Dills d. Discussion 	
Next Steps	4:50–5:00 PM
<ul style="list-style-type: none"> a. Next Steps – Next meeting: January 23, 2020 	



MEMORANDUM

Draft Land Use Map Pleasant/Valley North Carver Comprehensive Plan

DATE November 27, 2019
TO Technical Advisory and Community Advisory Committees
FROM Project Team

This memorandum:

1. Introduces the draft Land Use Map and how it was made
2. Provides working estimates of housing and job capacity

These materials are all draft, subject to change, and intended for Committee review. The Community Advisory Committee (CAC) will be asked to approve the Land Use Map at a future meeting – the CAC’s “approval” will be an advisory recommendation to the Happy Valley Planning Commission, who then in turn make a recommendation to the City Council.

LAND USE MAP

What is the Draft Land Use Map?

- When adopted, this map will be the “zoning” applied to annexed properties. Accordingly, it is tax lot-specific.
- Happy Valley has a “one map system” for land use, meaning the Land Use Map designations are both the Comprehensive Plan and zoning for properties within the city limits.
- Properties that have not annexed retain their Clackamas County zoning until annexation into the City occurs.

What is the basis for the draft land use designations?

- The Land Use Map implements the Pleasant Valley/North Carver vision and guiding principles.
- Between October 2018 and June 2019, the CAC established the vision for the plan and reviewed land needs and other background studies. The CAC discussed concepts for land use, transportation, parks, trails, natural resources, the “Pleasant Valley Downtown District”, the “Carver Riverfront District”, and other topics. Following community workshops in June 2019, the CAC reviewed the conceptual “Refined Plan” shown in Figure 1.
- The draft Land Use Map (Figure 2) is the next step – the draft zoning for Pleasant Valley/North Carver.

How was the map prepared?

The conceptual designations shown in Figure 1 were the starting point. In Happy Valley’s Comprehensive Plan, these designation categories have multiple zones that implement them, as shown below:

Land Use District	Zone(s)	Density Range
Very Low Density Residential (VLDR)	R-20, R-15	2-3 units/ac
Low Density Residential (LDR)	R-10, R-8.5, R-7	3-5 units/ac
Medium Density Residential (MDR)	R-5, MUR-S	6-9 units/ac
High Density Residential Attached (HDR)	SFA, MUR-A	10-15 units/ac
Mixed Use Residential – Multi-Family (MUR)	MUR M1-M2, MUR-X	15-30 units/ac
Community Commercial Center (CCC)	CCC	10-15 units/ac
Mixed Commercial Center (MCC)	MCC	15-30 units/ac
Employment (EMP)	EC, IC	N/A
Institutional and Public Use (IPU)	IPU	N/A

The following guidelines were used to apply specific zones to specific areas:

- Steeper areas have lower densities**, generally R-10, R-15 and R-20.
- R-20 is applied to buttes and bluffs with broad areas of 25%+ slope** (e.g. Stone bluff), as was done for when the zoning was established for Scouter’s Mountain. These are “conservation slope” areas, where development is very limited and the zoned density is transferable.
- Existing large lot neighborhoods (e.g. Bel Air, Wyeast) are mapped at R-15**, in anticipation of future incremental infill.
- Single family areas are generally R-5**, with R-7 and R-8.5 mapped for lot size variety and transition to stream tributaries.
- The Pleasant Valley “Downtown District” (near the Hemrich/Foster intersection) has mixed use designations.** The highest density (MUR-M2) zoning is split into two areas to avoid too high a concentration of apartments in any one location. There are two zones that provide “middle housing” (MUR-A and MUR-S). The zoning would require a master plan and be regulated by a **new Pleasant Valley Downtown District Overlay** - see policies.
- The Foster Road corridor has SFA zoning** to help these smaller properties pay for infrastructure and also support potential transit service in the future.
- The Carver Junction area has Community Commercial Center zoning** reflecting its small commercial focus (housing would be added as a permitted use). The rest of the future **“Carver Riverfront District” would be zoned MUR-X**, a mixed use zone that allows a wide range of commercial uses and medium-to-high density housing. In the capacity calculations and policy, the overall average density has been capped at 24 du/acre. The zoning would be regulated by a **new Carver Riverfront District Overlay** - see policies.
- The top of Stone bluff above Carver is designated MUR-S.** In addition to medium density housing, some amount of locally serving commercial could make for a more complete and walkable/bikeable neighborhood there.
- The employment designations are similar** to those in adjacent areas.

- j. **The zoning designations generally follow tax lot boundaries**, although some limited “split-zones” were necessary.

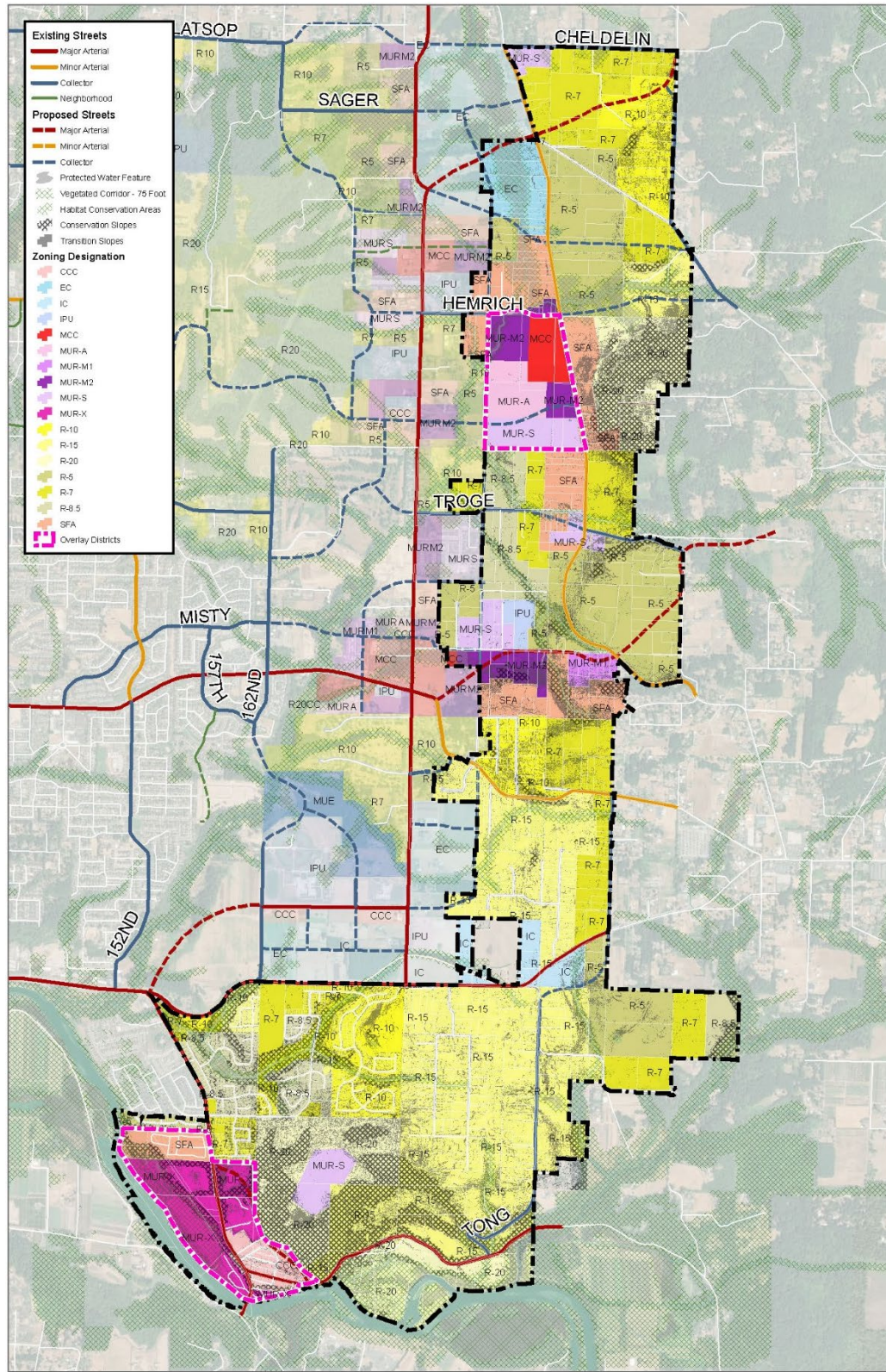
KEY TO THE LAND USE DESIGNATIONS¹

R-20	Residential – 20,000 sq. ft. per dwelling
R-15, R-10, R-8.5, R-7, R-5:	Residential – (Example: R-7 is 7,000 sq. ft. per dwelling)
R-5	Residential – 5000 sq. ft. per dwelling on average
MUR-S	Mixed Use Residential – Single-Family (minimum 6 du/acre)
SFA	Single-Family Attached Residential – (10-15 du/acre)
MUR-A	Mixed Use Residential – Attached (10-15 du/acre)
MUR-M1	Mixed Use Residential (15-24 du/acre)
MUR-M2	Mixed Use Residential (25-34 du/acre)
MUR-X	Mixed Use Residential Mixed Buildings (24 du/acre average in Carver Riverfront District)
CCC	Community Commercial Center
MCC	Mixed Commercial Center
MUC	Mixed Use Commercial Center
MUE	Mixed Use Employment
EC	Employment Center
IC	Industrial Campus
IPU	Institutional and Public Use District

¹ Happy Valley Land Development Ordinance, <http://qcode.us/codes/happyvalley/>

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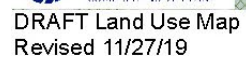
Figure 2. Draft Land Use Map



DRAFT Land Use Map
Revised 11/27/19







PV/NC Land Use - Analysis of Draft Land Use Map (11/27/2019 Draft - Subject to Change)

Residential - Unconstrained Lands

Zone	Gross Acres	Unconstrained Acres	Net Buildable Acres	Max Density	Max Units	Minimum Density (80% of max)	Minimum Units
R-20	244	70	49	2.2	107	1.7	85
R-15	578	380	266	3.0	798	2.4	638
R-10	130	99	69	4.4	301	3.5	241
R-7	318	275	193	6.2	1,199	5.0	959
R-5	317	256	180	8.7	1,564	7.0	1251
R-8.5	84	51	36	5.1	182	4.1	146
MUR-S	78	71	50	8.7	434	7.0	347
MUR-M2	51	36	25	32.0	809	25.6	647
MUR-A	27	27	19	15.0	281	12.0	225
SFA	179	115	80	15.0	1,205	12.0	964
MUR-M1	13	11	8	24.0	184	19.2	147
MUR-X	74	21	15	24.0	350	19.2	280
Total	2,092	1,412	988	--	7,414	--	5,931

Density Transfer/PUD Clustering for Constrained Lands

	Acres Eligible for Density Transfer/Clustering	Density Transfer/Clustering (units/acre)	Units
Land Eligible for Density Transfer ¹	510	2	1,020

Max Density Summary

Total Max Units	7,414
Total Max Units w/ Transfer	8,434
Max Density	7.5
Max Density w/ Transfer	8.5

Minimum Density (80% of Max) Summary

Total Projected Units	5,931
Projected Units w/ Transfer	6,951
Projected Density	6.0
Projected Density w/ Transfer	7.0

Housing Type Summary

SFD Units ²	4,295
SFD %	51%
MF/SFA Units ²	4,139
MF/SFA %	49%

¹ Includes undeveloped land within residential zones in Conservation Slopes, Water Quality Resource Areas (75 foot buffer), and Habitat Conservation Areas (High or Moderate Value). No density transfer is assumed for Transition Slope areas. Overall capacity of 1 du/ac estimated across the study area due to limitations in receiving areas.

² Assumes that R-7 through R-20 are 100% single-family detached; R5 and MUR-S are 60% single-family detached/40% multi-family/single-family attached; and other MUR zones are 100% multi-family/single-family attached. Assumes all density transfer units are split 50/50 between SFD and MF/SFA

Commercial, Employment, and IPU

Land Use	Gross Acres	Unconstrained Acres	Net Buildable Acres	Max Density (units/net acre)	Max Units	Projected Density (80% of max)	Projected Units
CCC ³	16	13	9	30	47	24.0	37
MCC ³	21	21	15	30	535	24.0	427
EC	44	19	13	--	--	--	--
IC	30	23	16	--	--	--	--
IPU	8	7	5	--	--	--	--
Subtotal	118	83	58	--	582	--	464

³ Density and housing unit projections for these zones assume that all zones develop with vertical mixed-use. This is highly unlikely, but it illustrates the maximum residential capacity of the zones. The housing units in these commercial zones should be considered "bonus" units - all the projected housing need must be met in the residential zones.



MEMORANDUM

Draft Land Use Map Pleasant/Valley North Carver Comprehensive Plan

DATE November 27, 2019
TO Technical Advisory and Community Advisory Committees
FROM Project Team

This memorandum includes draft Comprehensive Plan policies for the Pleasant Valley/North Carver sections of Happy Valley's Comprehensive Plan. Per the Comprehensive Plan:

"The Happy Valley Comprehensive Plan is intended to guide the City's future growth and development. The Plan contains specific goals and policies for the developed and undeveloped areas of the City that are intended to improve the quality of existing areas and assure that new areas are built out in a manner compatible with the established character of the City." (Plan, page 8)

For subareas of the City, the City prepares area-specific "comprehensive plans". East Happy Valley and Pleasant Valley/North Carver are examples of such areas. For these areas, goals and policies are adopted to implement the unique vision and intended outcomes, and provide guidance to the implementing zoning and follow-up planning.

DRAFT POLICIES FOR PLEASANT VALLEY/NORTH CARVER

Pleasant Valley/North Carver Land Use Policies

LU-7.1: Overall Policy Framework and Vision for Pleasant Valley/North Carver

The following policies were derived from the vision, guiding principles and plan recommendations developed during the Pleasant Valley/North Carver Comprehensive Plan process (2018-2020). Each policy is made up of its introductory goal-oriented statement, followed by the principles to be used during implementation.

LU-7.2: Pleasant Valley/North Carver Vision and Guiding Policies

The vision for Pleasant Valley/North Carver Comprehensive Plan is that the area will be an integral part of the growing Happy Valley community, and a natural extension of East Happy Valley. The area will be comprised of a network of walkable neighborhoods, vibrant mixed-use centers, and thriving employment areas. The natural beauty of the landscape is embraced, the ecological health of the area is preserved and enhanced through environmental stewardship, and nature is made part of every

neighborhood. The Carver riverfront will be transformed to include great public access and unique destinations. The area will be supported by a resilient and safe network of streets, transit service, infrastructure, high-quality schools, and attractive parks and trails. Development and future planning will:

- **Promote a Sense of Community** - Development is planned and designed to create a strong identity and sense of community in Pleasant Valley and North Carver.
- **Preserve and Celebrate Nature** - Nature is protected, celebrated, and integrated into the community. Stream and habitat corridors are preserved and enhanced to ensure they can provide critical ecological functions. People can experience nature up-close through a network of parks and trails. People can appreciate nature from afar, in everyday situations, through views of rolling hills and forested buttes.
- **Form Walkable, Welcoming Neighborhoods** - Neighborhoods are more than a collection of housing. Neighborhoods feel and function like villages: welcoming communities that make room for people of all ages, abilities, and life experiences. Across the PV/NC plan area, a wide variety of housing options are provided, such as single-family dwellings, attached single-family dwellings and townhomes, compact cottages, apartments and condominiums, and accessory dwelling units. Streets and blocks are designed for walking and local shops and services are within walking distance.
- **Create Vibrant, Mixed-Use Centers** - People gather in the Pleasant Valley Downtown District and Carver Riverfront District centers to shop, play, and celebrate as a community. Mixed-use buildings allow people to live in these centers, ensuring that streets are alive with activity both during the day and in the evenings. The centers are destinations because they are built around special places, such as the waterfront of the Clackamas River or the confluence of important streets.
- **Craft Distinctive Places** - People perceive the communities in the plan area as distinctive places. Homes and buildings are designed to be varied and interesting. Gateways into the area and individual neighborhoods are marked with distinctive public art or monuments. Unique features are designed into corridors and centers to reinforce a sense of place.
- **Attract Local Jobs and Businesses** - Residents have opportunities to live and work in the same community. Local jobs are available to people with a range of backgrounds and skills, and pay a living wage. Businesses are attracted by unique advantages of locating in the area and reinforce the development of industry clusters.
- **Deliver a Resilient, Connected Transportation System** - A robust network of streets and transit routes allow people to move efficiently in, out, and across the area. Streets are designed to both manage traffic flow and encourage walking, biking, and riding transit. Transportation infrastructure is built prior to or concurrent with development.

- **Ensure a Regional Fit** - The area is integrated with the regional transportation system, land use patterns, and public facilities network. The plan area is viewed both as a distinct, individual place and a part of a larger system of neighboring cities and rural areas.
- **Plan for Fiscal Health** - The plan will be implemented because it addresses fiscal realities. Service providers—including transportation, sewer, water, stormwater, parks, schools, and parks—will build infrastructure to support development because funding mechanisms are aligned with needs and costs.

LU-7.3: Pleasant Valley Downtown District

The Pleasant Valley/North Carver Comprehensive Plan identified a new mixed-use center located southwest of Hemrich Road and Foster Road. The vision for this center is that it is the future home of Happy Valley's downtown, known as the Pleasant Valley Downtown District.

The Pleasant Valley Downtown District will include:

- A new Overlay Zone that guides the land uses, urban design, public spaces, local circulation, transition between uses and neighboring areas, community amenities, and other elements needed for a successful downtown.
- The requirements for a master plan for the downtown district properties.
- A mix of commercial, residential, employment and public uses.
- A mix of medium, high density and mixed use housing, such as apartments, condominiums, townhomes, triplexes and duplexes, and cottage clusters. The master plan will include a well-designed configuration of different housing types and densities, to emphasize variety and avoid concentrations of any particular housing type in any one location.
- Public uses. When the City is locating a new public use (e.g. library), or working with community partners to find a site for one, the City will consider the Pleasant Valley Downtown District. If possible, a public use shall serve as an "anchor" use for the Downtown.
- A Main Street. The Main Street will be a highly pedestrian-oriented and walkable street, through the heart of the downtown, implementing design guidelines described in the Overlay.
- Community gathering spaces such as plazas and parks.
- A network of walkable blocks, with on-street parking and buildings oriented to streets with ground floors well-designed for pedestrian activity.
- Safe, direct and convenient street and pedestrian connections to facilitate easy access to and from adjacent neighborhoods.
- Connections to the trail network.
- "Happy Valley Style" architectural design.

LU-7.4: Carver Riverfront District

The City's vision for Carver is for the area to become a river-oriented, mixed-use district with a village-like scale and character that is both a desirable place to live and an attractive destination for Happy Valley residents and visitors.

The "Carver Riverfront District" will include:

- A new Carver Riverfront District Overlay Zone that guides the land uses, urban design, public spaces, local circulation, connections to the river, transition between uses and neighboring areas, community amenities, and other elements needed for a successful riverfront district.
- Base zoning of: Community Commercial Center zoning in the Carver Junction area; and, Mixed Use Buildings with Residential Emphasis (MUR-X) in the area north of Carver Junction. The uses and standards will be further refined through the new Carver Riverfront District Overlay Zone. Residential development in the MUR-X area is planned to have a maximum density of 24 units per acre, averaged across all residential projects and housing types.
- OR 224 realigned to the base of the bluff. (see Policy T-2.3)
- Small, walkable blocks in the central area of Carver Junction. Land uses in this area will be 1-3 story commercial, residential and mixed uses.
- A connected pattern of new, walkable blocks north of Carver Junction. Land uses in this area will be 2-4 story commercial, residential and mixed uses.
- A signature future riverfront park.
- Mixed-use along the riverfront area that is designed to complement and integrate with public access, trails and the future riverfront park.
- Connections to the trail network.
- Riverfront access, trails and destinations that provide visual and physical public access to the Clackamas River.
- Preservation and enhancement of natural and historic features.
- Planned connections and land use transitions to the residential areas to the north and the bluff.
- "Happy Valley Style" architectural design, with elements that reflect the unique history, village character and riverside setting of Carver.

LU-7.5: Coordination with East Happy Valley Policies

Part of the City's vision for Pleasant Valley/North Carver is that it is natural extension of East Happy Valley. Toward that end, the following policies, originally adopted for the East Happy Valley Comprehensive Plan, are adopted by reference and apply within the Pleasant Valley/North Carver area:

- LU-4.3: Urban Design
- NE-4.1: Natural Environment
- ED-1.5: Economic Development

- H-2.1: Housing
- PF-2.1: Public Facilities
- T-2.1: Transportation (see also new policies for Pleasant Valley/North Carver)
- U-2.1: Urbanization Policies

New Transportation Policies for Pleasant Valley/North Carver

T-2.2: Foster Parkway

Foster Road, from approximately the 172nd-190th Connector to Vogel Road, will be designed and developed as a “Parkway” street. Foster Parkway is intended to be accommodate all modes of travel along a safe and attractive street adjacent to the Pleasant Valley Downtown District and neighborhoods along Foster Road. Per the classification and cross-section adopted in the Transportation System Plan, it will be a three-lane Minor Arterial facility with additional landscaping, a planted median where feasible, and a separated multi-use trail. The section adjacent to the Pleasant Valley Downtown District will have features that support the more active pedestrian-oriented character of the area, as defined by the Pleasant Valley Downtown District Overlay. For example, sidewalks may include trees in tree wells, pedestrian-scale lighting and other pedestrian amenities.

T-2.3: OR 224 Refinement Plan and Realignment in Carver

The City will work with ODOT and others to prepare a refinement plan for OR 224 through Carver. The City’s vision for the Carver Riverfront District includes a realignment of the highway to the east along the base of the bluff to: (1) create the Carver Riverfront District (see Policy 7.4); and (2) reduce congestion and improve safety at the intersection of OR 224 and Market Road; and, (3) preserve a walkable village core in the heart of the Carver Junction.