



*Find your happy place*

Happy Valley, OR  
Comprehensive Plan

## Happy Valley History 1829-2017

A graphic timeline of our  
community.

## What is the Happy Valley Comprehensive Plan?

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Defining the future.

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## Housing

Provide for the housing needs  
of all Happy Valley residents.

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# Happy Valley Comprehensive Plan

Located in the northwestern corner of Clackamas County within the Portland metropolitan area and near other urban centers, the City of Happy Valley has happily maintained its small-town character within the vast and urbanizing metro area.

Happy Valley is located approximately two miles east of the City of Milwaukie, five miles northeast of the Gladstone-West Linn area, and two miles southwest of Gresham. Portions of Happy Valley are contiguous with the City of Portland and Multnomah County, and the center of Portland is about 10 miles away by road.

The topography of the area is moderate to very steep (slopes over 25 percent and greater), and the City includes parts of Mt. Scott and all of Scouters Mountain, which are classified as East Boring Lava Domes. Elevations vary from 300 feet mean sea level (MSL) in the southern part of the City to over 1,050 feet MSL on Mt. Scott. Several small creeks feed into the Willamette River to the west.

**The history of Happy Valley dates back to the 1800s.** The Christian Deardorff family settled in the area in 1851 as a part of the United States Donation Land Claim and other settlers soon followed, creating a small agricultural community whose produce was sold in the Lents area and at markets along Foster Road.

In 1892, a small one-room school house opened on land donated by John Bennett Deardorff. The original school site is now home to the Happy Valley Elementary and Middle Schools .

*The first paved road was constructed in Happy Valley in 1925, the same year electricity was brought to the area.*

The City was incorporated in 1965, and has a mayor-council form of government. The residents elect the five-person City Council, whose members vote on a Council member to serve as mayor. All serve four-year terms. The City charter is the basic governing document.

On January 6, 1966, the Council created a Planning Commission and, with the assistance of the Clackamas County Board of Commissioners and the County Planning Department, the City established a planning function and the ordinances necessary to regulate land use and control growth.

The first Happy Valley Comprehensive Plan was adopted in 1980 when the City had a population of 1,499 people. Since that time, the City has continued to grow and evolve. In 2008, the present-day Happy Valley City Hall opened and, as of 2016, Happy Valley has grown to over 17,000 residents.

1956

Happy Valley, View to the South, with Scouter Mt. Horizon on the left.



1980

The first Comprehensive Plan is adopted by the City. The population was 1,499.

The Plan was revised and adopted in 1985.



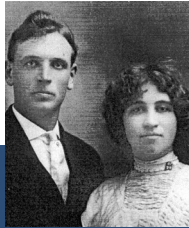
2008

Happy Valley, View to the South, with Scouter Mt. Horizon on the left.

*1876 - A well-traveled road going from Harmony to Damascus is established as Country Road #96, today's SE Sunnyside Road.*

1829

William Lewis Sublette took the first wagon trains along the Oregon Trail to the Rocky Mountains.



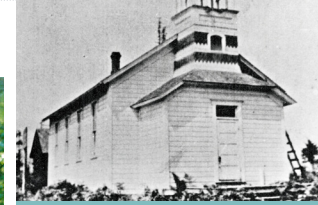
1858

The historic Deardorff Barn is built and constructed on the property of John M. Deardorff.



1884

Christian Deardorff passes away and is buried in the Christilla Pioneer Cemetery on Scouters Mountain.



1892

A small one-room schoolhouse opens on land donated by John Bennett Deardorff, now known as Happy Valley School.

1898

The area going north to Foster Road is surveyed for a new county road- an important route for valley residents to reach the markets on Foster. The road to this day is known as Deardorff Road.

1829 – THE CITY OF HAPPY VALLEY – 1901

1852

Francis and Amanda Talbert and their children travel along the Oregon Trail and arrive in Oregon. Francis would receive a Donation Land Claim in present-day Happy Valley.

Mt Talbert was likely named after the family.



1859

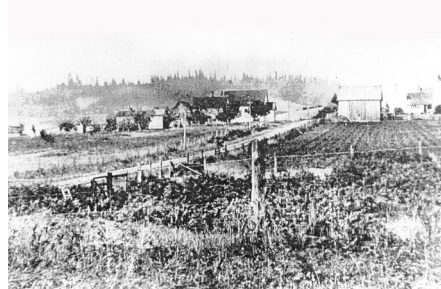
Oregon became the 33rd state. The state motto was "She flies with her own wings".

1865

Harvey Scott, the namesake of Mount Scott, becomes the editor of the Oregonian.

1867

A well-traveled road going from Harmony to Damascus is established as Country Road #96, today's SE Sunnyside Road.



1890

George, Charles F. and John C. Zinser each build homes in Happy Valley and the Zinser family becomes one of the longest residing families in Happy Valley.



1901

George Zinser sells his house to Charles Rebstock. The home becomes known as the historic Rebstock House and was located at the site of the present-day Policing Station. The house was intended to become the City Hall but was torn down due to termite damage.



*1925 - Happy Valley receives electricity and the first paved road is built.*



**1908**  
Frank Ott opens a feed mill on Sunnyside Road.

**1909**

The U.S. Government leases land just south of Mount Talbert to establish the Clackamas Rifle Range. The government exercised its option to purchase the land in 1910 and it was renamed Camp Withycombe during World War I after Oregon's governor at the time, James Withycombe.

The site is now the home of the Oregon Military Museum.



**1911**

Edward A. Rebstock, aka "Mr. Happy Valley", is born in Happy Valley. He helped build many of Happy Valley's roads, string its telephone lines, install its water system, organize the fire district, and served on the board for the elementary school.

**1946**

A central water system is installed in Happy Valley from the Mount Scott Water District.

**1972**

It is ordered by the Board of County Commissioners that all roads within the Clackamas Post Office Service Area to have the prefix "Southeast" added to their names.

Sunnyside Road becomes Southeast Sunnyside Road.

1908 – THE CITY OF HAPPY VALLEY – 1980

**1908**

A farmers' telephone line is installed providing telephone communications in Happy Valley with the outside world.

**1910**

Ott and his wife Louise open the adjoining Sunnyside Country Store, which would be used often by Happy Valley residents. The building exists today.



**1917**

The original school is replaced by a larger schoolhouse on the same site. This structure would later become the music room when the Happy Valley school expanded.



**1925**

Happy Valley receives electricity and the first paved road is built.



**1949**

Sunnyside Elementary School opens.

**1967**

The north section of the 5th and 6th grade classrooms is added to the school.



**1980**

Happy Valley population is 1,499.

*2001 - The Rock Creek Comprehensive Plan is adopted by the City.*

1980  
The first Comprehensive Plan is adopted.  
Population is 1,499.



1981  
The Clackamas Town Center shopping mall opens.

1995  
The city selects Randy Nicolay to become Happy Valley's second mayor, ending James Robnett's 30-year tenure as the city's first mayor.



1999  
Eugene Grant became the city's third mayor, ending Randy Nicolay's four-year tenure.

2000  
Happy Valley population rises to 4,519, a 197.5% increase from 1990.  
Happy Valley is designated as Tree City, USA.



2006  
Happy Valley is issued its own zip code from the postal service **97086.**

1980 - THE CITY OF HAPPY VALLEY - 2007

1982  
The present-day Cedar Crossing Covered Bridge along Deardorff Road opens.  
The bridge replaced a deteriorating one built in 1936, which itself replaced the first bridge that was built in 1885.



1989  
Mt. Scott Elementary opens.

1997  
The historic Deardorff Barn is torn down to make way for the Happy Valley Heights Subdivision. Remnants of the historic structure are now on display at the Clackamas County Historical Society.



2002  
Students move into the new Clackamas High School.

2004  
The Chief Obie Lodge is closed by the state fire marshal due to it being a fire hazard.



2007  
Mt. Talbert Nature Park opens.





2009 - The East Valley Comprehensive Plan is adopted by the City.

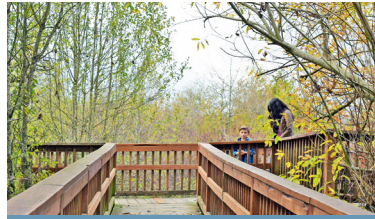


2008

The old Happy Valley Elementary school building is torn down and the present-day Elementary and Middle School building is constructed.

2009

Scouters Mountain and Happy Valley Middle School open.



2014

Scouters Mountain Nature Park opens.

2015

Portland State University Population Research Center population estimate of 17,510.



2016

A major update to the City's Transportation System Plan (TSP), last updated in 2012, and corresponding Land Development Code (LDC) amendments.

2007 - THE CITY OF HAPPY VALLEY - 2017

2007

Rob Wheeler became the city's fourth mayor, ending Eugene Grant's eight-year tenure.



2008

The new Happy Valley City Hall opens.

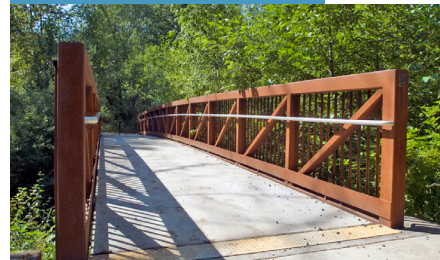
2011

Lori DeRemer becomes the city's 5th mayor.



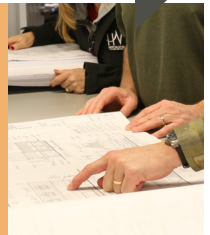
2014

The Mount Scott-Scouters Mountain Trail Loop Master Plan is adopted by the City.



2016

Annexation of over 400 acres of properties from the former City of Damascus to the City of Happy Valley.



# What is the Happy Valley 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.

The Comprehensive Plan contains information, goals, and policies that provide direction and guidelines for future development and decision-making.



The current Happy Valley Comprehensive Plan is a 1984 Plan that was reorganized and redesigned in 2017 to enable the Plan text and graphics to be more easily viewed electronically. The goals and policies included in the 1984 Plan remain in effect and are included in the document that follows.

The Plan was prepared in accordance with state law enacted prior to the adoption of the City's Plan and its Land Development Ordinance (LDO), and was adopted by the City in 1980. The Plan was revised to further address state guidelines in 1984, and formally acknowledged by the Oregon Department of Land Conservation and Development (DLCD) in 1984. The current Happy Valley Comprehensive Plan is the 1984 Plan.

Happy Valley is within the greater Portland metropolitan area and the Regional Urban Growth Boundary and the goals and policies of the Plan support this urban focus and direction and regional and statewide planning objectives.

## The Plan has three objectives:

- To preserve the character of Happy Valley
- To improve the quality of existing and future development areas
- To provide a coordinated direction to the conservation and development of Happy Valley

## The City's Comprehensive Plan considers all of the elements which affect the physical characteristics of the City.

These include the three natural resources – land, air and water – and all public facilities and systems including water, sewer, transportation systems, schools, and parks and other public facilities. The result is a plan which can be acknowledged because it complies with statewide goals and guidelines.

The City's LDO or Land Development Code (LDC), adopted in 1980 like the City's Comprehensive Plan, provides standards and criteria for the more detailed implementation of the Plan. The LDC is based on the Plan goals and policies and is the "nuts and bolts" of the system.

Metro has adopted regional objectives and policies in considering the Statewide Planning Goals. The City's Comprehensive Plan assures consistency with these regional objectives.

The City's Comprehensive Plan is an aggregation of information, goals, policies, objectives, strategies, information, studies, criteria and standards. These things are contained either in the background information, the text of the Plan, or the illustrative maps, or set requirements and/or procedures for achieving a final result. All of the elements combine to form the total comprehensive plan package. While most elements will stand on their own merits, the elements are interrelated to the extent that all parts together are necessary to create a viable plan.

The City's Comprehensive Plan contains textual material and goals and policies which will provide direction and guidelines for future development and decision-making. The text exists to put goals and policies into perspective and provide additional foundations for goals and policies. While the text often explains and clarifies the intent and direction of the goals and policies in some detail, the text cannot be considered to be separate or free-standing material or information. The text of the Plan is related to one or more goals or policies in the Plan. The Plan is the primary document in the framework and acts as the controlling instrument in the event of any discrepancy, uncertainty, or error with or between any and all material, information, or documents.



## 1984 Comprehensive Plan Development

The completion of the City's 1984 Comprehensive Plan was the result of a 12-year planning effort by the citizens of Happy Valley, which originally was designated Rural by the Columbia Region Association of Governments (CRAG), Metro's predecessor. Utilizing this designation, the residents of Happy Valley prepared a comprehensive plan. Following the preparation of the Plan, CRAG changed the land use designation for the City to Urban. After the change, a planning process was established to prepare a revised comprehensive plan recognizing the regional land use objectives. A Citizens' Advisory Committee (CAC) was organized and a schedule for preparing a new plan was established.

**The City analyzed the natural resources of the area to determine the most suitable lands for development. The analysis was the basis for developing residential density alternatives that included different ultimate City populations.**

After reviewing the alternatives, new alternatives were prepared, and the CAC selected one as the basis for the Plan. It was forwarded to the Planning Commission for public hearings and a review by the Commission, which recommended adoption by the City Council, with adoption following in September 1980. This same process was utilized during the effort to create the revised City Comprehensive Plan which was adopted by the City Council as Ordinance No. 86 on June 6, 1984.

To support and implement the Comprehensive Plan, the City evaluated the existing implementation ordinances, researched alternatives, and developed a new ordinance framework. The LDO was also adopted on June 6, 1984 as Ordinance No. 85.

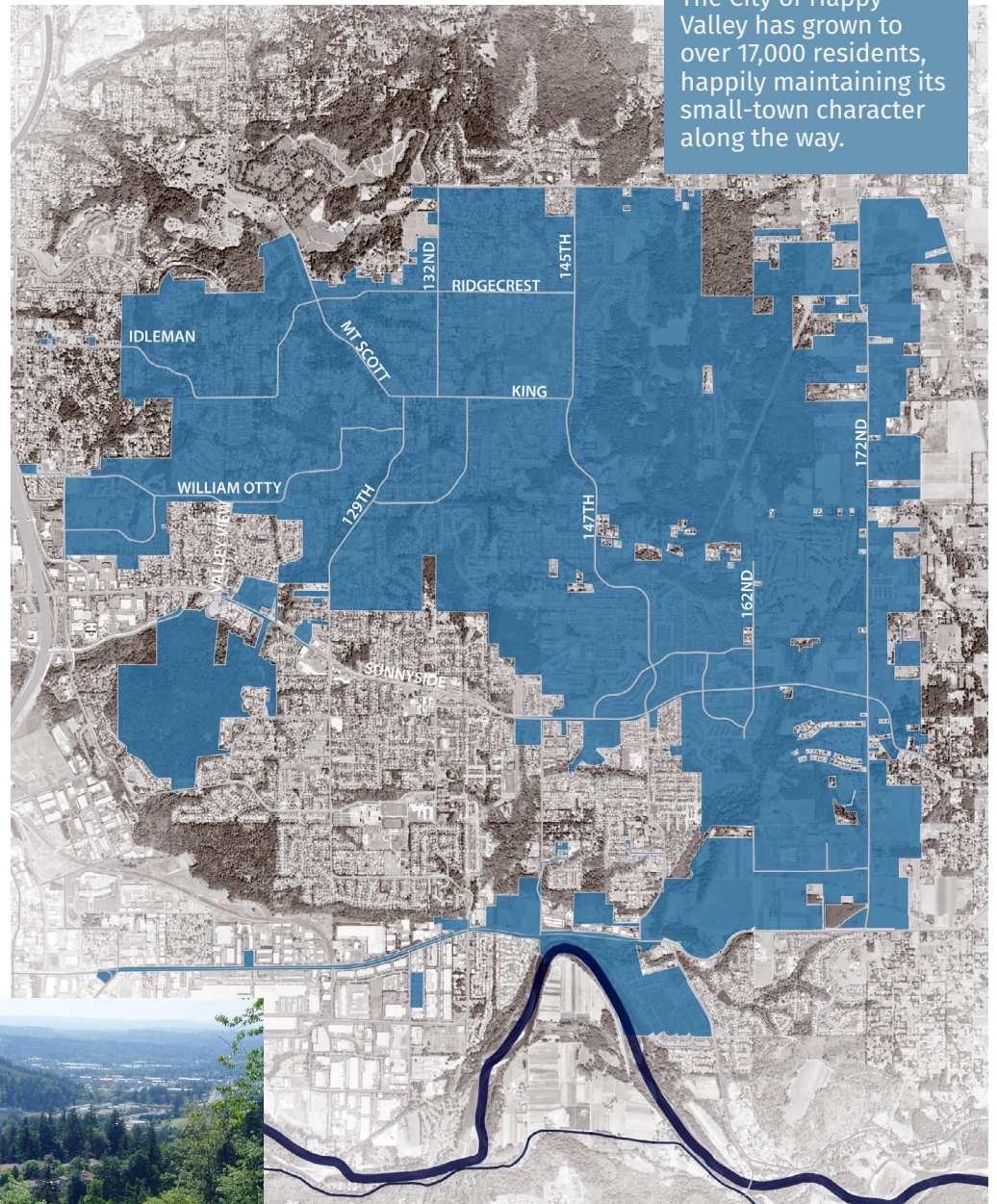
## 2017 Comprehensive Plan Update

This 2017 update represents a reorganization and redesign of plan text and graphics, and enables the Plan to be displayed digitally, so that it can be viewed electronically. The goals and policies, as well as background information to support them, remains the same as the 1984 Plan. The background information included was gathered during the formulation of the 1984 Plan, was factual at the time of Plan adoption, and provided the basis for Plan assumptions and conclusions.

This 2017 update includes the goals and policies of the Rock Creek Comprehensive Plan (2001) and East Happy Valley Comprehensive Plan (2009) and the Transportation System Plan (TSP) Update (2016).

2016

The City of Happy Valley has grown to over 17,000 residents, happily maintaining its small-town character along the way.





# Chapter 1 Citizen Involvement

*Find your happy place*

# 1 Citizen Involvement

Citizen participation should play a large role in the future of planning in the City of Happy Valley. The first of the Statewide Planning Goals and Guidelines (ORS Chapter 197) established by LCDC requires the development of "...a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process."

In response to this requirement, the Comprehensive Plan proposes that as a routine planning matter, through its public hearing process, the Planning Commission be assigned the task of coordinating the citizen involvement program. For items of a more significant nature, such as Comprehensive Plan or Ordinance revisions, or completing specific studies that are recommended in the Comprehensive Plan, it is expected that the City Council and Planning Commission will draw upon the considerable expertise of the local citizenry through an ad hoc Citizens Advisory Committee (CAC). The value of this approach over a static citizens' group is that it allows more flexibility in membership and also allows a greater number of citizens to become involved with the planning process.

Citizen involvement played a significant role in the development of the 1984 Comprehensive Plan. The City believed in the importance of including a representative cross-section of City residents and many residents participated in the CAC. The City also held six town hall meetings to gather input on various subjects dealt with by the Comprehensive Plan. The testimony given at the meetings was considered in the Comprehensive Plan's text and policies.

As noted in the introduction, the 2017 update of the Comprehensive Plan is a reorganization and redesign of the Comprehensive Plan's text and graphics, but the background data, goals, and policies remain the same as the 1984 Plan. Because the update constitutes a visual reorganization of the document and not a true update, the update did not include a robust citizen involvement process. However, in order to inform the community of the 2017 update, the City organized an open house to present the document to the public. Any future substantive updates of the Comprehensive Plan will require formal citizen involvement and development of a citizen involvement program.

To ensure that citizen involvement remains an integral part of the overall planning process, the City adopted the following goal and policy.

## Citizen Involvement Goal and Policy (Statewide Planning Goal 1)

### Citywide Citizen Involvement Goal and Policy

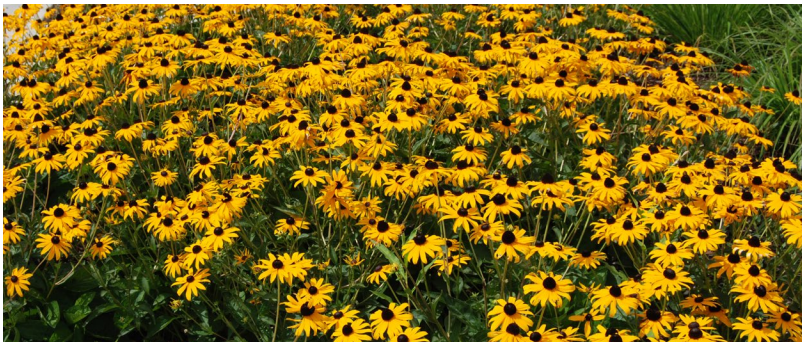
#### CI-1

To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

**CI-1.1:** The CAC shall be an ongoing part of the City government and operations in matters of land planning and other aspects of community development, including review and, if necessary, revision of the Comprehensive Plan every two years.

Citizen involvement played a significant role in the development of the 1984 Comprehensive Plan – six town hall meetings were held to gather input on the Plan.





## Chapter 2 Land Use

*Find your happy place*

## 2 Land Use

The main objective of the planning process has been to plan and control future urban growth while striving to ensure compatibility among the proposed land uses and maintain the City's character. Today, the City of Happy Valley is a low-density residential area. Other land uses within the City are limited to roads and non-residential, with no commercial or industrial activities.

The establishment of a regional Urban Growth Boundary (UGB) for the Portland metropolitan area defined a uniform workable framework of urban-oriented policies and patterns designed to shape and control future growth and land use. The UGB is based on population, housing, employment, public and semi-public uses, market factors, and land use management. While applying an "Urban" designation to all land encompassed by the UGB may at first appear questionable, on closer inspection, the designation is justifiable.

The City of Happy Valley was not within the Interim Growth Area (IGA), but was included by Metro in the final UGB because of the presence of:

- Developed land;
- A public sewer system;
- A public water system;
- Fire protection;
- Schools; and
- A transportation system.

Because the UGB is designed to be adequate until the year 2000, it includes areas which are currently open and where facilities and services are neither available nor planned. While the City did not meet all of the UGB criteria, it met a sufficient number to be included within the UGB. The "Urban" designation means that projections and designations as parts of the overall Plan must assume an urban context in order to fulfill the regional and state goals and policies.

The City is greatly concerned with the local planning process and its relationship to the necessary decisions and activities created by and within the Comprehensive Plan. The primary concern of residents and landowners is the need for orderly development and the preservation of the environment and character of the area. The formulation and adoption of the Comprehensive Plan and its implementation through ordinances and programs will assure continued high quality of land use in the City of Happy Valley.

The Land Use Plan represents the consolidation of all existing conditions, projections, and ambitions of the community. Residents are aware of the consequences of undirected and uncontrolled urban development in an area which has experienced only modest urbanization and is just beginning to show some degree of urban form. The intensity of future development is an extremely important consideration and because the City of Happy Valley is on the fringe of the metropolitan urban area, that intensity must be less than in other areas in order to maintain the community's character and to fit into the metropolitan urbanization pattern.

The Land Use Plan represents the consolidation of all existing conditions, projections, and ambitions of the community.



## Existing and Future Land Uses

The City of Happy Valley is a predominantly residential community where minimum lot sizes are approximately 10,000 square feet, maximum sizes are over 80 acres, and the average residential lot is nearly an acre in size.

As of 1983, there were 730 individual lots or parcels of land within the City. Most lots are smaller rural lots with a few larger parcels of significant size. Currently, the smallest lots are approximately 8,000 square feet while the largest lots are over 90 acres in size.

Table 2.1 shows a breakdown of the existing land uses of the 1,400 acres of total land area in the City of Happy Valley. Today, there are few commercial or industrial land uses in the City. "Non-residential" land uses include the grade school, fire station, communication towers, public service activities, and Happy Valley Park. Roads (including roads, streets, and undeveloped rights-of-way) make up the third category of land uses.

**Table 2-1. Existing Land Use in the City of Happy Valley**

Land Use	Acres
Residential (developed)	194.7
Non-Residential	36.9
Roads	44.0
Undeveloped	1,164.4
Commercial & Industrial	0.0
<b>Total</b>	<b>1,440.0</b>

On the developed residential land, there are 432 dwelling units housing composed of approximately 1,480 persons. Because all the vacant buildable land is designated as planned residential use, the entire City of Happy Valley is essentially a residential development area. However, because of the problems of subsurface sewage disposal and lack of a sewer system, a significant amount of land is in agricultural use. Approximately 350 acres of vacant buildable lands are being used for pasture, crops, or timber.

As of 1983, there were 730 individual lots or parcels of land within the City. Most lots are smaller rural lots with a few larger parcels of significant size. Platted lots range from one-half to one acre in size. Currently, the smallest lots are approximately 8,000 square feet while the largest lots are over 90 acres in size.

Small subdivisions have been developed, most with approximately 15 lots, and the largest being 39 lots. These small lot, partially developed subdivisions dominate the northern part of the City on the south slope of Mt. Scott, while large undeveloped lots dominate in the southern portion of the City at lower elevations.

Many of the smaller residential lots of record within the City are within existing subdivisions where full development has not yet occurred, and where lots remain available for development at preferred densities. The patterns are particularly well established to encourage infill on the hillside areas of Mt. Scott, in the northern part of the City.



Projected land uses for future designations, with justification for each category, are identified in Table 2.2. The only category of significant change is the amount of land designated for residential. The projections for each category have been formulated to fulfill the population projections and the objectives of the UGB. The combination of the objectives of the UGB, the population projections, and the land use projections is the basis for the housing needs analysis and projections. The result is the formulation of a land use pattern, illustrated in map form on the Land Use Plan Map and the official map maintained at City Hall. The City policies outlined in this document support this formulation, in compliance with statewide goals.

**Table 2-2. Proposed Projections for Land Use**

Land Use	Acres	Percentage of Total
Residential	673.1	46.7%
Roads	163.6	11.4%
Non-Residential	63.9	4.4%
Natural (flood hazard, excessive slope, drainage and geologic hazards)	539.4	37.5%
<b>Total</b>	<b>1,440.0</b>	<b>100.0%</b>

No commercial or industrial land uses are proposed as designated land uses on the Plan Map. However, a policy to permit a minor level of future commercial development is included as part of the Plan, conceptually illustrated on the Plan Map.<sup>1</sup> Projected residential density levels and the level of available urban facilities, services, and accessibility do not satisfy the need for extensive commercial uses. As the City develops more extensively and the full range of urban facilities and services becomes available, a small area for neighborhood commercial activities may be appropriately placed within the City. This area would provide the opportunity for some new employment inside the City. With the exception of a few City and public service or institutional positions, most current employment is outside the City of Happy Valley, mostly in east Portland. As a result of their employment locations, residents generally find it easier to patronize commercial establishments near their jobs rather than near their homes. Additionally, public opinion seems to run strongly against the establishment of any commercial areas within the City.

The breakdown of the projections for the four major land use categories (residential, non-residential, natural, and roads), as expressed in the Plan, are as shown in Table 2.3.

The land use pattern in the City, illustrated on the Land Use Plan Map, is based on the objectives of the UGB, the population projections, and the land use projections within each land use category.



<sup>1</sup> The map referenced in this section refers to the 1984 Plan Map, which is no longer included in the Comprehensive Plan. The current Land Use Zoning Map is available on the City's website.

As the City grows, a minor area of neighborhood commercial use and development to serve the immediate needs of City residents will likely be needed.

**Table 2-3. Land Use Projections**

Land Use	Acres
<b>Non-Residential</b>	
School	19.4
Park	30.0
Fire Station	0.5
Water District Office & Public Services	5.5
Churches	2.5
Transmission Towers	6.0
<b>Natural</b>	
Flood Hazard	23.2
Slope – (greater than 20%)	449.6
Drainage-ways	56.6
Geologic Hazards	10.0
Residential – New and Existing	673.1
Roads – New and Existing	163.6
<b>Total</b>	<b>1,440.0</b>

“Non-residential” projections are not foreseen to be significantly greater than the existing areas, but all figures represent both planned and proposed increases beyond the current levels. Only one new non-residential sub-category is proposed, although the existing sub-categories will be expanded. The City anticipates a need for a minor area of neighborhood commercial use and development to serve the immediate needs of City residents. An appropriate site, and its size, will be identified when the need for the commercial activity has been established. The “Natural” category is described in the Natural Resources Element of the Comprehensive Plan. “Residential” land use projections represent the amount of land required under buildable constraints for the projected population range. The figure of 673.1 acres includes the 194.7 acres of already developed residential lands. The projected acreage for the “Roads” category includes the existing system, plus an additional 20 percent residual factor for new roads created as a result of new development to a density which is greater than the present level. The sum of all categories in Table 2.3 equals the full 1,440 acres of the area of the City.

## Non-residential

Within the City, the amount of land used for non-residential purposes (schools, parks, churches, water district office, public services, and transmission towers) is not particularly large, and the actual projected acreage (27 acres) increase is not particularly significant. However, the increase of non-residential use in percentage terms (58 percent) is rather large. Within this 58 percent, the existing categories will increase as shown in Table 2.4.

**Table 2-3. Increases in Non-Residential Uses**

Non-Residential	Acres	Present Increase
School	10	87%
Park	10	48%
Churches	2	100%
City Offices and Public Services	5	100%
Transmission Towers	0	0%
<b>Total Increase in Non-Residential</b>	<b>27</b>	<b>(58%)</b>

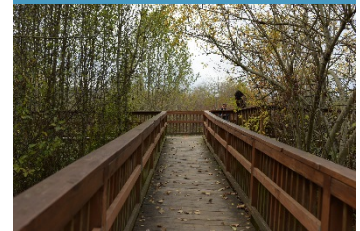
The anticipated new school site should be located in the southern part of the City in order to serve the increased densities in that area, while the existing school would absorb the increases in the northern portion of the City. North Clackamas School District #12 (NCSD#12) has not stated an immediate need for a new school facility in the City Happy Valley; but this possible future need would be accommodated with the City's Plan. New parks should be designated in areas of significant natural features in order to take advantage of them, create an attractive setting for a park, and make good public use of otherwise unbuildable land.

It is anticipated that the increases in population and development will create greater demand for churches within the City. The area proposed for such use represents approximately two acres within the most developed part of the community and is enough land for one or two churches on each site (including on-site parking). City offices may be accommodated on an additional five acres of land in the central portion of the City, which would include other public services such as a fire station and library. No specific increase is allocated at this time for transmission towers or other new non-residential uses. All existing non-residential uses have been given an underlying development density of R-20, and all non-residential acreage is included in the totals for the R-20 district in Table 2.5.

## Residential

The Residential Plan exhibits a combination of densities which should accommodate the projected future population satisfactorily. Within the buildable area, densities range from a low of RSD-1 (one dwelling unit per acre) in the marginal areas to a high of R-7 (six dwelling units per acre) in areas more suited to residential development. The Land Use Plan Map illustrates the delineation of these density categories and demonstrates the pattern of development for the City. The total number of units and acres for each buildable category are shown in Table 2.5.

Take advantage of areas with significant natural features by using them for new parks.



**Table 2-5. Residential Units and Acres**

Density	Units	Buildable Acres	Bonus Units
Residential – 7,000 square feet of lot area per dwelling unit (R-7)	335	53.8	0
Residential – 10,000 square feet of lot area per dwelling unit (R-10)	821	188.5	189
Residential – 20,000 square feet of lot area per dwelling unit (R-20)	471	216.1*	216
Residential – 40,000 square feet of lot area per dwelling unit (R-40)	22	20.0	20
<b>Total</b>	<b>1649</b>	<b>478.4</b>	<b>425</b>

Base Density: 3.45 units per net vacant buildable acre

\*Includes non-residential land area

The highest density areas of the City are located adjacent to the City’s major north-south transportation route (129th Avenue to 122nd Avenue), forming a linear density pattern.

The average density (3.45 units per net vacant buildable acre) throughout the community and a population of 3.1 persons per household, and 1650 households, plus the current population of 1,480, results in a base population projection of 6,596.

The area designated for the highest density (R-7) is located adjacent to the City’s major north-south transportation route (129<sup>th</sup> Avenue to 122<sup>nd</sup> Avenue). The second-most dense areas (R-10) also are generally located adjacent to this axis forming a linear density pattern. However, there are areas of R-10 and R-7 densities located away from this axis in the western part of the City. These areas encompass sites where this intensity of development has already occurred, has partially begun, or is planned. The R-20 density areas are found adjacent to the higher R-10 areas, but are also more widespread into the other parts of the City. The R-40 category, which is found in areas of existing development or platting, is a density which is not expected to change significantly as a result of lot sizes, uses, and development patterns.

In order to reduce the impact of the future sanitary sewer assessments for each property (which will be required to support sanitary sewer service), the unbuildable area of the City is designated RSD-1 overlay, which will permit development at a level of one unit per acre regardless of the original underlying Plan designation. Because the assessment may apply to all land on a per-acre basis, whether the land is buildable or unbuildable, the effect of not permitting any use of the unbuildable land is palpable. The overall Residential Plan is one of compatible patterns, practical use of the land, and the retention of the existing character of City of Happy Valley and the logical application of the urban framework in the suburban fringe area.

## Population Profile and Projections

The population of the City of Happy Valley appears to be fairly stable in terms of location and household size, although just over half of the population (52.6 percent) is under the age of 35 (City Survey, 1978). While no single age group is unusually predominant, the largest category is age 36 to 50. The smallest category is 65 and over, although many people view the City as a retirement location. Because of the large percentage of people under 35, a middle income family character typifies the City today.

A Certified Estimate by the Center for Population Research and Census at Portland State University indicates that on July 1, 1983, the City’s population was 1,480 persons. The official population on April 1, 1990, according to the U.S. Census, was 1,499 persons.



This change of 19 persons (approximately 1 percent) over a seven-year period indicates that the City of Happy Valley is an area of slow population growth. In addition, it is an area where family mobility is fairly low. Although the national average is one move every five years for the typical family, almost 76 percent of families residing in the City of Happy Valley have lived there for more than five years, over 40 percent have lived there for up to 19 years, and 15 percent have lived there for over 20 years.

As stated above, based on July 1, 1982 Certified Estimates of Population, the population is estimated at 1,480 persons, while the 1980 Federal Census established a population of 1,499. These residents live in 432 existing units located on the 1,440 acres within City limits. The population at the time of incorporation (1965) was only 650. The growth of the City, 128 percent since 1965, has occurred primarily as a result of annexations rather than new development. As a result of enforced restrictions on subsurface sewage disposal within the City, population increases for the past eight years have been small. Future increases will continue to be small until sanitary sewers become available at reasonable cost.

As part of the planning process, and to anticipate the size of the appropriate sewage disposal system, the City has projected the future population of the incorporated area. The projection is based on the amount of buildable land designated for residential purposes (478.4 acres) and uses the Plan's base density of 3.45 units and final planned density of 6.06 units per net vacant buildable acre and a standard household size of 3.1 persons as follows:

- 478.4 net vacant buildable acres x 3.45 units per acre average base density x 3.1 persons per household = 5,116 new persons;
- Add the existing population, and the result is the projected future base population under this Plan; and
- 1,400 existing population + 5,116 projected new persons = 6,596 projected base population.

## Buildable Lands Inventory

For purposes of the Plan and to fulfill Metro's findings that established the regional UGB, the Facilities Plan includes an appropriate sewage disposal system. As part of the planning process, and to anticipate the size of the appropriate sewage disposal system, the City calculated the net vacant buildable land area, as shown in Table 2.6.

The City's projection classifies lands as "buildable" and "unbuildable" areas based on the criteria approved by the Oregon Department of Land Conservation and Development (DLDC): considerations of slopes of 20 percent or greater, the 100-year floodplain, identified geologic hazards, and the avoidance of the natural drainageways that preserve storm drainage and open space for the future. In addition, areas of existing and future proposed roads and non-residential uses are also removed from consideration. The future allowance for roads is set at a standard 20 percent, a proportion that should accommodate new development. New non-residential use areas are accounted for through existing undeveloped land around present non-residential uses and additional land which will need to be acquired.

Although the national average is one move every five years for the typical family, almost 76 percent of families residing in the City of Happy Valley have lived there for more than five years.



The physical character of the City promotes and mandates the use of the PUD concept for future residential projects and the City will provide a series of incremental bonuses.

**Table 2-6. Net Vacant Buildable Land Area**

Land Use	Acres
Total Land Area	1,440
Less Existing Uses	
Residential	194.7
Non-Residential	36.9
Roads	44
Unbuildable	
Flood Hazard	23.2
Slope Areas Exceeding 20%	449.6
Natural Drainageways	56.6
Geologic Hazards	10
<b>Total Vacant Buildable</b>	<b>625</b>
Less	
New Non-Residential	27
New Roads at 20%	119.6
<b>Total Net Vacant Buildable Land</b>	<b>478.4</b>

The City believes that additional density and population will be permitted once the appropriate facilities and services are in place, and that a schedule of such provision will be directly tied to density and population increases. Also, the physical character of the City promotes and mandates the use of the planned unit development (PUD) concept for future residential projects. Therefore, the City will provide a series of incremental bonuses based on the use of the PUD concept for projects (as shown in Table 2.7) and the timing of development to coincide with or follow the full provision of all Level I facilities and services at adequate levels, or the assurance that they can be provided at the necessary, reasonable and appropriate time.

**Table 2-7. Planned Unit Development Bonuses**

PUD Bonuses	Residential Units
Base Total – All Districts	1,649
Bonus in R-10, R-20 and R-40 on 1:1 Basis	425
Density Transfer for all Viable RSD-1 Acre	457
½ Unit/Unit Incentive Bonus for All RSD-1 Residential	229
<b>Total Bonuses</b>	<b>1,111</b>
Secondary Units	138
<b>Total</b>	<b>2,898</b>
<b>Density</b>	<b>6.06 (units per net acre)</b>

Beginning with the base new housing unit count of 1,649 units, a base density of 3.45 units per net vacant buildable acre, and a base population of 6,596 (including the existing 1,480 persons), the proposed bonuses as shown in Table 2.7 will increase the final planned new housing unit count to 2,898 units, the final planned density to 6.06 units per net vacant buildable acre, and the final planned population to 10,464, including the existing population. This development potential represents a growth rate of 607 percent for the total population. For the 15-year planning period, the average increase is estimated to be 599 persons per year, or an increase of 40.5 persons per year over the 1984 Plan population.

Growth at these anticipated high rates will require an effective growth management policy and program to ensure that development will not outstrip the carrying capacity of the area's services and facilities. It is the City's position that adequate provision of necessary services and facilities should precede or be concurrent with development, and that all other services and facilities should be assured within a reasonable period following the City's initial approval of the development. Specific growth management policies and guidelines are set forth in the final section of this Chapter (Land Use Goals and Policies).

### A Framework for the Future

According to Metro's "Urban Growth Boundary Findings" (November 1979), "land use densities decrease as one moves out from Portland, and, therefore, a vacant acre of land on the urban fringe is proportionately less usable than a comparable area in the urban core". Suburban communities such as the City of Happy Valley, which are only partially developed and lack a full range of urban facilities and services, cannot be expected to achieve the average of six units per net vacant buildable acre as assumed for the entire UGB area. Combining this consideration with the fact that the smallest residential lots in the City are currently near one-third acre and may be as large as two acres in some cases, means that the City has been developed in the past on a "proportional" basis when compared to "comparable areas in the urban core".

An inspection of the City's existing lot patterns reveals a significant number of undeveloped lots ranging in size from nearly 10,000 square feet to one acre in platted subdivisions or simple partitions that may be presumed to be available for development. A basic tenet of Metro's management policies is the idea of "infilling" existing development areas and buildable lands in order to reduce "leapfrog" or "sprawl" development. While it is a stated policy of the City to assume proportionate responsibility for development consistent with projected growth within the area (Policy U-1.6), the City's projected population of 10,464 people is in response to the directives of the DLCD to assume a greater regional responsibility. Another important policy is that priority for local funding of public facilities and services, especially sanitary sewer, should be given to areas within the City "which are experiencing ongoing problems" (Policy PF-1.2). Taken together, these policies reinforce the idea of infilling on existing lots and developed areas at densities that are compatible with population projections for the City.

The proposed transformation of the Happy Valley area from a rural community to a suburban development area portends a growth of 607 percent or an increase from the present population of 1,480 to 10,464, projected for the year 2000. Few, if any other, communities within the metropolitan area or state have been required to project growth levels of this magnitude. Based on past growth levels and density patterns, growth at the average urban density of six dwelling units per net vacant buildable acre would change the established character of the City at this level. With present urban facility and service levels as they are in the City of Happy Valley, its projected growth will require major changes in the City's financing and operational patterns. Policies developed for land use planning; air, water, and land resources quality; housing; public facilities and services; transportation; and energy conservation and urbanization allow future growth compatible with the City's character and follow existing patterns wherever and whenever possible. Based on Metro's proportional density policy from the core to

For the 15-year planning period, the average population increase is estimated to be 599 persons per year, or an increase of 40.5 persons per year over the 1984 Plan population.



The Comprehensive Plan provides a framework for development and resource preservation for the City of Happy Valley during the next 15 to 20 years.

the fringe, by its projected population of 10,464 and use of a 6.06-unit-per acre density, the City will fit the pattern of development throughout the UGB area. As Metro has determined,

“...the ‘slack’ provided by the higher densities in Portland and Multnomah County will be compensated for not by generally lower-than-assumed densities throughout the rest of the region, but by substantially lower densities impossible or inappropriate”.

**Metro does go on to say,**

“...if most of the rest of the region outside Portland and unincorporated Multnomah County were to develop, on an average for each jurisdiction at densities assumed in the UGB findings, just over 3,000 acres in smaller jurisdictions could be developed at an average density of 2.18 units per net acre (above 20,000 square foot lots) without jeopardizing region wide totals”.

In those areas where the City has specified densities equivalent to six units per acre (R-7) and four units per acre (R-10), the feasibility of clustering and extensive use of open space is encouraged by Plan policies. By this means, certain forms of duplex and multi-family housing are available as options to the owner or developer. Through the planned development of larger parcels, the City desires to achieve community-oriented development on an integrated basis with concern for and consideration of the existing and proposed urban facilities and services, open space utilization, and the preservation of the community’s character.

Overall, the City has provided for the higher densities, equivalent to four and six units per acre (R-7 and R-10 respectively), in areas where transportation routes are existing or most feasible and where urban services and facilities may be the most convenient and least costly to provide, while attempting to fulfill the City’s own goals and policies on urban development. Also, it has been a major objective of the City to identify areas of unbuildable character and to ensure that other areas within the City are planned to levels that compensate for the “loss” of that unbuildable land in the final density level for the City as a whole. However, not wanting the significant amount of unbuildable land to penalize it and effectively prevent it from any form of future use, the City has determined that all vacant unbuildable land should be provided a density of one unit per acre. This area will be designated RSD-1 overlay or “Residential Special District – one unit per acre overlay” and the designation will apply to all “unbuildable” land throughout the City by being overlaid on the existing land use districts for the area.

The Comprehensive Plan provides a framework for development and resource preservation for the City of Happy Valley during the next 15 to 20 years. The framework consists of policies and plans and technical studies and other information or similar background material. Policies will assist the City, developers, and agencies in making decisions about the type and quality of new development. The Plan identifies the kinds of land uses and circulation systems which should be allowed if the City is to develop in a way which best responds to the policies.

The Plan was drafted through a systematic process of land capability analysis and citizen participation. Beginning with a resource inventory and population projections, policies were drafted for each of the Statewide Planning Goals. Using this background information, a series of alternative Land Use Plans was prepared. The Plans were evaluated according to the draft policies and a single Plan recommended. The single Plan alternative was then adopted by the City Council.



These policy and Plan guidelines are discussed in detail in subsequent sections, but may be summarized here. Policies fall into three broad areas of concern which were identified at numerous citizens' meetings:

- Preservation of existing neighborhood patterns of development;
- Maintain woodlands, open space and environmental quality; and
- Orderly expansion of road and utility systems to serve new development.

Each of these basic concerns is discussed below and is followed by a discussion of the Plan's response to Statewide Planning Goal 14: "[t]o provide for an orderly transition from rural to urban development".

### Neighborhood Preservation

Although the overall density of the City is low, development is concentrated in three areas which may be broadly defined as "neighborhoods". They are the high, western part of the City served by Idleman Road, the north to north-east section served by Ridgecrest Road and 132<sup>nd</sup> Avenue, and the generally lower density development on the valley floor. Within the two hillside neighborhoods, the pattern of subdivision is well established, with most lots between one-third and two acres in size. Interspersed throughout these neighborhoods are parcels and small farms of four to six acres. Because this pattern of subdivision is already established, the Plan recommends that the density of new development on these infill parcels be increased only slightly.

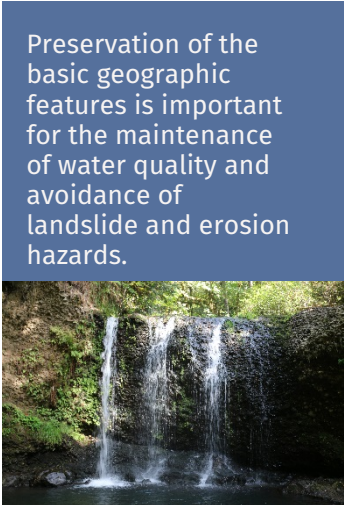
In the valley itself, the existing development is located in the northerly portion of the City. Lower density development occurs in its southern half, adjacent to large blocks of open farmland, especially around the fire station and water district office. This open land could accommodate significant projected population growth. The Plan recommends that these large blocks of open land be developed at higher densities in order to help preserve the hillside neighborhoods. Planned residential developments would be clustered throughout the City, especially on the large blocks of open land. To avoid overloading 122<sup>nd</sup> Avenue, a new minor arterial bypass is projected to the east connection to 132<sup>nd</sup> Avenue at King Road. Thus, most planned new development would take place in the valley where sewer extensions and road improvements could be made without significant disruption to most existing residential areas. The schematic Land Use Plan shown illustrates the recommended density patterns.

### Preservation of Woodlands, Open Space, and Environmental Quality

The second broad concern encompasses a variety of specific policies dealing with the preservation of natural features and avoidance of hazards to development. Neighborhoods have developed in response to distinct terrain features. Steep forested hillsides separate the relatively level hilltops from the valley floor. Preservation of the basic geographic features is important for the maintenance of water quality and avoidance of landslide and erosion hazards. It is also critical to the preservation of defined neighborhoods. The basic Plan mechanism for conservation of these features is the designation of low density development for steeper slopes and forested land. A minimum lot size of one acre, together with minimum road and utility standards as required by the underlying development district, will encourage development on fewer, more isolated sites within otherwise natural areas. Specific mechanisms in the Plan and ordinances will control the siting of houses and their proximity to drainage channels and other sensitive areas.

### Orderly Expansion of Services for New Development

The Plan favors systematic extension of service for contiguous new development. A sewer trunk line to serve the higher densities (four to six dwelling units per acre or R-10 to R-7 Plan Designation) in the valley should be extended north from



Preservation of the basic geographic features is important for the maintenance of water quality and avoidance of landslide and erosion hazards.

the City limits parallel to 122<sup>nd</sup> Avenue and Mt. Scott Creek Boulevard to the vicinity of King Road. This trunk line could be extended in conjunction with the proposed construction of the Minor Arterial bypassing 122<sup>nd</sup> Avenue. To ensure that new growth does not unduly tax existing residents, the Plan recommends that developers bear the initial costs of local services and road extensions. Some of the initial cost may be repaid to the developers as the individual properties gradually hook up to the extended sewer system. Under these conditions, it is expected that major new development in the valley will proceed from the south, with a new elementary school and park built as demand justifies. Elsewhere in the City, infill development on smaller parcels would take place. Additional growth management mechanisms are recommended to control the quality and pace of new development so that the public infrastructure of roads, utilities, schools, and fire and police services are not overtaxed.

## Land Use Goals and Policies (Statewide Planning Goal 2)

### Citywide Land Use Goals and Policies

#### LU-1

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

**LU-1.1:** The City of Happy Valley shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels that are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.

**LU-1.2:** The City of Happy Valley shall provide a range of housing that includes land use districts that allow senior housing, assisted living and a range of multi-family housing products. This range improves housing choice for the elderly, young professionals, single households, families with children, and other household types.

**LU-1.3:** The LDC will be revised to comply with the Comprehensive Plan to allow for changes over time as the City of Happy Valley goals and policies change.

**LU-1.4:** To ensure orderly development in the City of Happy Valley.

**LU-1.5:** To locate land uses so as to take advantage of existing systems and physical features, to minimize development cost and to achieve compatibility and to avoid conflicts between adjoining uses.

Land use goals and policies establish a planning process and policy framework to assure a factual base for land use decisions and actions.



## Residential Districts Land Use Policies

### LU-2.1: Residential Districts

The following residential land use districts are established in order to accommodate a range of housing needs in the City of Happy Valley:

- Very Low Density Residential – R-40, R-20, R-15;
- Low Density Residential – R-10, R-8.5, R-7;
- Medium Density Single Family Residential – R-5, MUR-S; and
- High Density Residential Attached – SFA, MUR-A, VTH, MUR-M and MUR-X.

**LU-2.2:** Very Low Density Residential Districts (R-40, R-20, R-15). These districts provide for compatibility with existing large lot residential patterns in the City. They are also intended to help balance the conservation of resources (e.g. steep slopes, habitat, tree canopy) with low impact development. Clustering and other hillside protection measures may be required to minimize the impact of development.

These districts may be located where steep slopes (generally greater than 15 percent) or other resources are present, and where clustering, transfer and/or limited access require a low base density.

**LU-2.3:** Low Density Residential Districts (R-10, R-8.5, R-7) – These districts provide for a variety of single family lot sizes and building types in neighborhood settings. They also allow attached housing as part of PUDs. They provide transition between very low density residential districts and high density districts.

These districts are applied throughout the City generally on slopes less than 15 percent. They should be located to promote compatibility and transition from higher to lower density within neighborhoods.

**LU-2.4:** Medium Density Single Family Residential Districts (R-5, MUR-S). These districts provide for smaller lot and attached housing choices in the City of Happy Valley. The smaller lots, duplexes and triplexes permitted are intended to help broaden the variety of housing choices in the City, promote compact form in appropriate areas, and assist in meeting Metro requirements. The MUR-S district permits mixed use in limited situations in order to provide goods, services, and jobs close to residential areas.

These districts may be located in transitional areas between high density residential attached and lower density single family districts. They may also be part of master planned developments, where greater flexibility in their location may be considered.

**LU-2.5:** High Density Residential Attached (SFA, MUR-A, VTH, MUR-M and X). These districts provide for a variety of attached housing and neighborhood commercial uses. They are intended to make efficient use of land and public services, accommodate a range of housing needs, provide for compatible design at neighborhood scale, reduce reliance on the automobile for neighborhood travel, provide for walking, bicycling and transit use, and provide direct and convenient access to schools, parks and neighborhood services.

These districts may be applied near (generally within ¼ mile) of mixed use centers and districts, along collector and arterial streets, and within a block of streets planned for transit. They may also be part of master planned developments, where greater flexibility in their location may be considered.

Medium density residential districts provide for smaller lots and attached housing choices in Happy Valley and help broaden the variety of housing choices in the City.

East Happy Valley will be a well-designed community with core mixed-use areas, livable neighborhoods and a range of job opportunities all integrated with the transportation system, natural environment, open space network and public facilities.

**LU-2.6:** Residential land uses will be organized to form complete neighborhoods. Complete neighborhoods include a variety of housing types, park and open space, a definable center (e.g. a park or school) and edge (e.g. transportation or open space corridor), a mix of uses, and a well-connected network of streets and pedestrian ways. The degree to which each of these characteristics is provided will vary with the location and context of the neighborhood.

### **Rock Creek Land Use Policies**

**LU-3.1:** Due to rapid growth and staffing constraints, the City of Happy Valley has found it necessary to adopt a number of separate, geographically specific, “Comprehensive Plans” in the overall land use planning for the City. These include the Rock Creek Comprehensive Plan, the Aldridge Road Comprehensive Plan; the Rock Creek Mixed Employment Comprehensive Plan; the East Happy Valley Comprehensive Plan; and, the Happy Valley Town Center Plan. The following policy sections and sub-sections detail specific policies associated with these “mini Comprehensive Plans” that have been added to the City’s greater Comprehensive Plan policies:

**LU-3.2:** Generally, the Rock Creek Comprehensive Plan and Aldridge Road Comprehensive Plan will determine land uses and guide the provision of Level 1 facilities and services to land annexed to the City of Happy Valley that is located roughly north of Sunnyside Road, east of 137<sup>th</sup> Drive and west of 162<sup>nd</sup> Avenue as follows:

**LU-3.3:** In the Rock Creek Comprehensive Plan Area, commercial and office needs will be met through annexation of the existing Sunnyside Village Center, and the planned Mixed Use Employment, Mixed Use Commercial and Mixed Use Residential designations.

**LU-3.4:** A portion of the City of Happy Valley’s long-term Multiple Family and Small-Lot Single Family Residential needs will be met through annexation of the planned Mixed Use Residential and Village Residential designations in the Rock Creek Comprehensive Plan Area.

**LU-3.5:** Open space opportunities and natural resource areas will be preserved consistent with Metro’s Title 3 and City of Happy Valley Comprehensive Plan policies.

**LU-3.6:** Medium to Large-Lot Single-Family Residential needs in this sub-area will continue to be met through annexation of the properties within the Aldridge Road Comprehensive Plan Area. Densities within the Aldridge Road Comprehensive Plan Area will match those within the adopted Plan, which may only be altered by a complete replacement of the adopted Plan and subsequent Comprehensive Plan Map/Zoning Map Amendments. Proposed changes to a single parcel or set of multiple parcels that do not include the entire Plan area will not be considered by the City of Happy Valley.

### **East Happy Valley Land Use Policies**

**LU-4.1:** Overall Policy Framework for the East Happy Valley Comprehensive Plan. The following policies were derived from the goals and principles (originally dated July 13, 2004) of the Damascus/Boring Concept Plan. They are adopted as the overall policies guiding growth and livability in the East Happy Valley Comprehensive Plan area (East Happy Valley). Each policy is made up of its introductory goal-oriented statement, followed by the principles to be used during implementation.

#### LU-4.2: East Happy Valley Community

East Happy Valley will be a well-designed community with core mixed-use areas, livable neighborhoods and a range of job opportunities all integrated with the transportation system, natural environment, open space network and public facilities. Community elements will include:

- Neighborhoods as the basic “building blocks” of the community;
- Mixed-use centers that encourage a sense of community;
- A diverse range of job opportunities;
- A mix of uses and transit supportive densities along transit streets;
- A well-connected network of transportation, land uses and natural resource systems to support public transit, walking and bicycling;
- An integrated system of open space, parks and natural areas throughout the community, using them as an organizing principle for land uses; and
- Pedestrian-friendly public spaces that accommodate outdoor activity and socialization within both residential and commercial districts.

#### LU-4.3: Urban Design

East Happy Valley will reflect the state of the art of urban design principles and practice, built from centuries of experience, and applied to a new 21<sup>st</sup> century community. Implementation will include:

- An overall community design and form that is coordinated with the larger systems of the Portland Metropolitan area;
- The design of a new community that fits the contours and form of the unique Boring/East Happy Valley landscape, and honors local history, climate, ecology, and building form;
- An overall urban form that is organized into a logical pattern of town center(s), neighborhood centers, corridors, neighborhoods and industrial and employment districts;
- Great vistas and views at many scales and forms - ranging from the broad landscape vistas, to city views terminated on civic buildings, to the tree-lined neighborhood blocks;
- Designs that use green spaces and natural features as ways of organizing and connecting physical elements for the community;
- Well designed streets that serve as part of the public realm for people, as well as transportation corridors for vehicles;
- Compact, pedestrian-friendly, and human-scale places that support comfortable walking to ordinary activities and interaction with neighbors;
- The creation of excellent civic buildings and gathering places;
- Planned transitions (a.k.a. a “transect”) from urban core(s) to neighborhoods to rural and resource areas;
- A plan that sustains and enhances the economic, ecological, civic/financial and social fabric of Boring community in the long term;
- Implementation of “Happy Valley Style” design guidelines;
- A varying of building scale and land use along arterial streets to create interest, variety, and an avoidance of the repetition of land uses and building types;
- Consider designating gateways for entries to the City of Happy Valley; and
- Important cultural and natural names, places, and themes will be used as East Happy Valley urbanizes. Historic or landscape related names should be used for the street, place and neighborhood names.

East Happy Valley will have a variety of building scales and land uses along arterial streets to create interest, variety, and avoid repetitive land use and building types.

To establish a town center for Happy Valley that provides pedestrian-friendly and transit-supportive development as well as a mix of uses that serve all of the City of Happy Valley.



## Happy Valley Town Center Land Use Policies

**LU-5.1:** The purpose of the Happy Valley Town Center Plan (the “Town Center”) is to establish a town center for Happy Valley that provides pedestrian-friendly and transit-supportive development as well as a mix of uses that serve all of the City of Happy Valley.

**LU-5.2:** The Town Center is intended to fulfill the Metropolitan Service District’s (Metro) Title 6 requirements for town centers.

**LU-5.3:** All development within the Town Center is required to:

- Be walkable and pedestrian- oriented in character;
- Recognize the importance of integrating transportation and land use in the Town Center to support transit, walking, and biking;
- Promote shared-parking and other parking management strategies to reduce the dominance of parking areas;
- Be generally consistent with the Town Center’s Urban Design Diagram. The Urban Design Diagram is hereby made a part of the Comprehensive Plan;
- Ensure that a walkable network of streets and trails are established with strong connections to the regional trail system and Rock Creek;
- Support green infrastructure and other sustainable development practices that are integrated with urban development;
- Minimize the impact of urban development on the water quality and resource value of Rock Creek; and
- Promote stewardship of Rock Creek and other resource areas by providing public access and environmental education.

## Growth Management Policies

The City’s review of growth management systems and processes has provided an insight into the needs and requirements of future development within the City. Because the City provides so few services to its residents, the problem of control and coordination has become a major consideration. While the City does not have the ability to control the special districts which provide sanitary sewer, water , fire and police protection, schools, streets and roads, storm drainage outside the City, vector control and public transit, the City may act as the development coordinator for all services in order to insure that capacities and service levels, scheduling and specific service location areas come together in the appropriate places and times which will benefit both the City and the property owners.

The City has determined that the most appropriate means to achieve this goal is to categorize the services into specific levels which will address the urgency of need. Through growth management, properties may be granted density bonuses which may result in higher overall densities for the individual properties than designated on the City’s Land Use Plan Map. A series of Growth Management Policies (see below) will direct development activity to serviced and serviceable areas where growth is most appropriate. Without conformance and adherence to the Growth Management Policies of the Plan, growth and development shall not be permitted to occur. The implementation of the Growth Management Policies shall be carried out through the appropriate section of the LDC.

Base densities within the City indicate an overall City density of 3.45 units per net vacant buildable acre. Density bonuses in the R-10, R-20 and R-40 districts and density calculations with incentive bonuses, designed to protect the fragile slope, drainage, resource and hazard areas will increase overall average city-wide density to over six units per net vacant buildable acre. The difference of approximately 2.55 units between the Base Plan and the ultimate bonus density shall be dependent upon the willingness of property owners to meet and comply with the City’s growth management system and process. The ultimate level of development density shall be determined by the property owner and his relationship to the growth management system.

**LU-6.1:** The City of Happy Valley shall permit development on vacant buildable lands at its base density levels or less, or at density levels which exceed base density levels as permitted by Title 16 of the City's Municipal Code. Level 1 facilities and services shall be defined as those which are absolutely critical to site development proposals, and are as follows:

- Sanitary sewer;
- Water supply;
- Storm drainage;
- Fire protection; and
- Streets and roads.

**LU-6.2:** In any area of the City of Happy Valley where Level 1 services are programmed but are not scheduled for installation and availability for more than one year, a project of phased development may be proposed which will include future bonuses. However, any and all bonuses may be planned for, but shall be taken only when Level 1 services are available to the site. Initial phase(s) of the project may not exceed density limitations established by the Base Comprehensive Plan. All planning for the project must be in accordance with appropriate sections of the current LDC.

**LU-6.3:** Any and all development within the City of Happy Valley shall be subject to participation in the provision of Level 2 facilities and services which are essential to the development of the City as a whole, and shall include:

- Schools;
- Police protection;
- Parks and recreation;
- Public transit;
- Vector control; and
- City administrative services.

**LU-6.4:** The funding of improvements, extension of construction Level 1 facilities and services within the incorporated limits of the City of Happy Valley shall be the responsibility of those whose land use activities caused such improvement, extension or construction to become necessary. Funding sources may include but are not limited to creation of a local improvement district (LID); outside funding or grants in aid; direct source payment with or without agreement for future reimbursement by other property owners who may utilize the facility or service; other sources as may be identified.

**LU-6.5:** Waivers of remonstrance for all future improvements of Level 1 facilities and services shall be required for all approved minor partitions, major partitions, subdivisions and PUDs. The City of Happy Valley shall retain these waivers for use when necessary.

Development in the Town Center is required to be walkable and pedestrian-oriented in character.



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**LU-6.6:** When, as the coordinator of land use activities and service provision to development areas, the City of Happy Valley must make determinations regarding fulfillment of the Growth Management Policies and Procedures, the City shall consider recommendations provided by service providers and other affected agencies, including but not limited to those listed below.

- Clackamas County Service District No. 1 (CCSD#1)
- Sunrise Water Authority
- Clackamas Fire District No. 1 (CFD#1)
- Clackamas County, Department of Transportation and Development (DTD)
- North Clackamas School District No. 12 (NCSD#12)
- Tri-Met
- City of Portland
- City of Gresham

Any determination shall be within the parameters of the providers' or agencies' own standards, criteria, requirements or plans. The service providers' decision shall be treated as a rebuttable presumption as to the ability of that provider to provide an acceptable level of service. However, the evidence that can rebut said decision must be compelling evidence based upon objective data and the agencies' standards-criteria-requirement or plans in order to controvert the determination of the service provided.

**LU-6.7:** No development of any properties shall be permitted which will interfere or prevent the extension of any Level 1 facilities or services.







## Chapter 3 Natural Environment

*Find your happy place*

### 3 Natural Environment

One of the purposes of the Comprehensive Plan is to accommodate population growth while protecting new development against such hazards as erosion and flooding (in both the immediate area and downstream), and the mass movement of earth or landslides, and preserving important natural features which have attracted people to the City of Happy Valley.

From an ecological perspective, the Comprehensive Plan must maintain water quality and vegetative conditions in order to protect the natural processes, including wetlands and wildlife habitat, of the valley. High quality habitats and corridors that provide for diverse species and allow the movement of animals must be preserved in order to maintain ecological balance. Sensitive areas must be protected from development, while compatible uses, such as recreation and scenic open spaces, must coexist successfully and even be mutually beneficial.

Residents of the City of Happy Valley place a high value on the scenic and natural qualities of the area’s remaining forests, creeks, wetlands and open farm land. To a significant extent, it is these natural features that make the valley unique. The steep slopes and sharp ravines of the higher terrain have restricted the location of residential development, while the more level terrain on hilltops and in the valley has been put into productive farming. The wise use and management of these resources is essential if the City is to grow in a manner which retains these qualities.

#### Existing Natural Conditions

##### Topography

The City straddles a narrow valley of the same name. Mt. Scott Creek flows along the bottom of the valley in a northeast to southwest direction. Elevations vary between approximately 300 feet in the City’s southern portion to approximately 1,050 feet on Mt. Scott in the northwest part of the City. Most development has occurred on the upper south- and southeast-facing slopes of Mt. Scott.

Slope gradients vary between five and 15 percent in the valley and up to 55 percent on Mt. Scott. A 100 percent slope is equal to a 45-degree incline. Of the 1,440 acres in the City, 690 acres, or nearly half of the total area of the City, exceeds a 15 percent slope (see Table 3-1 below). Physical limitations on the construction of roads and buildings generally increase as the degree of slope increases. Land areas over 20 percent slopes are normally considered not developable because of a combination of hazards. Construction of roads on slopes over 20 percent, except for short distances, is costly and occasionally hazardous because of the need for extensive cut and fill.

Residents of the City of Happy Valley place a high value on the scenic and natural qualities of the area’s remaining forests, creeks, wetlands and open farm land. These natural features make the valley unique.

**Table 3-1. Land Area by Slope**

Slope Category	Land Area (Acres)	Land Area as Percentage of Total
0% to 10% Slope	446	31%
10% to 15% Slope	303	21%
15% to 20% Slope	262	18%
20% to 25% Slope	173	12%
25% to 30% Slope	129	9%
30% to 40% Slope	89	6%
40% to 50% Slope	21	2%
Over 50% Slope	17	1%
<b>Total</b>	<b>1,440</b>	<b>100%</b>

Known faults in the vicinity are the Portland Hills Fault which runs parallel to the West Hills, and the Brothers Fault which originates near Portland and extends to Bend, Oregon.

### Geology of the Soils

The City of Happy Valley is underlain by lava associated with many small eruptions in the Mt. Scott area. For example, more than 500 feet of lava was penetrated in a water well drilled on the east side of Mt. Scott. The upper five- to 15-feet of the lava has weathered to a red clay type of material that retains much of the character of the parent rock. At a depth of approximately 60 inches or more, a firm, brittle, and impervious material called fragipan can be found, and is especially prevalent on the steep terrain west of Mt. Scott Creek.

Soils comprise three types: Cascade silt loam, Powell silt loam and Saum silt loam. The Cascade Silt Loams cover nearly all of the valley, with the exception of small sections of Saum silt loam to the south and small portions of Powell silt loam to the east. These soils vary in depth between 20 to 60 inches and share characteristics such as a high water table and low permeability. These soil types produce “severe” limitations to septic tank filter fields, according to the soils interpretations of the U.S. Department of Agriculture Natural Resources Conservation Service (USDA-NRCS). In low, wet areas, dwellings with basements are unsuitable on all three soil types. Other distinctions among the soils are not significant, with slope representing the most important overriding limitation.

Severe earthquake probability is fairly low in the Portland area. Earthquakes of low magnitude occur quite frequently, while a quake magnitude of six or greater on the Richter scale may be expected approximately every 100 years. Known faults in the vicinity are the Portland Hills Fault which runs parallel to the West Hills, approximately 15 miles west of the City, and the Brothers Fault which originates near Portland and extends to Bend, Oregon. A study of geologic hazards in the Northwestern Area of Clackamas County was conducted by the Oregon Department of Geology and Mineral Industries (DOGAMI) in 1980. This study determined that no fault lines run directly through the City, reducing the impact of any earthquakes which may occur in the immediate vicinity.

### Vegetation

Native vegetation in the City of Happy Valley consists predominantly of Douglas fir (*Pseudotsuga menziesii*) woodlands, and significant areas of grasses and weeds. Other vegetation includes big leaf maple (*Acer macrophyllum*), western hemlock (*Tsuga heterophylla*), alder (*Alnus*), hazel (*Corylus*), vine maple (*Acer circinatum*), salal (*Gaultheria shallon*), and red huckleberry (*Vaccinium parvifolium*). Woodlands are most predominant on the steeper slopes of Mt. Scott and in the Mt. Scott Creek floodplain and the drainage channels which intercept it.

Erosion potential correlates with the type and density of vegetation. Forests help stabilize steep slopes, while clearing and grading encourage runoff and the degradation of water quality. Effective rooting depth is only 20 to 30 inches, indicating limitations to tree re-vegetation if the land is cleared of topsoil and graded.

## Water Features and Water Quality

The City lies within the upper portion of the Mt. Scott Creek drainage basin. Tributaries and channels carrying intermittent streams extend into the hills on each side of the creek, effectively separating the hillside into a series of ridges. Most roads have been cut along these ridges or in stream valleys. Flood channels are narrow and well-defined. Some permanent wetlands are located in the flat portions of the valley.

The northernmost portion of the City is located within the Johnson Creek drainage basin. Although it is of significantly less impact on the Happy Valley area than Mt. Scott Creek, the Johnson Creek drainage area is nonetheless important. As such, the City has adopted the “Interim Guidelines for Storm Water Runoff Management in the Johnson Creek Basin” prepared by Metro.

The Federal Emergency Management Agency (FEMA) issued a Flood Insurance Rate Map (FIRM) for the City on December 4, 1979. The map delineates the boundary of a projected 100-year floodplain along Mt. Scott Creek. The City is now a part of the regular program of FEMA, entitling residents to flood insurance at actuarial rates in proportion to flood risk. No part of the City or its planning area is within the boundary of the projected 100-year floodplain along Johnson Creek.

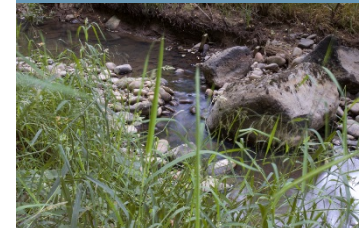
## Flora and Fauna

While no unique or endangered species of plants and animals indigenous to the area are known, still undisturbed natural areas play a vital role in the preservation of numbers of species that are incompatible with the rapid encroachment of urbanization and development.

Diverse natural habitat is crucial to preserving the species of birds and small animals presently nesting or residing in the area. The Norway rat (*Rattus norvegicus*), English sparrow (*Passer domesticus*), European starling (*Sturnus vulgaris*), and rock dove (common pigeon, *Columba livia*) will adapt because they thrive on urbanization with its asphalt and concrete structures, its housing developments, and human refuse. But the declining band-tailed pigeon (*Patagioenas fasciata*), which lays only one egg per year, depends on tall conifers for nesting and the remaining cascara (*Rhamnus purshiana*), elderberry (*Sambucus*), and salas (*Gaultheria shallon*) for food.

The present vegetative diversity accommodates a number of bird species which are not seen in urbanized areas of Portland north of Mt. Scott. The rare and majestic pileated woodpecker (*Dryocopus pileatus*) may still be seen in the City only because of the existence of a small stand of virgin firs saved from the axe by concerned citizens. The beautiful and striking black-headed grosbeak (*Pheucticus melanocephalus*), never seen by most Portland residents, usually nests in the remaining undisturbed tracts of deciduous growth. Many other bird species listed by Oregon State University as uncommon or rare west of the Cascades are regular residents or visitors within the boundaries of the City. These species include the sharp-shinned hawk (*Accipiter striatus*), Cooper’s hawk (*Accipiter cooperii*), ruffed grouse (*Bonasa umbellus*), saw-whet owl (*Aegolius acadicus*), yellow-bellied sapsucker (*Sphyrapicus varius*), hairy woodpecker (*Leuconotopicus villosus*), downy woodpecker (*Picoides pubescens*), hermit thrush (*Catharus guttatus*), Townsend’s solitaire (*Myadestes townsendi*), ruby-crowned kinglet (*Regulus calendula*), northern shrike (*Lanius excubitor*), purple finch (*Haemorhous purpureus*), lesser goldfinch (*Spinus psaltria*) and chipping sparrow (*Spizella passerine*). Each of these species has its own specific habitat requirements presently found within the diversity offered by the City. Each is uncommon because it is unable to adapt to the encroaching urban development of

Tributaries and channels carrying intermittent streams extend into the hills on each side of Mt. Scott Creek, effectively separating the hillside into a series of ridges.



its former habitat. If these species are to survive, the present diversity of habitat must be preserved. Progressive disruption of ecosystems is irreparable, and once lost, natural land is irretrievable.

### Air Quality

The City lies within the Portland-Vancouver Interstate Air Quality Maintenance Area (AQMA). This area is described in the State Implementation Plan (SIP) for air quality, published jointly by the Oregon Department of Environmental Quality (DEQ) and Metro in April 1979. The 1979 SIP reported that the entire AQMA was in non-attainment for meeting the revised federal ambient air quality standards for ozone and was predicted to remain in non-attainment until at least 1987 unless additional control measures were undertaken. Metro and DEQ developed a regional control strategy to bring the metropolitan area into attainment by 1987. The City cooperated and worked with these agencies to realize this goal, and the Portland-Vancouver area achieved attainment in 2005.

Other pollutant sources except automobile emissions are not significant. According to DEQ, no point sources in the vicinity of the City should affect air quality in the City of Happy Valley seriously.

The nearest air quality monitoring station is located in Milwaukie at Milwaukie High School, about five miles west of the City. According to DEQ, air quality in the City is considered good.

### Noise

Ambient noise levels in the City are low. Intermittent noise sources include vehicles traveling along arterials and local streets and some farm machinery in the east part of the community. There are no commercial or industrial noise sources. Noise sensitive areas include exposed, treeless sites adjacent to the most heavily traveled roads. The siting of any new fire station should consider the effects of noise from emergency vehicles on nearby properties.

## Revised Buildable Lands Inventory and Composite Development Suitability Analysis

The intensity of development has been, and will continue to be, determined in large part by the natural physical characteristics of the land.

Steep slopes or drainage channels, for example, present hazards to development which vary in proportion to the degree of slope or proximity to channels. Consequently, land areas can be analyzed in terms of the number of natural constraints and a definitive determination can be made regarding "buildable" versus "unbuildable" lands for planning purposes.

The following sections describe a Revised Buildable Lands Inventory and a Composite Development Suitability Analysis that was included in the 1980 Comprehensive Plan.

Many other bird species listed by Oregon State University as uncommon or rare west of the Cascades are regular residents or visitors within the boundaries of Happy Valley.

## Revised Buildable Lands Inventory

The revised buildable lands inventory for the City of Happy Valley provides the primary framework for determining developable areas within the City. The revised map of the buildable lands inventory is based on the information generated for the original composite development suitability analysis, which is an evaluation of individual five-acre cells within the City and a point based ranking of the following characteristics:

- Water Table;
- Bedrock;
- Fragipan;
- Permeability;
- Slope;
- Runoff;
- Erosion;
- Geologic Hazards/Landslide;
- Drainage (includes Floodplain); and
- Vegetation.

The revised buildable lands inventory combines the characteristics listed above and uses the four most significant factors in determining buildability for the future: steep slopes, geologic hazards, drainage channels, and flood hazards. These four factors have been individually redefined and are evaluated below.

**Steep Slopes** | Steep slopes are hazardous and costly to develop. Road grades over 12 percent are difficult to negotiate and would not normally be developed. Public costs of road maintenance on steep roads are much higher than for level roads. Housing developed on slopes over 20 percent may require special foundations or support to avoid problems of instability. The potential for serious erosion or landslide in these areas increases with development density; while a single family house may be carefully sited on such slopes, a subdivision or apartments normally cannot be sited there.

**Geologic Hazards** | A 1980 study by DOGAMI for the Northwest Clackamas County Area identified potential geologic hazards, including mass movement of earth and landslides. Due to the steeper slopes of the valley area, two specific sites could be noted as being of significant geologic hazard potential. These potential hazards are not easily overcome or mitigated, resulting in the need to determine unsuitability for all forms of urban development.

**Drainage Channels** | Development in or near drainage channels should be avoided due to flooding potential in the immediate area and downstream. Soil, wetness in the vicinity of creeks and the potential for degradation of surface waters from runoff during and after construction are other factors which should limit or preclude development. Restrictions on development close to natural channels are necessary to stabilize erosion and protect downstream areas from excessive storm runoff and flooding.

**Flood Hazards** | A flood hazard may exist, as identified by the FIRM for the City as issued by FEMA, based on the standard use of the 100-year flood hazard areas identified by the City. The only flood hazard area in the City of Happy Valley is associated with Mt. Scott Creek.

The revised buildable lands inventory for the City of Happy Valley provides the primary framework for determining developable areas within the City.

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As compared to the original composite development suitability analysis, two important modifications have been made in the revised buildable lands inventory to the analysis of slopes and geologic hazards. First, the upper limit of buildable slopes has been reduced from 25 percent to 20 percent to be more responsive to the transportation and internal circulation problems of the City. The reduction also addresses the overall problem and cost of service provision within the City, is more compatible with the upper limit established by Clackamas County, which is directly adjacent to the City on three sides (east, south and west), and more accurately reflects the topographical problems existing within the City. Slopes above 20 percent may be developed if problems surrounding engineering and site design, drainage and runoff, impacts to natural features, and access and service delivery can be overcome. However, for purposes of determining areas suitable for development (buildable lands) within the City, slopes above 20 percent have not been included. Density calculations may permit compensation for the unbuildable slopes above 20 percent.

The second modification is the inclusion of detailed information regarding geologic hazards and landslide or mass movement potential. The information available at the time of the formulation of the Composite Development Suitability Map was generalized and outdated. In 1980, DOGAMI issued a study of the geology and geologic hazards of northwestern Clackamas County which identified some specific areas of hazard potential within the City. This information is included in the revised buildable lands inventory map.

The City has established the upper limit of slope areas defined as buildable lands to a realistic 20 percent. This revision is, as previously stated, for the purpose of becoming more responsive to the transportation and internal circulation problems within the City, to address the overall problem and cost of service provision within it, to become more compatible with the upper limit established by Clackamas County (20 percent), and to reflect the topographical problems of the City more accurately. Because the City of Happy Valley may contain the greatest proportional share of residential land with slopes above 20 percent of any city in the metropolitan region, the concern for buildable lands, especially as it relates to topographical slope, is a valid one. Each of the four individual factors is discussed briefly below.

**TRANSPORTATION AND INTERNAL CIRCULATION** | This factor involves ingress and egress from the City and the City's lack of a through route. At the present time there are only four means of ingress and egress from the City, and no additional routes are planned. Only one of the four routes, 122nd Avenue from the south, off Sunnyside Road, is capable of carrying any significant increases in traffic volumes or is without gradients exceeding 12 percent. Mt. Scott Boulevard, for example, includes an area with 23 percent gradient. The gradients, coupled with the many turns, short straightaways and poor sight distances, have already created problems with existing traffic volumes and flows. Significant increases in traffic volume generated from new large-scale development in the Happy Valley area will be a source of additional problems for private vehicle users and future public transit serving the Happy Valley area.

Another problem results from the lack of a viable through route in the City. While 122nd Avenue may be a viable access route from the south, no similar compatible route exists from the north, necessitating a turn-around within the City and a return to Sunnyside Road. This will severely hamper the provision of uniform transit service throughout the City. As a final note on the 122nd Avenue route, there is a gradient of approximately 18 percent at the intersection with Sunnyside Road. However, this area is not within the City and is not, therefore, considered in terms of the City's justification for a revision of the buildable slope.



**PROBLEM AND COST OF SERVICE PROVISION** | The general topography of the City will create problems for service provision, especially for sanitary sewer. The excessive number and area of drainage ways will necessitate crossings of the drainage ways by sewer lines, and this will increase the cost of mains and laterals, the necessity for pump stations and pressure lines, and the potential environmental hazards associated with crossing streams and drainage ways. Reducing the buildable area will also reduce the need for the overall sanitary sewer system, thereby reducing the number of required potential crossings, pump stations and pressure lines, and environmental hazards. Service delivery problems may also occur for water, fire protection, and emergency health services, especially as the latter two relate to the problems of access to the City. Internal circulation problems for school bus service already exist in the area as a result of excessive slopes.

**COMPATIBILITY WITH SURROUNDING AREAS** | The Clackamas County Comprehensive Plan proposes a 20 percent maximum for buildable lands. Because Clackamas County surrounds the City on three sides, and the County currently provides several utility services to the City, the compatibility of buildable slopes at 20 percent is practical. Other services in the Happy Valley area provided by non-County agencies, such as water service and fire protection, transcend City boundaries and service areas within the County. Therefore, revising buildable slopes in order to achieve compatibility with Clackamas County is justifiable. In addition, Multnomah County, to the north of the City, also cites a maximum buildable slope of 20 percent in its Comprehensive Plan.

**REFLECTION OF TOPOGRAPHICAL PROBLEMS** | Nearly one-third of the City's area contains slopes above 20 percent (454.9 acres or 31.59 percent), so clearly a large area is topographically challenged. These challenges relate directly to transportation and internal circulation, service delivery and cost, and compatibility with the surrounding areas. The existence of numerous drainage ways within the City accentuates the slope challenges, interfering with the potential development of many large lots or properties within the City.

The basic purpose of the revised buildable lands inventory is to address these issues. The more detailed investigation of potential buildable lands, as required by LCDC, has resulted in a determination that the buildable slope should be 20 percent or less. This reduction results in a realistic expression of developable land within the City.

The preceding discussion describes the challenges facing the City in determining the scope and scale of future development. Topographic and geographic constraints contribute significantly to the City's lack of services (especially sanitary sewer) and the difficulty in providing for higher urban densities. In order to maximize available buildable lands, to utilize the limited transportation and internal circulation facilities efficiently, and minimize the problems and cost of service provision, the City finds that the concept of the clustered PUD is the most logical, practical and efficient means (both in economic and land use terms) of providing opportunities for future development. Using the PUD concept, accompanied by density bonus and calculation provisions, will result in a realistic approach to development in the City.

For site-specific proposals, the composite development suitability analysis (described below) should be used to determine the impact of the factors previously discussed and how to best mitigate their adverse impacts and accentuate the many positive attributes of the land that will be developed.

The City finds the PUD is the most logical, practical, and efficient means of providing opportunities for future development in Happy Valley.

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## COMPOSITE DEVELOPMENT SUITABILITY ANALYSIS

The purpose of the composite development suitability analysis is to provide a method for site-specific evaluation of individual development proposals. This evaluation is oriented to the scope and scale of the development and shall be part of the development review process, as opposed to the Comprehensive Plan compliance process. The analysis shall be utilized not to approve or disapprove a land development proposal, but to evaluate and determine the scope and scale of the proposal as it relates to the physical constraints of each site.

The composite development suitability analysis was conducted by dividing a map of the City into a grid of 185 five-acre squares and assigning numerical values of 10, 5 and 0 as the development suitability ratings of slight, moderate, and severe, respectively. Within each square, numerical totals were tabulated representing the combination of separate suitability ratings. Squares with the highest score indicate the fewest limitations and highest suitability for development. The total numerical range between the lowest and the highest scoring squares was divided into three parts and given composite values of high, moderate, and low suitability. The mid-range, moderate value was further divided into thirds to create values of low-moderate, moderate, and moderate-high suitability. This second division allowed important distinctions which could not be made with three broad categories of suitability. The composite map of five suitability values became an important basis for preserving natural resources and avoiding natural hazards to development.

### Map Analysis

For each constraint, maps were prepared representing areas of high, moderate or low suitability for residential development. Residential development was taken as the representative land use, since it is projected to comprise nearly all of the City's future development.

This method for assigning suitability ratings was based on a consideration of soil interpretations of the Soil Conservation Service and map computation of slope gradient. For example, a slope of over 20 percent was rated as a severe limitation, 10 percent to 20 percent as moderate, and zero to 10 percent as a slight limitation. Although small, isolated areas of steep slope are found in areas of lesser slope, the method broadly defines areas with slope limitations and areas relatively free of limitations. Please see Tables 2.2 and 2.3 for further information.

## Natural Environment Goals and Policies (Statewide Planning Goals 5, 6, and 7)

While the preceding section analyzed the natural environment in terms of constraints to development, this section identifies the goals and policies required to preserve the City of Happy Valley's natural features - its forests, creeks, wetlands, open space, and scenic viewpoints. Goals and policies are presented for four categories of natural environment:

- Natural Resources, Scenic and Historic Areas, and Open Spaces (Statewide Planning Goal 5);
- Air, Water and Land Resources Quality (Statewide Planning Goal 6);
- Areas Subject to Natural Hazards (Statewide Planning Goal 7); and
- East Happy Valley Natural Environment (policies adopted in 2009 in conjunction with the adoption of the East Happy Valley Comprehensive Plan).

## Citywide Natural Resources, Scenic and Historic Areas, and Open Spaces Goal and Policies (Statewide Planning Goal 5)

### NE-1

To conserve and protect natural and scenic resources.

**NE-1.1:** Manage wooded areas within the City of Happy Valley through the annexation and land division process and through the City's tree removal requirements. The City shall encourage tree retention prior to development by requiring that lands annexed within the City limits, but which have not filed for land division or site design review, are not eligible to receive tree removal permits except for the removal of hazard trees or the harvest of commercial trees, including nursery stock, Christmas trees, etc., but exclusive of generally forested lands. An exception exists for land currently zoned Exclusive Farm Use (EFU) within Clackamas County, which is currently in a state or county tax deferral program for timber production. Said lands, subsequently annexed into the City, shall be treated as a "tree farm" for purposes of this section for so long as the deferrals remain in effect.

In order to further protect natural and scenic resources, the City of Happy Valley shall coordinate with the regional government (Metro) and various state and federal agencies to ensure that current natural resource regulations and requirements are codified within the City's Development Code. In addition, for lands previously located within unincorporated Clackamas County that have annexed to the City, mass tree removal on said lands prior to annexation shall result in an assessment of, and mitigation for, removed trees in conjunction with the land division or site design review process.

**NE-1.2:** Wetlands and streams located within the City of Happy Valley are governed by the City's LDC, state and federal regulations. Approximate locations and classifications of wetlands and stream reaches are located within the City's Local Wetland Inventory.

**NE-1.3:** Existing road standards maybe revised to reflect narrower width in resource areas and on steep slopes.

**NE-1.4:** Minimize the number and width of utility rights of way through resource areas. Establish utility alignments sympathetic to the natural form of the resource and topographic contours.

**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-1.6:** Maintain relationship of open space to permitted development in order to preserve the character of the natural setting and to provide for recreation and visual relief from development.

**NE-1.7:** Encourage multiple use of open space, provided the uses are compatible. Enhance the value to the public of abutting or neighboring parks, forest, wildlife preserves or other permanent open space.

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

**NE-1.9:** Avoid disposition of publicly owned land and rights of way before an evaluation of their merit as public open space.

**NE-1.10:** Maintain public views of the Happy Valley area from such higher elevation locations as road rights-of-way and public parks.

Maintain relationship of open space to permitted development in order to preserve the character of the natural setting and to provide for recreation and visual relief from development.



Conserve the area's unique natural resources in a manner which considers surrounding uses and provides a continuity of open space character and natural features throughout the City.

**NE-1.11:** Require provision of open space in all new PUDs and subdivisions over a size which is established by a revised development ordinance.

**NE-1.12:** Discourage artificial and unnatural features including, but not limited to, signs and billboards.

**NE-1.13:** Conserve the area's unique natural resources through their inclusion in the Comprehensive Plan and development approvals, in a manner which considers surrounding uses and provides a continuity of open space character and natural features, throughout the City of Happy Valley.

**NE-1.14:** Land development applications, grading permits and building permits that affect natural resource and steep slopes areas are subject to separate environmental review procedures assessing the impact of the proposed land use action or development permit, subject to the City's LDC.

**NE-1.14A:** Special regulations protecting steep slopes are required because such areas:

- Are generally more difficult and expensive to serve with urban infrastructure as compared to less steep lands;
- Provide wildlife habitat, tree canopy, and other environmental benefits;
- Are located at the headwaters of watersheds that provide clean drinking water to downstream users, including City of Happy Valley residents;
- Contribute to the scenic landscape of the Happy Valley area which is a strong part of the City's identity and livability; and,
- Are often adjacent to regulated natural resource areas and/or public green spaces.

**NE-1.14B:** Slope constrained lands are regulated by the steep slopes development overlay (SSDO). The purpose of the SSDO is to:

**NE-1.14B(1):** Contribute to compliance with Statewide Planning Goals 5 (Natural and Scenic Resources) and 7 (Areas Subject to Natural Disasters and Hazards). For Goal 7, the SSDO specifically minimizes seismic and landslide hazards and soil erosion associated with development on steep or unstable slopes:

**NE-1.14B(2):** Regulate development and provide special protection on lands within "conservation slope areas" and "transition slope areas" as follows:

a) Within conservation slope areas, development is generally prohibited. Conservation slope areas include:

- Slopes 25 percent and greater;
- Potentially Hazardous Analysis Areas (lands within 25 feet of the top or toe of slopes 25 percent and greater); and
- Areas containing potentially rapidly moving landslide hazard areas mapped by DOGAMI.

b) Within transition slope areas, conservation and development are balanced. Transition slope areas include:

- Slopes 15 to 24.99 percent.

**NE-1.14B(3):** Regulate the potential residential density and facilitate transfer of development away from slope-constrained lands.

## Citywide Air, Water and Land Resources Goal and Policies (Statewide Planning Goal 6)

### NE-2

To maintain and improve the quality of the air, water, and land resources in the City of Happy Valley.



**NE-2.1:** Maintain mandatory air and water quality standards of Federal and State Statutes, and comply with applicable portions of the State Water Quality Management Plan OAR 340, Division 41.

**NE-2.2:** Approve sewage disposal or sewer system hook-ups by appropriate agency and/or comply with subsurface Sewage Disposal Rules OAR 340, division 71, ORS 468 and ORS 454.615 et. seq. for replacement septic systems on existing lots of record.

**NE-2.3:** Comply with plan review requirements of DEQ for extension of sewer systems.

**NE-2.4:** Maintain riparian vegetation and avoid degradation of natural features adjacent to drainage channels and conservation easements to minimize runoff and erosion affecting water quality.

**NE-2.4A:** The City of Happy Valley shall adopt regulations and standards to protect streamside vegetative buffers and other natural resource areas that contribute to water quality consistent with Statewide Planning Goal 6, Clackamas County Water Environment Services, and Metro Title 3 requirements.

**NE-2.4B:** Where appropriate, the City of Happy Valley shall encourage nature-friendly development practices to minimize the impact on fish and wildlife habitat and water quality functions, and to provide mitigation standards for the replacement of ecological functions and values lost through development in natural resource areas.

**NE-2.4C:** The general location of water features that must be protected shall be indicated on the City's Steep Slopes and Natural Resources Overlay Zone Map; however, regulatory definitions and provisions in the Development Code shall be used to determine exact locations.

**NE-2.5:** Require review by the City of Happy Valley of plans prepared by State and county agencies which could affect the air, water and land resources of the City.

**NE-2.6:** Comply with policies relevant to this goal outlined under Statewide Planning Goals 5, 7 and 11.

**NE-2.7:** Require paving or oiling of roads where dust levels are deemed to represent an unacceptable increase in the degradation of air quality within the designated AQMA.

**NE-2.8:** Maintain acceptable noise exposure levels as identified by DEQ on properties adjacent to heavily traveled arterials and steep streets, through development of specific ordinance requirements.

**NE-2.9:** Areas of the City of Happy Valley which have exhibited a documented predominance of failing septic systems should be connected to the nearest feasible existing sanitary sewer at the soonest possible time. The balance of the City will be serviced in accordance with the City's Facilities Plan and CIP.

The potential for degradation of surface and subsurface water exists primarily from septic tank drain fields. Where drain fields are in close proximity to surface drainage channels and streams, the potential for contamination is greatest. Policies NE-3.2, 3.3, and 3.4, and NE-2.5 are included to restrict infringement upon or unnecessary modification of drainage channels. Policies NE-2.3 and 2.4 are established to monitor installation and operation of septic tank and sewer systems. Clackamas County issues permits for on-site sewage disposal systems and DEQ will approve the planned sewerage system extension from south of the City.

The City of Happy Valley recognizes and assumes its responsibility for operating planning and regulating wastewater systems as designated in Metro's Waste Treatment Management Plan.

Where appropriate, the City of Happy Valley shall encourage nature-friendly development practices to minimize the impact on fish and wildlife habitat and water quality functions, and to provide mitigation standards for the replacement of ecological functions and values lost through development in natural resource areas.

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## Citywide Areas Subject to Natural Hazards Goal and Policies (Statewide Planning Goal 7)

### NE-3

To protect life and property from natural disasters and hazards.

**NE-3.1:** Recognize the potential liability of the City of Happy Valley if land with known hazards which endangers life or property is allowed to be developed.

**NE-3.2:** Limit development in identified natural drainage-ways, floodplains, wetlands, steep slopes and landslide hazard areas. Housing development, and any other development intended for human occupancy, shall occur, to the greatest extent possible, on lands designated for development that are free from flood hazard, slope limitations, or other hazards.

**NE-3.3:** Dedication of lands to the City of Happy Valley within natural drainage channels and floodplains may be required as a condition for development near the channel, or to meet the needs for community recreation and open space.

**NE-3.4:** Modifications to the natural drainage channels including clearing, filling, diking or the construction of dams or levees shall be done in accordance with the City's LDC.

**NE-3.5:** Development which increases runoff and erosion, or which has the potential for undermining downhill development through significant increases in runoff will be restricted.

**NE-3.6:** The allowed intensity of development will be correlated with the degree of natural hazard. When slopes are over 15 percent gradient, the intensity of development shall be regulated in compliance with the City's LDC. The City will maintain the City's Steep Slopes and Natural Resource Overlay Zone Map to show the general location of steep slopes within the City.

**NE-3.7:** Require engineering studies by private developers, the City of Happy Valley and other government agencies for sites proposed for development within areas of suspected or known hazards to include compliance with appropriate chapters of the adopted Uniform Building Code, the City's Engineering and Design Standards Manual, and applicable sections of the City's LDC. In addition, these studies should define risks of development by using FEMA maps showing flood plains and floodways. The City will restrict buildings in the flood plains and prohibit buildings in the floodway.

Policies restricting development in selected areas (Policies NE-3.2 and NE-3.6) should not result in adverse impacts upon property owners. The environmental and social benefits associated with the avoidance of hazards and the retention of scenic open space should outweigh any development restrictions imposed upon property owners. Through such mechanisms as density calculations, described in the LDC, property developers can maintain the overall densities allowed in the Land Use Plan (see Exhibit 10) while retaining sensitive portions of their properties as open space.

A policy which may require the dedication of lands to the City (Policy NE-3.3) demonstrates the importance of acquiring selected private properties for public facilities. Such a policy is justified if property owners are compensated fairly and the designated sites are clearly superior to others for the proposed use. Conceptual site areas for a new firehouse, school and parks have been identified in the Land Use Plan. These site areas were chosen as a result of an analysis of such criteria as accessibility, terrain, elevation, vegetation, and alternative uses. The exact locations, size and boundaries of these sites will be determined after more detailed consideration of measures to minimize any adverse impacts associated with site acquisition or the placement of these facilities.

## East Happy Valley Natural Environment Policies

**NE-4.1:** East Happy Valley Natural Resources. East Happy Valley's transition to an urban area over time will also preserve, restore, and/or enhance unique areas, natural features, fish and wildlife habitats, and special places. As practicable, natural resource implementation will:

a) Protect, enhance and restore water and air quality by:

- Achieving low levels of effective impervious area and high levels of forest protection and restoration;
- Protecting steep slopes and undeveloped floodplains;
- Protecting, restoring and enhancing riparian and upland habitat;
- Preserving, restoring, and enhancing headwaters, streams, and groundwater systems to achieve clean water;
- Maximizing opportunities to protect and enhance natural watershed functions and processes; and
- Managing stormwater to protect hydrology and natural resources and promote recycling.

b) Protect, restore, and enhance ecologically viable fish and wildlife habitat that will sustain the area's native biodiversity and maintain wildlife habitat connectivity within the community and to adjacent natural areas.

c) Minimize development impacts on natural hazard areas including floodplains, landslide areas, and steep slopes.

d) Provide an ecologically linked system of parks, natural areas, farmland, trails, and open spaces for community, recreation and natural resource values within the Damascus/Boring area that is connected to the Clackamas River and other natural areas within the region, and ensure adequate coordination with adjacent communities.

e) Minimize impacts on habitat connectivity, ecological viability, air and water quality, and scenic views when developing an interconnected street, bicycle, pedestrian, and transit system.

f) Maximize opportunities to protect open spaces that can provide multiple public benefits such as stormwater facilities, parks, trails, and utilities without compromising hydrology, habitat, or ecological functions.

g) Seek opportunities to incorporate green street designs and green development practices into the community design and infrastructure plans to minimize negative impacts of development on the environment.

h) For this policy, references to steep slopes shall be interpreted as follows: (1) slopes greater than 25 percent shall be protected from development, but shall be eligible for density transfers; (2) slopes 15-25 percent shall be protected through a combination of clustering, transfer of development rights, low density development and other techniques that balance conservation and development rights.

i) Organize land uses to relate to green design elements, including:

- Natural areas as focal points;
- Protection of the areas of Scouter's Mountain that are 15 percent and greater in slope. Transfer of density from area's 15 percent and steeper may result in clustering in other areas that exceed base zoning – this technique is allowed and encouraged;
- Protection and restoration of vegetation along streams; and
- Low impact building design and infrastructure.

East Happy Valley's transition to an urban area over time will also preserve, restore, and/or enhance unique areas, natural features, fish and wildlife habitats, and special places.

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- j) Use the Damascus/Boring Concept Plan's Parks and Schools diagram to guide park and school locations, and, master planning for parks, schools, trails, and greenways. Coordinate development with parks and schools facility plans. Public or private parks, with usable open space, should be within walking distance of all homes.
  - k) Low impact development practices and infrastructure will be allowed and encouraged in East Happy Valley. The City will be proactive in proposing low impact public works projects.







Chapter 4  
Parks, Recreation,  
and Open Spaces

*Find your happy place*

## 4 Parks, Recreation, and Open Spaces

The parks and recreation needs of its people is an important aspect of any community. The residents of the City of Happy Valley believe the park, recreation, open space, and scenic aspects of their City are very important.

### 1984 Comprehensive Plan Background

Recreational opportunities in the City of Happy Valley range from the structured activities provided at Happy Valley Park on Callahan Road to the unstructured activities associated with natural amenities such as Mt. Scott Creek, forests, and other natural or agricultural areas in the City. Residents can enjoy scenic drives, walks, and bicycling trips along a number of hill roads and rural streets, although there are as yet no formal trails or pathways. For the most part, recreational activities such as hunting, fishing, winter sports, and swimming take place outside of the City.

The recreational needs of the City will increase as its population increases, and to satisfy the needs and demands of both residents and visitors, the City intends to encourage additional improvements and recreational development. Diversity of areas and activities is also an important facet of meeting the community's recreational needs, and should be integral to all future development.

An analysis of recreational needs was conducted for the 1984 Comprehensive Plan based on existing facilities, standards for parks, and unique features and opportunities. The primary recreational facility in the City was 32-acre Happy Valley Park, of which 24 acres are wetlands. Much of the property was purchased through an extensive fund-raising effort by local volunteers. The park has been continually improved since 1965 through a combination of continued volunteer effort, funds from City gasoline tax revenues, and Oregon Parks and Recreation Department matching grants.

Happy Valley Park is being developed according to a master plan and has two fully equipped tennis courts with a third practice court. It also contains two baseball diamonds, a hard surface basketball court, a horse exercise arena, bicycle paths, a covered picnic shelter, a picnic area, paved streets, parking lots, and curbs. A jogging course with obstacles has been completed. A children's play area features playground equipment including swings, slides, and monkey bars.

Mt. Scott Creek runs through the park and is being landscaped to enhance the beauty of the creek and old growth trees. Landscaping is proceeding throughout the park as funds permit.

The size of the park is adequate for a population of approximately 8,000 people, based upon a general standard of 2.5 acres of neighborhood parks per 1,000 people. Thus the City population could increase six-fold (from its existing [1984] 1,480 persons) before it would overtax the existing Happy Valley Park. However, additional parks should be provided to accommodate the needs of the projected population of 10,464 and, in particular, the needs of other neighborhoods in the City that cannot access Happy Valley Park easily. These needs include activity areas similar to those in the existing Happy Valley Park. A fitting potential location could be near the second elementary school site.

Smaller parks such as pocket parks or play lots may also be necessary where neighborhoods are relatively isolated or cannot access larger parks easily because of topography. National standards for these smaller parks are likely not appropriate for the areas in the City with relatively low density residential development that are isolated by ravines and steep slopes. Regardless

The recreational needs of the City will increase as its population increases, and to satisfy the needs and demands of both residents and visitors, the City intends to encourage additional improvements and recreational development.



of national standards, these smaller parks could play an important role in addressing the recreational needs of the community, and opportunities for inclusion of such play lots (1/4 to one acre in size) should be considered as residential neighborhoods grow.

Because of topography, street connections are circuitous between residential areas on the hill and the valley floor. For people living in the high Idleman Road neighborhood, for example, there is no convenient pedestrian linkage to the City offices in the valley, except by winding roads. Consequently, a system of trails should be developed to link existing and future neighborhoods, parks, schools, and other facilities. These trails could follow future residential streets, open drainage channels, and Mt. Scott Creek, or follow exclusive easements or public rights of way. In part, the usefulness of parks and recreation facilities will be judged insofar as they can be accessed by the residents of all parts of the City, particularly by its children.

Alternative park areas, recreational opportunities, and implementation measures were considered as unique opportunities for special recreational and park experiences. The pattern of existing and planned residential growth, and the logical location of a future school site, were also considered. The City's Open Space Commission was directed to complete a detailed review of the City's open space needs, policies, and ability to support and maintain open space.

Accessibility of alternative park and recreation areas by foot, bicycle, and automobile was analyzed. Finally, the optimum size of park and recreation areas was established on the basis of population projections and neighborhood characteristics.

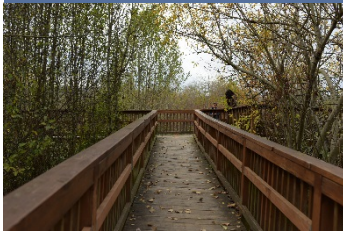
Based upon the preceding analysis, the Commission and staff prepared an Open Space and Recreation Plan. This map defines categories of resource preservation correlated with the value of the resource and the potential for its degradation through incompatible development. The map also identifies potential viewpoint and creek park areas, trails, and forested areas which should remain substantially undeveloped.

The conceptual locations of one new park and a new viewpoint are illustrated by the Open Space and Recreation Plan. A new 10-acre park should be located in the southern part of the City, possibly adjacent to the creek. The intent is to preserve a wooded section of land adjacent to the creek for possible recreational and open space purposes and to complement the more intensively developed facilities at the existing park and school. In addition to the creek park, a viewpoint is proposed on Idleman Road at a point where the road makes a 90-degree turn north. This location provides a unique viewpoint of the entire valley and could be developed as a small vehicle turnout to complement the scenic road designation of Idleman Road. This location is also a logical collection point for all pedestrian and bicycle traffic desiring to travel east and south to the community center, parks, or school.

The 10-acre creek park, combined with the 21-acre existing park and other public recreation facilities, would meet the needs of the projected population (using the national standard of 2.5 acres/1,000 people). However, the creek park would probably not be developed to the intensity of the existing park. The creek park could have field sports on its upper slopes, with a more natural portion near Mt. Scott Creek. The viewpoint park has not been given a specific size. Implementation of the viewpoint park and the creek park would occur under the auspices of the City's existing Parks and Recreation Board. Potential funding for site acquisition could come through the state from federal sources, on a local matching basis, or through other public sector funding sources.

A pedestrian pathway and bikeway system is proposed to follow natural contours and connect the major community activities to the residential areas. The Clackamas County Comprehensive Plan proposes a bike path through the City on 128th

A pedestrian pathway and bikeway system is proposed to follow natural contours and connect the major community activities to the residential areas.



Avenue to King Road and north on 132nd Avenue. The City's bikeway system would be developed to connect to the county-wide system.

## 2003 Parks Master Plan

In 2003 the City of Happy Valley adopted a Parks Master Plan, which identifies and evaluates existing park and open space areas, assesses the need for additional recreational facilities, establishes criteria and standards for site selection and management of the various areas, and recommends an approach to funding acquisition, development, and maintenance. The policies and goals of the Comprehensive Plan considered during the development of the Parks Master Plan. Updated parks and recreation information can be found in the Parks Master Plan.

## Parks, Recreation, and Open Spaces Goal and Policies (Statewide Planning Goal 8)

### Citywide Parks, Recreation and Open Spaces Goal and Policies

#### PR-1

To satisfy the recreational needs of the citizens of the state and visitors.

**PR-1.1:** To satisfy the recreational needs of the citizens of the state and visitors, and to provide additional park and outdoor recreational facilities in order to meet City of Happy Valley residents' recreational needs.

**PR-1.2:** To enhance and encourage the use of the area's recreational facilities and opportunities.

**PR-1.3:** To encourage Clackamas County development of additional recreational areas.

**PR-1.4:** To encourage creation of a greenbelt recreational area in conjunction with the natural areas for open space, bikeways, and trails.

**PR-1.5:** To continue the current park improvement program.

**PR-1.6:** To encourage multiple uses of schools and school facilities for public and recreational purposes.

In part, the usefulness of parks and recreation facilities will be judged insofar as they can be accessed by the residents of all parts of the city, particularly by its children.





## Chapter 5 Economic Development

*Find your happy place*

## 5 Economic Development

The City of Happy Valley is a “bedroom community,” which means that the community relies on commuting and the regional Portland economy for employment.

### 1984 Comprehensive Plan Background

A major portion of the City’s economy is based outside the City with little economic activity taking place within the City limits. Most employed residents work on the east side of Portland or in east-side suburban areas, with fewer numbers working on the west side of the Willamette River. In November 1980, the City adopted its first tax base as a means of paying for the basic services which are provided to the community. Current costs are also funded through revenue sharing and tax receipts (gasoline, liquor, and cigarettes) from the state and from franchise fees for various services.

The assessed value of real property for 1984–1985, including vacant land and improvements, is \$48,351,890 according to the Clackamas County Assessor’s Office. The median value of dwellings in the City is over \$60,000.<sup>2</sup> Over 95 percent of the households either own or are buying their homes. According to City surveys, 20 percent of the homes are on 1/3 to 3/4 acres of land, 16 percent are on 3/4 to one acre, 25 percent are on one to two acres, 20 percent are on over two acres, and the remainder is on larger acreages.

In terms of industrial development (of any type) and most forms of commercial development, the City lacks some of the requisites that a geographic area must possess to become developable. Service levels are low, the roads are of a rural standard, the market area is small, and travel distances are great and routes indirect. With the completion of the Clackamas Town Center at I-205 and Sunnyside Road, there is less incentive to create commercial enterprise in the Happy Valley area. Additionally, the large amounts of serviced industrial land in the area around I-205 north of Oregon City will likely affect the demand for industrial development in the City of Happy Valley. Nonetheless, the City and Clackamas County conducted an industrial lands profile in 2001, which identified some developable industrial lands in the City.

### Economic Diversification

Because the City’s economy is tied directly to the overall economy of the metropolitan area, it is acutely sensitive to changes which may occur in nearby Clackamas County and southeast Portland.

Because the City’s economy is tied directly to the overall economy of the metropolitan area, it is acutely sensitive to changes which may occur in nearby Clackamas County and southeast Portland. Any major shift in the business and employment characteristics of the areas around the valley may give rise to adjustments in residence and development patterns within the City; therefore, the City is mindful of the entire economic picture of the metropolitan area. As a result, policies have been developed which encourage and support diversification of the City’s economy and the continued diversification and improvement of the regional and state economies.

Policies have been developed which encourage and support diversification of the City’s economy and the continued diversification and improvement of the regional and state economies.

<sup>2</sup> All values are in 1984 dollars.

## Citywide Economic Development Goals and Policies (Statewide Planning Goal 9)

### Citywide Economic Development Goals and Policies

#### ED-1

To diversify and improve the economy of the state.

**ED-1.1:** In order to expand the local economy to its fullest potential, the City of Happy Valley will work closely with local, regional, and state economic development entities to create a positive environment that supports expansion of existing businesses and attracts new living wage employers. The City will accomplish this through strategic investments in economic development marketing and infrastructure and based on the pursuit of the following policies:

**ED -1.1A:** The City of Happy Valley will continue to monitor and research levels of private investment leveraged by the City, Clackamas County, and regional/state/federal governments; utilize City and local public and private investments as a local funding match on state and federal grants, when allowed in pursuit of grant funding; and will leverage City and Clackamas County resources with other public and private funds where feasible and equitable.

**ED -1.1B:** Increase marketing exposure of shovel-ready development sites, including a mix of site sizes (i.e., five-acre to 10-acre) to meet business expansion requirements; recruit businesses that offer living wages that are higher than the statewide average for all private business establishments; and support urban agricultural and environmental tourism efforts within the City of Happy Valley, as appropriate.

**ED -1.1C:** Support local, Clackamas County, regional, state, and federal land use, environmental, and transportation projects and initiatives that may impact or influence business development in the City of Happy Valley positively and maintain and improve the working relationship with secondary education establishments, and local WorkSource training networks.

**ED -1.1D:** Work with Clackamas County and local residents and businesses to solidify a vision and preliminary design plan for a new Rock Creek Employment Center and Happy Valley Town Center and work with Clackamas County, ODOT, and potential site tenants to obtain full funding commitments for on- and off-site public infrastructure improvements.

**ED -1.2:** To encourage compatible residential, commercial and light industrial development in both the City of Happy Valley and nearby Clackamas County that will provide jobs. The City supports the development of commercial and employment uses in the Highway 212/224 Corridor, Sunnyside Road Corridor, and the Rock Creek Employment Center and in other areas, subject to design standards.

**ED -1.2A:** To reduce vehicle miles traveled and street congestion, and to provide local employment opportunities, the City of Happy Valley will encourage home-based businesses that show no outward signs of business activity and fully retain the residential character of existing neighborhoods.

**ED -1.2B:** To comply with Statewide Planning Goal 9 (Economic Development) and to meet long-term neighborhood-oriented commercial and office needs for existing and future City residents in the Rock Creek Comprehensive Plan, the City of Happy Valley has annexed existing and planned commercial and office sites served by Sunnyside Road in the Rock Creek Comprehensive Plan area. In addition, to meet the long-term needs of City residents for local services and employment land, the City has created a broad range of commercial, employment, and light industrial districts.

In order to expand the local economy to its fullest potential, the City of Happy Valley will work closely with local, regional, and state economic development entities to create a positive environment that supports expansion of existing businesses and attracts new living wage employers.



**ED -1.2C:** The City of Happy Valley shall ensure that all commercial and office centers are accessible by transit, bicyclists, and pedestrians, generally as shown within the City's current TSP.

**ED -1.3:** To improve the economy of the City of Happy Valley by providing a range of land use types, including a variety of commercial and employment districts. The following commercial and employment districts are applicable for any location in the City:

**ED -1.3A:** Mixed Commercial Center (MCC). The MCC district is intended to establish locations for the development of general commercial centers providing a broad range of shopping and service requirements to meet city-wide needs. The MCC, as applied in East Happy Valley, corresponds to the Damascus/Boring Concept Plan's designation of Neighborhood Centers. These mixed-use centers in East Happy Valley accommodate retail services with a focus on meeting resident's daily shopping needs. They are planned to be well served by transit and be integrated with mixed use and higher density housing – thus supporting less auto-dependent lifestyles. These centers are also appropriate locations for civic uses such as post offices and branch libraries. Their design is intended to be highly pedestrian-oriented.

**ED -1.3B:** Community Commercial Center (CCC). The CCC district is intended to provide locations or "nodes" for a range of small businesses and services adjacent to residential areas as a convenience to nearby residents. The CCC district, as applied in East Happy Valley, corresponds to the Damascus/Boring Concept Plan's designation of Corner Store centers. These mixed-use centers in East Happy Valley accommodate small scale retail and services that meet the convenience needs of neighborhood residents. Mixed use is allowed and encouraged. Access to these centers is provided by well-connected local streets and safe bicycle and pedestrian routes. Their design is intended to be highly pedestrian-oriented.

**ED -1.3C:** Location and compatibility of commercial districts. MCC and CCC districts are limited to areas of the City of Happy Valley annexed after the end of 2004. Neighborhood Commercial uses associated with the Rock Creek Mixed-Use Employment, R-5 and SFA districts may be allowed throughout the City subject to special standards. The location and compatibility criteria in sub-policies ED-1.3C(1-3) apply:

**ED -1.3C(1):** MCC location and compatibility. New MCC districts shall be limited to an area of up to 15 acres of contiguous land. Building footprint size on any given site is limited to 60,000 square feet per structure. Appropriate locations for MCC districts are generally at the intersection of the following types of facilities as designated in the City's TSP.

- a) Major or Minor Arterial Facility and Major or Minor Arterial Facility
- b) Major or Minor Arterial Facility and Collector Facility

All MCC developments involving five acres or more of land are subject to master plan review and design review. In the East Happy Valley Comprehensive Plan area, a master plan approval is required for the entire lot or parcel proposed for development together with any contiguous lot or parcels owned by the same owner, within the MCC district prior to new development.

In the East Happy Valley Comprehensive Plan area, one MCC designation may exceed the 15-acre limit described above, but may not exceed 20 acres of contiguous property. In this center, the maximum building footprint size is limited to 150,000 square feet per structure, provided the entire contiguous 20-acre area is master planned prior to new development. If the entire contiguous area of this center is not master planned together, the maximum building footprint size is limited to 60,000 square feet per structure. A lot, parcel or other area is not considered contiguous if it is separated from an adjacent MCC district by a public right-of-way. Further, as part of demonstrating compliance with master plan requirements, design review

Happy Valley shall ensure that all commercial and office centers are accessible by transit, bicyclists, and pedestrians, generally as shown within the City's current TSP.

The EC designation is intended to provide for a mix of employment opportunities, located where they are accessible by a variety of transportation modes, including transit service and safe and convenient pedestrian connections.

to the Happy Valley Style, and other code criteria, applicants shall demonstrate how: (1) the visual impact of larger scale development has been mitigated; (2) the streetscape is pedestrian-oriented and varied to create visual interest; (3) public amenities are provided and scaled appropriately; (4) transitions to adjacent areas and future development are provided; (5) adequate infrastructure is provided; and (6) overall design excellence justifies the larger than normal scale of the project.

**ED -1.3C(2):** CCC location and compatibility. New CCC districts are limited in size to not more than five acres of contiguous land. Building footprint size on any given site is limited to 30,000 square feet per structure. Appropriate locations for CCC districts are generally at the intersection of the following types of facilities as designated in the City's TSP:

- a) Major or Minor Arterial Facility and Major or Minor Arterial Facility
- b) Major or Minor Arterial Facility and Collector Facility
- c) Collector Facility and Collector Facility

**ED -1.3C(3):** Neighborhood Commercial location and compatibility. Neighborhood commercial uses within certain residential districts are appropriately located on lots at the intersection of the types of facilities listed below, as designated in the City's TSP. There is a corresponding maximum building area for each Neighborhood Commercial development:

- a) Major or Minor Arterial Facility and Collector Facility: 7,000 square feet per building.
- b) Collector Facility and Collector Facility: 5,000 square feet per building.
- c) Collector Facility and Local Facility: 3,000 square feet per building.

**ED -1.3C(4):** Master plan the neighborhood centers along 172nd Avenue (applicable Collector Facility extensions and Sunnyside areas) to ensure excellent, pedestrian-oriented design. The City's master plan, design review, and Happy Valley Style procedures and requirements shall be used to plan the neighborhood centers.

**ED -1.3D:** Employment Center (EC). The EC designation is intended to provide for a mix of employment opportunities, located where they are accessible by a variety of transportation modes, including transit service and safe and convenient pedestrian connections. These areas:

- 1) Provide transition between mixed use centers and residential areas;
- 2) Provide sites suitable for industrial, office, tech/flex, creative arts, high schools and technical schools (that meet code criteria for compatibility in employment areas), and other businesses in multi-tenant and (in some cases) multi-story buildings. The walkable character of the surrounding urban environment is a defining element.
- 3) Support limited retail and services serving their locales; and,
- 4) Allow housing as part of mixed use buildings and sites.

**ED -1.3E:** Industrial Campus (IC). The IC designation is intended to provide employment opportunities consistent with Metro’s Title 4 requirements. The district is the City of Happy Valley’s zone for implementing Metro’s requirements for Regionally Significant Industrial Areas (RSIA). IC districts are intended to:

- 1) Protect sites for larger scale industrial users, with exceptions for pre-existing parcels and committed areas;
- 2) Provide industrial land near appropriate transportation facilities, specifically Highway 212/224;
- 3) Retain land for industrial use, in part by limiting the size and location of new buildings for retail commercial uses (such as stores and restaurants) and retail and professional services that cater to daily customers (such as financial, insurance, real estate, legal, medical and dental offices) to ensure they serve primarily the needs of workers in the area. Non-industrial uses will not exceed 3,000 square feet in a single outlet, or 20,000 square feet in a multi-tenant building. Compatible public facilities will be permitted; and,
- 4) Provide for public facilities, parks, education and related uses that are compatible with industrial areas.

### **Rock Creek Economic Development Policies**

**ED -1.4:** Due to rapid growth and staffing constraints, the City of Happy Valley has found it necessary to adopt a number of separate, geographically specific, “Comprehensive Plans” in the overall land use planning for the City. These include the Rock Creek Comprehensive Plan, the Aldridge Road Sub-Area Comprehensive Plan; the Rock Creek Mixed Employment Comprehensive Plan; the East Happy Valley Comprehensive Plan; and, the Happy Valley Town Center Plan. The following policy sections and sub-sections detail specific policies associated with these “mini Comprehensive Plans” that have been added to the City’s greater Comprehensive Plan policies.

**ED -1.4A:** To plan for the creation of the Rock Creek Mixed Employment (RC-ME) District. The RC-ME District is an approximately 146-acre area located generally northwest of the intersection of Oregon Highway 224 and 162nd Avenue. The area has historically been zoned EFU pursuant to Clackamas County’s acknowledged Comprehensive Plan and land use regulations while it was outside the Portland Metropolitan UGB. This area is subject to the Damascus-Boring Concept Plan required by the site’s 2002 inclusion within the UGB. The Concept Plan, approved by Metro and the City of Happy Valley City Council, established that this area will be an Employment Area implementing Metro Functional Plan Title 4, “Industrial and Other Employment Areas.” However, the site is not subject to the Industrial or the Regionally Significant Industrial Area restrictions contained in Title 4.

To implement the vision of the Concept Plan for this site, the City adopted the RC-ME zoning district consistent with the applicable provisions of the City’s Comprehensive Plan and the Metro Urban Growth Management Functional Plan providing for a variety of employment-generating uses.

Due to rapid growth and staffing constraints, the City of Happy Valley has found it necessary to adopt a number of separate, geographically specific, “comprehensive plans” in the overall land use planning for the City.

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The RC-ME district is intended to:

- 1) Protect sites for larger-scale employment generators, medical centers, and senior housing, with exceptions for pre-existing parcels and committed areas;
- 2) Provide employment land near appropriate transportation facilities, specifically Highway 212/224 and 162nd Avenue;
- 3) Retain land for employment use, in part by limiting the size and location of new buildings for retail commercial uses. Specifically, retail sales uses may not exceed 60,000 square feet of gross lease area in a single building; or commercial retail uses with a total of more than 60,000 square feet of retail sales area on a single lot or parcel; or, on contiguous lots or parcels, including those separated only by transportation right of way; and,
- 4) Provide for public facilities, parks, education, and related uses that are compatible with employment areas.

The City acknowledges that the area's transportation and ecosystems services infrastructure must be improved to accommodate the proposed uses. Accordingly, the implementing zoning ordinance text and map amendments shall address ecosystem services, including the implementation of low impact development strategies and include requirements that the area not be developed until there are adequate transportation facilities for proposed uses as determined by the requirements of the Oregon Transportation Planning Rule (TPR) found in OAR 660-012-0060(1)-(3) and Statewide Planning Goal 12, "Transportation" and consistent with the requirements of the City's LDC.

### **East Happy Valley Economic Development Policies**

**ED -1.5:** East Happy Valley Employment. East Happy Valley will include a diverse range and adequate amount of employment opportunities. Employment lands will provide:

- a) Reasonable amounts of industrial and employment areas to address the employment needs of those living in the area, as well as to contribute to sub-regional needs.
- b) Employment uses accessible by a full range of transportation modes (i.e., automobile, freight, transit, shared ride, pedestrian, and bicycle).
- c) A mix of retail, civic, and related uses and services to serve the daily needs of the local community.
- d) Employment uses that take advantage of and reflect the natural resource qualities of the land, including forested buttes, salmon-bearing streams, agricultural products, and beautiful views.





## Chapter 6 Housing

*Find your happy place*

## 6 Housing

The housing plan for the City of Happy Valley has been developed in response to the population projections and the land use needs for that population. Varying densities throughout the City will result in development patterns appropriate for both its physical characteristics and service levels (either existing or proposed).

Density bonuses will provide incentives for development when Level 1 services and facilities are available. It is the opinion of the citizens of the City of Happy Valley that the Statewide Planning Goal 10, Housing, is best met with an orderly and compatible development program which will become an integral part of the overall Comprehensive Plan. The City believes its best interests and those of its residents will be met by providing a variety of lot sizes, diverse housing types, and a full range of prices for future development.

### Housing Needs and Projections

In order to be able to fulfill the City's population projections (detailed in the Land Use Element, Chapter 3), the Comprehensive Plan recognizes that the City's housing stock must be increased and "buildable land" must be provided to develop housing (see the Land Use and Natural Environment elements, Chapter 3 and Chapter 4 for an analysis of vacant buildable land). In order to accommodate the City's projected base population of 6,596 persons (population projected over the 15-year planning period based on vacant buildable lands), an ultimate projected population of 10,464 (population projected over the 15-year planning period including PUD density bonuses), and meet LCDC's "Urban" designation requirements, the City must plan for additional housing for the community.

Based on projections of the population, the number of persons per household, the number of units per acre, and the densities of new development, the City has projected the need for future housing units, which is detailed in the Housing Needs Analysis section below. This need is justified by Statewide Planning Goal 10, the regional policies as formulated by Metro and adopted by LCDC and the local jurisdictions, which fits into the overall patterns of future urban growth for the region.

### Housing Needs Analysis

The housing needs analysis was completed by Metro as part of the Regional Urban Growth Boundary process and has been periodically updated by Metro. The analysis encompassed the entire Portland metropolitan area, including the City of Happy Valley, and identified the type and mix of housing needed for the region. The analysis also served as the basis for the formulation of the Metropolitan Housing Rule (OAR 660, Dev. 7), which requires the City to plan for and provide the opportunity for residential development at a density of six units per net vacant buildable acre. By accepting the results of Metro's Needs Analysis, the City is able to utilize the regional housing needs analysis and is not required to complete a costly and time consuming City-specific needs analysis.

The initial Comprehensive Plan (1980) was based on density calculations utilizing a "unit per acre" approach which did not include specific lot sizes in terms of square feet. The idea was to permit an identified number of dwelling units per acre on any given site, leaving the location and area criteria to the judgment of the property owner or developer. It was the City's opinion that, considering the individuality of the properties in the City, specific square footage guidelines would inhibit flexibility.

The City believes its best interests and those of its residents will be met by providing a variety of lot sizes, diverse housing types, and a full range of prices for future development.



The City has determined a total of 1,649 new units, at varying densities, will be required to provide an adequate base to satisfy future housing needs through the year 2000.

However, since 1981, when the original LDO was adopted and implemented, the City has discovered that the simplicity of using specific square footage requirements for each dwelling unit would not detract from site flexibility or usability and would provide easier internal administration. Therefore, the City decided that the 1984 Comprehensive Plan would utilize the more traditional “dwelling unit per square foot of lot area” concept.

The method employed by the 1984 Comprehensive Plan to denote land use type and density is the commonly used letter and number combination, which allows the user to identify the specific lot size requirement readily and easily. All residential districts are denoted as “R.” Following the letter is a number which is an abbreviation for a square footage area. For example, a “7” indicates “7,000 square feet.” These designations are used throughout both the Comprehensive Plan and the LDC. An explanation of each residential designation is provided below.

- R-7: Residential, 7,000 square feet of lot area per dwelling unit
- R-10: Residential, 10,000 square feet of lot area per dwelling unit
- R-20: Residential, 20,000 square feet of lot area per dwelling unit
- R-40: Residential, 40,000 square feet of lot area per dwelling unit
- RSD-1 overlay: Residential, one acre of lot area per dwelling unit

The City has determined a total of 1,649 new units, at varying densities, will be required to provide an adequate base to satisfy future housing needs through the year 2000. The new development densities range from a low of one unit per acre (RSD-1 overlay) to a high of approximately six units for each one acre (R-7) with a base average of 3.45 units on 478.4 buildable acres. The final breakdown of units per acre for new development is shown in Table 6-1, below.

**Table 6-1. Existing and Future Housing Units per Acre**

Units per Acre						
	1	1.5	2	3	4	Total
Existing Units	113	20	195	57	25	410
Units on Large Parcels						22
Subtotal						432
Base Unit Projection, By District						
		R-40	R-20	R-10	R-7	
Future Units		22	471	821	335	1,649
Base Total: All Units						2,081



By combining these proposed densities for new development with existing densities for the 432 existing units, a total of 2,081 units is achieved, yielding a projected population of 6,451 persons at 3.1 persons per household. This total is slightly lower than the projection utilized by the City because the 432 existing units are developed at a density which is less than 3.45 units per acre (432 existing dwelling units of 194.7 developed acres = 2.22 dwelling units per acre). However, for purposes of the Comprehensive Plan, a more recent population projection based on total buildable lands is utilized. The two base population projections are statistically close enough to render either figure valid for planning purposes.

The Center of Population Research and Census at Portland State University conducted a survey in February 1982 which counted 412 houses in the City and indicated an average of 3.3 persons per household. Current information indicates a household size of 3.4 persons per household. However, future development with a mix of single-family and multi-family units will lead to a smaller overall household size, as has been traditionally the situation when a mix of unit types is utilized. Therefore, the 3.1 persons per household figure is considered valid and reliable, and is utilized in the Comprehensive Plan.

When estimating base service delivery, financing and similar activities on projected population and anticipated development, most agencies utilize gross acreages to account for the size of the areas for which the projections are being made. The City is planned for comparatively low densities for the future, with an individual density maximum of approximately six units per acre (R-7). Accommodating higher densities within the City can be problematic because the City relies on outside service providers for utility services. The City cannot mandate service availability from independent service providers and must essentially act as a semi-dependent decision-maker, based on responses by the providers on whether service is or is not available in sufficient quantity and quality to support a development proposal.

The low densities planned for the City generally attract newly formed families in the early stages of family development. The major thrust of the Base Plan is directed toward providing a family-oriented low-density community in an environmentally protected and preserved setting, which will be particularly attractive to parents seeking a more traditional living environment for young children.

## Housing Goals and Policies (Statewide Planning Goal 10)

In response to LCDC Goal 10: Housing (“to provide for the housing needs of citizens of the state”) the City has developed a group of policies that achieve this housing goal and LCDC’s accompanying guidelines.

The policies specify the need to provide a variety of lot sizes, housing types, and range of prices, as well as to encourage upkeep of the existing housing stock, innovative design and land development techniques for new housing, the use of alternative energy sources, and the responsible use of water resources. Although much of the established housing already complies with many of these policies and guidelines (perhaps as a result of market forces, innovation, and various existing requirements), the need to deal with new housing along new specified policy directions and guidelines has been mandated through local, regional, and statewide goals.

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## Citywide Housing Goal and Policies

### H-1

To provide for the housing needs of the citizens of the state.

**H-1.1:** To increase the supply of housing to allow for population growth and to provide for the housing needs of the citizens of the City of Happy Valley.

**H-1.2:** To develop housing in areas that reinforce and facilitate orderly and compatible community development.

**H-1.3:** To provide a variety of lot sizes, a diversity of housing types (including single family attached/townhouses, duplexes, senior housing, and multi-family) and a range of prices to attract a variety of household sizes and incomes to the City of Happy Valley.

## East Happy Valley Housing Policies

**H-2.1:** East Happy Valley will provide housing choices for people of all income levels and life stages. Housing will include:

- a) A full range of integrated housing types, affordability, and tenancy preferences across the neighborhoods that will fulfill state and regional housing requirements and allow people of all ages and incomes to live in East Happy Valley.
- b) A range of housing types that allows community members to continue to live locally throughout all of life's stages (i.e., entry level worker, student, young professional, retired, and elderly).





## Chapter 7 Public Facilities and Services

*Find your happy place*

## 7 Public Facilities and Services

The Public Facilities and Services chapter of the Comprehensive Plan outlines the facilities and services currently available within the City, addresses future upgrades and improvements, and identifies goals and policies that direct the provision of public facilities and services concurrent with growth.

Beyond the base density and base population projections, the City believes that more development will occur when full facilities and services at adequate levels are available throughout the entire City. The City of Happy Valley is in an unusual position in that the City provides a portion of only three basic services, water, fire, and storm drainage. All other utility services are provided by outside service providers. Facilities, services, and providers are listed below.

- Clackamas County Service District No. 1 – Sanitary Sewer
- Mt. Scott Water District – Water (succeeded by Sunrise Water Authority)
- Happy Valley Rural Fire District No. 65 – Fire Protection (succeeded by Clackamas Fire District No. 1)
- Clackamas County Department of Transportation and Development – Roads
- Happy Valley & Clackamas County Water Environment Services – Storm Drainage
- Clackamas County – Police protection and vector control
- North Clackamas School District No. 12 – Schools
- Tri-Met – Public Transit
- Happy Valley – Parks
- Happy Valley – Administrative Services

The sections below provide an overview of the facilities and services available in the City.

### Schools

The City of Happy Valley is served by North Clackamas School District #12 (NCSD#12). Happy Valley Elementary School is within the City limits and enrollment in 1983-84 was 300 students in grades K through six. Seventh and eighth grade students attend Ickes Junior High School approximately three miles southwest of the City and high school students attend Clackamas High School, approximately four miles southwest of the City.

The site of Happy Valley Elementary School is 10.7 acres and is adjacent to Happy Valley Park. The school district owns no other property within the City limits, but does own several sites outside City limits for potential use as future school sites. They are a 20-acre site at 122nd Avenue and Sunnyside Road, a 12-acre site at Otty and Stevens Roads, and a 50-acre site at 122nd Avenue and Davis Road.

The City believes that more development will occur when full facilities and services at adequate levels are available throughout the entire City.



The projected population growth for the City may result in an expanded need for elementary educational facilities within it and expanded junior high and senior high school facilities in other parts of the Happy Valley attendance area. Based on a projected district population of 6,617, the school district has projected an ultimate school age population of 1,503 additional students by the year 2000:

- Elementary: 810 students
- Junior High: 231 students
- Senior High: 462 students
- Total: 1,503 students

These projections, and the need to conserve fuel and minimize busing, will require the City to plan for an additional 10-acre elementary school site. A general location for the site has been indicated on the Land Use Plan, but no specific site has been selected. Some land is available at the existing elementary school site for a minor amount of classroom expansion. The increase in junior and senior high school students will be accommodated at new or existing facilities outside City limits.

## Police

Police service is provided by the Happy Valley Police Department, in partnership with the Clackamas County Sheriff's Department. Deputies are on patrol throughout the County on a 24-hour basis, and the City pays the County for each hour of patrol within the City. Additionally, residents can call for emergency or routine assistance.

## Fire and Ambulance

Fire protection and emergency first aid are provided by the Clackamas Fire District No. 1 (CFD#1). The City has a contract with the Fire District for fire and first aid services and citizens pay taxes to support the Fire District. The Fire District has a paid crew supplemented by volunteers and student firefighters. The Fire District has two fire trucks, a tanker truck, a brush rig and an emergency first aid vehicle housed at the main fire station. An additional station in the area is being considered. The District has a mutual assistance arrangement with nearby fire districts and receives additional men and equipment immediately for all structural fires. When needed, calls can be placed for further assistance.

## Social and Health Services

Community adult education classes, arts and crafts classes, social dance classes, sports and other adult recreation activities are provided through Happy Valley Elementary School. Boy Scouts, Girl Scouts, Campfire Girls, Little League and Babe Ruth baseball, Pop Warner football, Youth Soccer, 4-H groups and church youth groups are active in the City and surrounding area. There are two churches located in the City of Happy Valley and many others nearby.

Old age assistance, welfare, mental health, nutrition, public health, services for mentally disabled children and juvenile counseling, among others, are provided through Clackamas County.

Medical and dental care is available for City residents within five miles, and there is a full service hospital within a mile of the City limits.

Police service is provided by the Happy Valley Police Department, in partnership with the Clackamas County Sheriff's Department.



## Utilities

### Water

The City is served by the Sunrise Water Authority (SWA). The land area within the City comprises about one quarter of the total SWA land area. Residents of the City pay rates to the SWA, vote to elect the Board of Directors, and may serve on the SWA Board of Directors.

All water used by the District is purchased from Clackamas River Water (CRW), which supplies water to most of North Clackamas County by means of the Oak Lodge, Barwell Park, Stanley and Mt. Scott Water Districts, and the City of Milwaukie. The Clackamas Water District draws water directly from the Clackamas River. The water is filtered through a “rapid sand” filtering and chlorinating plant before being delivered to reservoirs.

The SWA has reservoir storage capacity of 5,700,000 gallons and serves about 2,400 homes, apartments, and businesses. Current (1984) reservoir storage capacity is greater than current use levels or requirements under state guidelines. Future capacity levels will be dictated by the demand now planned in the communities served by the SWA. The three future reservoir sites identified throughout the service area will provide for adequate future service levels.

The SWA is responsible for preparing plans and developing supply, storage and distribution facilities to serve the City. The SWA completed a water system study in July 1977 and updated it in July 1983. The study’s Phase I recommendations for storage capacity have been implemented with the completion of two new reservoirs. A revision to the plan was recently recommended by the SWA’s engineers to add a new two-million gallon reservoir on the east side of Mt. Scott within the City limits. This reservoir would complete service levels for all three topographic levels within the City.

- Reservoirs 1 and 2 at elevation 1,100 feet (MSL)
- Proposed reservoir at elevation 870 feet (MSL)
- Completed reservoir at elevation 620 feet (MSL)

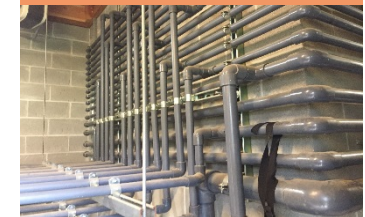
In 1983, the completion of the proposed reservoir was forecast to require approximately three years, which would assure adequate storage capacity for the planned growth of the City. Lines would then be extended as new areas were developed.

### Sewage Disposal

In 1984, all houses within the City except one were served by on-site subsurface sewage disposal systems. The remaining house was served by an extension of a Clackamas County Service District No. 1 (CCSD#1) sewer line.

In May 1976, the City of Happy Valley received a Step 1 grant from the EPA administered by DEQ to prepare a Sewerage Facilities Plan. This grant was used to develop several alternative plans for sewage disposal within the City. Because of the numerous changes in the development of the Comprehensive Plan since 1976 and the effects on key elements of the plan, the Facilities Plan was not completed. The elements of concern include the ultimate planned population density of the City and the land use planning requirements which would determine the location of that population. The EPA informed the City in September 1982 that the Step 1 Facilities Plan grant was being terminated for lack of funds and the delay in its completion. No funds were available from the Federal Government to complete the Happy Valley Step 1 Facilities Plan or the future Step 2 design phase. Limited funds may be available for the Step 3 construction phase.

In 1984, all houses within the City except one were served by on-site subsurface sewage disposal systems.



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The City has now undertaken funding to complete the Sewerage Facilities Plan consistent with an LCDC acknowledged Comprehensive Plan. In the interim period, the City has agreed, as requested by the DEQ, to complete a study and identify any areas within the City that are currently, or are anticipated to become, health hazards, and to specify corrective measures. The “Happy Valley Facilities Planning Sewerage Needs Study and Facilities Work Program” was originally completed in May 1983. The results cited the need to correct systems that were found to be a gross malfunction and presenting a health hazard. The study recommended that the City complete the Facilities Plan, the economic analysis, the institutional requirements, funding, design and construction of a sanitary sewer system. The study’s work program presents a schedule for all of the steps leading up to the construction of sewers. It is expected that the City will reach agreement with DEQ on a new stipulated consent order for presentation to the Oregon Environmental Quality Commission that will formally adopt the City’s schedule for construction of a sanitary sewer system.

Detailed plans and implementing ordinances will be prepared to address sanitary sewer management.

### **Solid Waste Disposal**

Solid waste disposal is handled by private businesses who use the private Metro transfer station located in Oregon City. Franchises are handled by Clackamas County through contractual agreement between the City and County. Clackamas County operates two solid waste disposal sites in the Brightwood and Sandy areas. These sites receive no wet or commercial refuse and are used primarily by private citizens.

### **Storm Drainage**

Most of the City of Happy Valley’s storm drainage system is composed of natural drainage ways, drainage ditches and culverts. The natural drainage ways are in the form of creeks in the steeper areas, and swales in the flatter areas. As the City developed and roads were constructed, roadside ditches were excavated which drain into the natural drainage channels. Wherever creeks or ditches were crossed by roads, culverts were installed. Mt. Scott Boulevard, Ridgecrest Road, Melita Drive and 129th Avenue have storm drains, as does Valley View Terrace. The drainage system as it now exists is at or near maximum allowable discharge. Future growth will require enlarging and upgrading the overall system. Therefore, a Drainage Plan for the City has been prepared and is combined with drainage regulations to ensure the provision of adequate storm runoff drainage throughout the City. The City completed a Storm Drainage Study in May 1980 to determine the impact of future development on the existing storm drainage system, and to address procedures for the abatement of anticipated drainage problems. In the years that have passed, further refinement has occurred within Title 16 of the City’s Municipal Code.

### **Electricity, Natural Gas and Communications**

Portland General Electric Company (PGE) is franchised to furnish electricity to the City of Happy Valley. In 1984, there were 432 recorded residential electric hookups within the City limits. The City is within two different PGE service areas, Oregon City and Gresham, with the largest portion being in the Oregon City service area.

Natural gas is provided by NW Natural (formerly Northwest Natural Gas Company) on a franchise basis. In 1984, there were approximately 150 residential gas hookups and gas lines were available to most neighborhoods.

In 1984, landline telephone service was provided by either Pacific Northwest Bell or Continental Telephone on a franchise basis. Cable television service was provided by Rogers Cable systems Cable TV Company. Three major networks, an independent station, educational channels and numerous other local and non-local programming and channels are broadcast via cable or antenna services.





## Public Facilities and Services Goals and Policies (Statewide Planning Goal 11)

### Citywide Public Facilities Goal and Policies

#### PF-1

To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for the planned growth and ultimately for full urban development of the City of Happy Valley.

**PF-1.1:** To complete a Public Facilities Plan as required by OAR 660, Division 11 and provide public facilities in a timely, orderly, and efficient manner to the City of Happy Valley.

**PF-1.2:** When local or other sources of public funding are available for the installation and/or improvement of facilities and services, existing areas of the City of Happy Valley which are experiencing on-going problems will receive priority funding and scheduling for necessary work.

**PF-1.3:** The City of Happy Valley will continue to seek federal funding for sewer projects and will attempt to maintain its standing on the CCSD#1 priority list.

**PF-1.4:** To require new developments to provide Level 1 public facilities and services which are consistent with the Growth Management Mechanisms section of this Comprehensive Plan and are required by City ordinances.

**PF-1.5:** To provide public water and sewer to all areas within the City limits in accord with the appropriate facilities plans adopted by SWA and CCSD#1.

**PF-1.6:** New individual onsite subsurface sewage disposal systems may be installed at any time to replace an existing but failing system within an existing lot of record, but may not be utilized to serve parcels or lots created by any land division, or to serve any new non-residential development. However, if public sanitary sewer service is available within 300 feet of any property line of an existing lot of record containing an existing failing system, and if the public sanitary sewer service is capable of serving the site of the failing system with a regular or gravity hookup, sanitary sewer service shall be extended to the subject site in lieu of utilization of a new replacement individual onsite subsurface sewage disposal system.

**PF-1.7:** To continue to support the collection of solid waste through private operators.

**PF-1.8:** To monitor the adequacy of solid waste collection service and to communicate with private operators when problems arise.

**PF-1.9:** Solid waste disposal is a regional concern requiring regional solutions. The City of Happy Valley recognizes Metro's responsibility and authority to prepare and implement a solid waste management plan, supports the Metro "Procedures for Siting Sanitary Landfill," and will participate in these procedures as appropriate.

**PF-1.10:** To promote the construction of a storm drainage system, with highest priority given to the drainage areas suffering the most severe problems.

**PF-1.11:** No facilities and services under the City of Happy Valley's jurisdiction will be extended beyond the City limits without due justification until all areas within the City are provided with service. Exception is given to the Facilities Plan, as it requires that the planning boundary will be the drainage basin boundary.

To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for the planned growth and ultimately for full urban development of the City of Happy Valley.

Infrastructure in East Happy Valley will provide adequate and coordinated public facilities and services.

**PF-1.12:** To promote the maintenance and improvement of the natural storm drainage ways, and the construction of new systems when required.

**PF-1.13:** To require new developments to limit storm drainage runoff outside project boundaries or provide a storm drainage and collection system within the project in compliance with the City's Storm Drainage Ordinance.

**PF-1.14:** Until the City's Facilities Plan is completed and the economic analysis and assessment policies are formulated by Clackamas County Service District #1, the City shall evaluate on a case by case basis those PUDs, subdivisions, land partitions or building permit applications which can be provided with sewer service from existing sewer lines adjacent to the City. Their approval during this interim period shall be based on the provisions of the City's LDC, Growth Management Policies, and agreements for the payment of anticipated public facilities assessments.

**PF-1.15:** To develop a CIP for facilities and services that will meet the planned urban level of demand. Funding for public facilities and services at a level sufficient to meet demand will be obtained from federal, state and local grant sources, formation of local improvement districts, serial levies, bonded indebtedness, and other sources as may be feasible and appropriate.

**PF-1.16:** Ensure continued maintenance of City streets.

**PF-1.17:** To encourage or maintain provisions for adequate and/or expanded dog control, litter and nuisance enforcement.

**PF-1.18:** The City of Happy Valley will cooperate with agencies involved in providing and coordinating public services, and consider the pooling of City resources with various public agencies to provide needed facilities and services within the community.

**PF-1.19:** The City of Happy Valley recognizes and assumes its portion of the responsibility for participation in the operation, planning and regulation of waste water systems as designated in Metro's Waste Treatment Management Component. In addition, Happy Valley supports Metro's role in the overall responsibility for all waste treatment management.

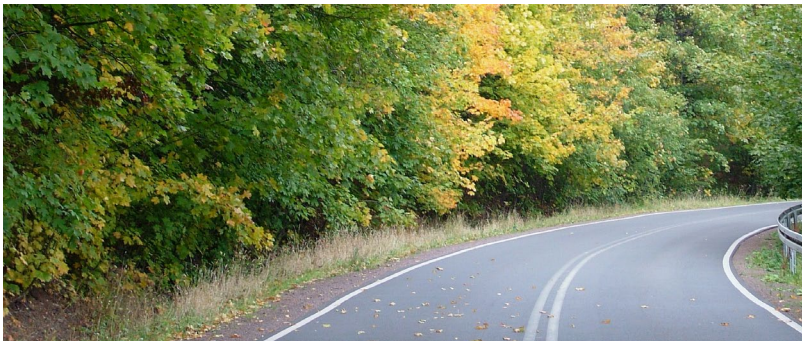
### **East Happy Valley Public Facilities and Services Policies**

#### **PF-2.1: East Happy Valley Public Facilities**

Infrastructure in East Happy Valley will provide adequate and coordinated public facilities and services, including sewer, water, storm drainage, police, fire, parks and schools. The City of Happy Valley supports:

- a) Public education facilities in the neighborhoods and throughout the community.
- b) Public park, recreation, and open space facilities.
- c) Police, fire, and emergency facilities and services.
- d) Cost-effective and feasible sanitary sewer and public water facilities.
- e) Cost-effective and feasible surface water conveyance, treatment and storage.
- f) Recycling of storm water and gray water.
- g) Expansion of the Metro Greenspaces effort in East Happy Valley to preserve and link regionally significant open space areas, parks and regional trails.
- h) Minimizing the amount of land needed and reducing capital and operating costs by using land as efficiently as possible by co-locating compatible public facilities.
- i) Coordinating with private utilities to meet the need for adequate private utilities (telephone, electrical, natural gas, fiber optic cable, etc.).





## Chapter 8 Transportation

*Find your happy place*

## 8 Transportation

The existing transportation system in the City of Happy Valley is best characterized as rural in nature. Because of the area's topographic characteristics, a very limited number of vehicular access points into the valley have been developed.<sup>3</sup>

There is one access point to the City from the north (Mt. Scott Boulevard); one from the south (122nd Avenue); one from the east (King Road); and one from the west (Idleman Road). All are two-lane paved roads with no (or very limited) shoulders, and are developed in rights-of-way ranging from 40 to 60 feet in width. The only other through street in the City is Ridgecrest Road/Callahan Road which connects Mt. Scott Boulevard with 145th Avenue in an east-west direction. All other roads are local service streets serving individual residential lots and small neighborhoods.

Tri-Met transit services portions of the City and is illustrated with the City's Transit Plan within the TSP.

There is no rail line in the City. The nearest airport is the privately owned Trohs Memorial Airpark, one mile east of the City limits. The Portland International Airport is approximately 13 miles north of the City of Happy Valley.

The present City street system includes the following functional classifications: Minor Arterial Facilities, Collector Facilities, Local Facilities, and Cul-De-Sacs. The following descriptions apply for each type of facility.

### Minor Arterial Facilities

Minor arterial facilities carry local traffic between neighborhood areas or to regional facilities outside the City. The Minor Arterial provides access from neighborhood Collector Facilities to community services and to other neighborhoods within or immediately adjacent to the City. The following streets are designated as Minor Arterial Facilities within the City limits:

- Mt. Scott Boulevard;
- King Road;
- 122nd Avenue with a future direct route connection to 132nd Avenue; and
- Idleman Road with a new direct route connection to Lester Avenue.

**Collector Facilities** | carry local traffic within a neighborhood area and traffic from the Local Facilities streets to the Minor Arterial network or to schools or other Local Facilities within the City. These streets supply abutting property with the same degree of access as a Local Facility, but are given priority over local streets in any traffic control installation. The following streets are designated as Collector streets within the City limits:

- 145th Avenue from the south boundary of the City to Clatsop Street;
- Ridgecrest Road from Mt. Scott Boulevard and its transition to Callahan Road, to 145th Avenue;
- 129th Avenue to its new intersection with the 122nd/132nd Minor Arterial; and
- A new collector street to serve the new development area, the school site and the park on the west side of existing 129th.

<sup>3</sup> The transportation system described in this section is the system outlined in the 1984 Comprehensive Plan.

The existing transportation system in the City of Happy Valley is best characterized as rural in nature.



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**Local Facilities** | provide direct access to abutting property. Careful planning and the use of curvilinear street layouts will break up the continuity of traffic movement. Electronic traffic control devices will not be necessary at intersecting local streets when properly planned and designed.

**Cul-De-Sacs** | provide access to abutting property and are short street sections generally less than 1,000 feet in length which do not permit through traffic movement.

Each of these street types may also serve as a portion of the scenic drive system in the metro area. A scenic roadway is an overlay designation on Minor Arterial and Collector Facilities and is intended to carry traffic through the most scenic parts of the City. The appearance of these streets should be improved by preserving the natural landscape, planting street trees, and encouraging attractive development of the adjacent property.

The streets with a scenic drive overlay designation are listed below.

- Idelman Road
- Mt. Scott Boulevard
- 129th Avenue

### **Pedestrian Circulation**

A pedestrian/bike path system that facilitates access to all neighborhoods, schools, parks and open spaces is provided for in the Comprehensive Plan (see Exhibit 11). The pedestrian system includes sidewalks, paths, multi-use trails, and access ways. The foundation of the pathway system should be based on the drainage way patterns and other natural topographic and open space characteristics.

### **Bikeway Circulation**

A bikeway on 122nd Avenue to King Road and north on 132nd Avenue has been proposed in the Clackamas County Biking Plan and is compatible with the City of Happy Valley street classification and pedestrian system. The bikeway can connect to the City's pedestrian system and provide local bikeway access to regional bike routes and facilities beyond the City limits.

### **Transit Service**

According to Tri-Met's Transit Development Program, no new bus route is proposed to serve the City. Due to recent major changes in service levels and routes, it is not possible to project when Tri-Met service will come to the City. Concerns exist regarding the capability (i.e. widths, grades, physical condition) of streets and roads in the City to accommodate Tri-Met transit service. These concerns must be addressed prior to any service in the City.

## Transportation System Plan

In November 2016, the City adopted an updated Transportation System Plan (TSP).

The purpose of the TSP update is to meet the requirements of the TPR and Metro Regional Transportation Functional Plan (RTFP), to present the investments and priorities for pedestrian, bicycle, transit, and motor vehicle systems. Updated transportation system information, including a list of current (2016) functional classifications and planned transportation projects, is identified in the updated TSP. The updated TSP is available on the City's website. Policies and proposed projects for motor vehicles and circulation, are included in Chapter 8 of the TSP.

## Transportation Goal and Policies (Statewide Planning Goal 12)

### Citywide Transportation Goal and Policies

#### T-1

To provide and encourage a safe, convenient, and economical transportation system for the planned growth and ultimately for full urban development of the City of Happy Valley.

**T-1.1:** The CAC shall be an ongoing part of the City government and operations in matters of land planning and other aspects of community development, including review and, if necessary, revision of the Comprehensive Plan every two years.

**T-1.2:** To develop good transportation routes (vehicular, pedestrian, bicycle, etc.) between residential areas (and major activity centers both inside and outside the City) with street interconnectivity and neighborhood livability issues being the paramount considerations.

**T-1.3:** To classify all Facilities within the City of Happy Valley and adopt the vehicular circulation system set forth in the City's current TSP or as amended by additional studies and information.

**T-1.4:** To review and revise traffic patterns and traffic volumes by employing the City Traffic Safety and Speed Control Standards. Review and revise traffic patterns and traffic safety standards and traffic control devices as traffic volumes change in order to provide a safe and livable transportation system and improve the vehicle-pedestrian relationship and to improve overall neighborhood connectivity and livability.

**T-1.4A:** Existing streets which are upgraded and new streets which are constructed in response to new development in the City of Happy Valley should be planned and designed to limit noise impacts; spread anticipated traffic volumes throughout available routes; maintain, preserve, or improve aesthetics; and provide maximum safety potential.

**T-1.4B:** Streets with high volume traffic should not bisect neighborhoods.

**T-1.4C:** Collector Facilities should be designed to keep traffic under 25 miles-per-hour and minimize traffic impact.

**T-1.4D:** The main goal for a Neighborhood Facility is to provide a safe, inter-connected transportation system while protecting the neighborhood and ensuring livability by controlling noise, traffic, speed, and the number of vehicles.

**T-1.4E:** Neighborhood Facilities should reflect the concept that the street is an extension of the homeowner's yard.

**T-1.4F:** Employing street trees on both sides of the roadway and clustering/grouping will give the illusion of mini-parks.

To provide and encourage a safe, convenient, and economical transportation system for the planned growth and ultimately for full urban development of the City of Happy Valley.

East Happy Valley will have an effective transportation system that provides a range of travel options.

**T-1.4G:** Traffic noise and speed can be minimized by employing tight radius curves, circles, planters, and speed humps within the roadway.

**T-1.5:** To discourage high-volume, high-speed transportation routes near schools, parks and recreation facilities through the City.

**T-1.6:** To encourage and support the development and increased use of public mass transit and the increased availability of bus transportation routes serving the City of Happy Valley and its environs.

**T-1.7:** When a conflict exists between the objective to protect neighborhoods and the objective to maintain an efficient transportation system, priority should be given to the livability and protection of the neighborhoods.

**T-1.8:** To encourage the development of bike paths and pedestrian walkways throughout the City of Happy Valley in accordance with OARs and the implementation of the County bikeway route through the City.

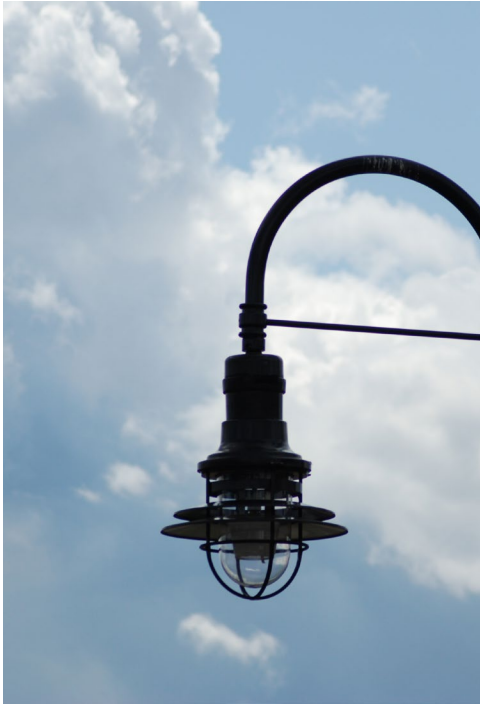
### **East Happy Valley Transportation Policies**

**T-2.1:** East Happy Valley will have an effective transportation system that provides a range of travel options. The transportation system will include:

- a) A coordinated land use and transportation system to support a wide range of convenient and attractive transportation choices, including cars, transit, walking, bicycling, and other forms of personal conveyance.
- b) A transportation system that is safe for all modes of travel.
- c) A well-connected network of arterial and collector streets that adequately serves local travel needs and regional and intrastate access and freight mobility needs.
- d) A cost-effective, aesthetically pleasing, and feasible transportation system.
- e) A transportation system designed and located to minimize impacts to natural resources while providing for circulation for all modes of travel.
- f) A range of street design types that reinforces a sense of community, leaves mixed-use areas intact, and minimizes impacts to neighborhoods to support community livability.
- g) An interconnected system of bicycle and pedestrian routes that directly connects to community destinations, with special pedestrian amenities on transit streets. In order to provide options for north south travel in the 172nd Avenue corridor, development on both sides of 172nd will provide a connected and continuous pattern of north-south streets that parallel 172nd Avenue.
- h) Direct and convenient freight access from employment and industrial areas to regional transportation facilities to reduce the potential for traffic intrusions into neighborhoods and rural areas.
- i) A regional and community transit service in mixed-use areas and on key streets that is supported by street design, a mix of land uses and transit-supportive densities.
- j) A coordinated transportation system with existing neighboring cities and counties and future planning areas.
- k) A transportation system in East Happy Valley that is consistent with the City's overall TSP.







Chapter 9  
**Energy Conservation**



*Find your happy place*

## 9 Energy Conservation

Energy consumption in the City of Happy Valley results primarily from residential heating requirements and automobile use. In most households, electricity is predominantly used to produce hot water. A number of solar conversions are in place throughout the City.

Figures for energy consumption by vehicular traffic were not available when this Comprehensive Plan was prepared (1984).

Methods for reducing energy consumption include making building improvements, designing structures to guarantee solar access, and encouraging clustered housing. Improvements to existing buildings should concentrate on insulating older homes, retrofitting them with solar panels (for homes with proper sun exposure) and installing windows with double glazing, and changing development ordinances to protect the solar access of new construction. Additionally, attached housing with common walls can help limit heating requirements and the energy used in materials, construction, and operation.

Methods to reduce gasoline consumption include carpooling and using the public transit that is planned for the future in the City of Happy Valley. The City may consider providing a park-and-ride in conjunction with the planned public services center. From this central location, private vans and carpools could commute to downtown Portland until such time as the population increases justify Tri-Met bus service.

No new citywide energy sources, such as wind power generators, are deemed economically feasible at this time.

### Energy Conservation Goal and Policies (Statewide Planning Goal 13)

#### Citywide Energy Conservation Goal and Policies

##### EC-1

To conserve energy. Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

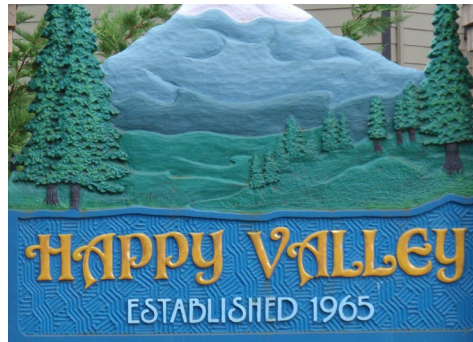
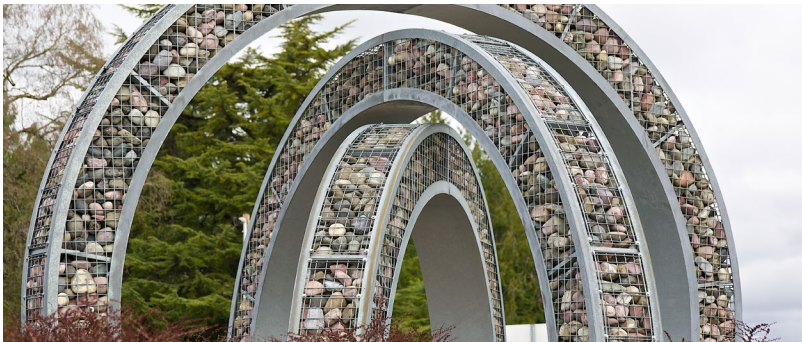
**EC-1.1:** To encourage and promote the recycling of older structures.

**EC-1.2:** To revise the LDC to protect sun rights and encourage utilization of solar energy, natural vegetation, and new landscaping to reduce summer cooling needs.

**EC-1.3:** To encourage new residential site design, which allows the orientation of structures to take maximum advantage of solar energy potential. Access to sunlight will be safeguarded.

**EC-1.4:** To encourage the innovative use of alternative energy sources such as solar, wind, etc., by all existing and new residential developments.

Methods for reducing energy consumption include making building improvements, designing structures to guarantee solar access, and encouraging clustered housing.



## Chapter 10 Urbanization

*Find your happy place*

# 10 Urbanization

As discussed in the Introduction to the Comprehensive Plan, the City of Happy Valley is a historically rural community that was designated Urban by LCDC during the establishment of the UGB for the Portland metropolitan area. In 1984, the City was a quiet rural area on the fringe of a metropolitan region, isolated from urbanization and its effects by topography, distance, and accessibility.

However, the City's proximity to the metropolitan area, growing regional and state interest in the use of land and quality of the environment, and a rapidly increasing metropolitan population have caused a slow shift in the overall character of Happy Valley from rural to urban. Despite development pressures, Happy Valley has managed to maintain much of its rural nature within the urbanizing metro area. It is the purpose of the Happy Valley Comprehensive Plan to guide the City's future growth and development in a manner that is consistent with the goals of the community. The goals and policies in this chapter seek to govern and direct the way the City urbanizes as pressure to develop increases over time.

The purpose of the following policies is to accommodate future growth within the UGB without destroying many of the established patterns of settlements and conflicting with the attitudes and desires of the area's residents. While urbanization will have financial and social costs, the outcome will be the creation of a community with a range of services, a definitive character, and a role in the metropolitan framework. Through consideration of the physical, social, and economic conditions of the area, the residents have formulated a group of policies which respond to and support Statewide Planning Goal 14 on Urbanization. These policies set forth how the transition from rural to the urban character should occur – in what manner, at what pace, and under what service delivery considerations.

## Urbanization Goal and Policies (Statewide Planning Goal 14)

### Citywide Urbanization Goal and Policies

#### U-1

To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

**U-1.1:** The City of Happy Valley's Comprehensive Plan and Policies shall be available to any property that seeks to annex to within the City limits. Provision of all City services to unincorporated Clackamas County properties are available to property owners that desire annexation, and are provided via the auspices of City Comprehensive Plan Map designations and zoning districts, as well as the provisions of the City's Municipal Code.

**U-1.2:** To ensure orderly development in the City of Happy Valley through formulation of growth management policies and guidelines that will determine how development can occur with provision of adequate levels of services, and where facilities are or will be made available.

**U-1.3:** To encourage controlled development while maintaining and enhancing the physical resources which make Happy Valley a desirable place to live.

It is the purpose of the Happy Valley Comprehensive Plan to guide the City's future growth and development in a manner that is consistent with the goals of the community.



Development in East Happy Valley will balance the creation of a great urban community with respect for rural landscape features.

**U-1.4:** To assure that the development of properties is commensurate with the character and physical limitations of the land in the Happy Valley area as determined by the available base information and the Composite Development Suitability analysis.

**U-1.5:** To coordinate with Metro on any proposed changes or adjustments of the UGB in the immediate vicinity of the City.

**U-1.6:** To assume proportionate responsibility for development within the City of Happy Valley consistent with projected population for the City.

### **East Happy Valley Urbanization Policies**

**U-2.1:** Development in East Happy Valley will balance the creation of a great urban community with respect for rural landscape features. East Happy Valley will:

- a) Allow many of the uses and features that provide its existing character and identity, such as visual open space, wildlife habitat, farms (including nurseries, small scale farms and demonstration farms), and woodlots to operate until such time as they are converted to urban uses.
- b) Protect significant views and historic and cultural heritage sites, when so designated in the Comprehensive Plan.
- c) Provide land uses and public facilities designed to be compatible with natural features, using them to provide separation, transition, and underlying form for the built environment.
- d) Ensure that slope areas (15 percent and greater) are protected in balance with reasonable development rights for property owners.
- e) Organize development and protection according to the basic tenets of Landscape Based Place Making in the Damascus/Boring Concept Plan: (1) lands steeper than 25 percent and significant natural resource areas shall be protected from development via the City's steep slopes overlay, wetland buffers and riparian corridor buffers; (2) lands between 15-25 percent slope shall be protected through a combination of clustering, transfer of development rights, low density development and other techniques that balance conservation and development rights; and (3) lands less than 15 percent slope shall be available for urban uses.
- f) The park, trail, and school system will be linked and coordinated. This will include linkages to ensure local trails connect to the regional trail network.





## Chapter 11 Plan Implementation

*Find your happy place*



# 11 Plan Implementation

The Comprehensive Plan is only an initial step in the City of Happy Valley’s long-term planning process. Specific actions must be undertaken in order to realize the Comprehensive Plan successfully.

Previous chapters set forth goals, policies, proposals, and recommendations to guide the physical development of the Happy Valley community. This chapter sets forth ways in which the Comprehensive Plan can be successfully implemented.

The means by which community plans are implemented are numerous and varied, but almost always involve the combined efforts of private citizens, business enterprises, and local, state, and federal governments. The citizens and the private sector implement the Comprehensive Plan by giving it support, providing continuing input to the planning process, and initiating community projects. The various levels of government implement the Comprehensive Plan through regulatory controls such as zoning and subdivision ordinances, through the timely placement of public facilities and establishment of public programs, and through economic inducements, such as low-interest agreements between one another and by financing through special grants-in-aid or other financial aids.

## Regulatory Controls

**LDO** | Adopted by the City Council in 1984, Ordinance No. 85 contained most of the regulatory controls for the City. Continuous modifications through the ordinance amendment process maintain the ordinance in compliance with the Comprehensive Plan. The current edition of the ordinance contains the modified subdivision, PUD, tree cutting, and manufactured home ordinances, which were originally adopted as free-standing documents. Additional details related to the Tree Cutting Ordinance are provided below. All portions of the land development regulatory controls have been incorporated into the complete LDO which, as a single document, provides direction and criteria for development within the City. Over many years, the ordinance has transfigured into Title 16 - LDC - of the City’s Municipal Code.

**Building Construction Codes** | Set minimum standards for new buildings, additions, rehabilitation and changes of use. These regulations include building, plumbing, mechanical and electrical codes and are extensions of national or state uniform standards. These codes help to ensure the safety and welfare of the public.

**Housing Code** | Establishes minimum standards of sanitation, safety and welfare for residential properties. The code can be used to remove or improve housing which has become unsafe or to improve situations involving overcrowding and deficient property maintenance.

**Abatement of Dangerous Buildings Code** | Sets forth orderly procedures for the remedying of dangerous buildings.

The citizens and the private sector implement the Comprehensive Plan by giving it support, providing continuing input to the planning process, and initiating community projects.



## Tree and Forest Conservation

As demonstrated throughout this Comprehensive Plan, the preservation of the City's natural resources is important to the residents of Happy Valley, so future growth and development should be balanced with natural resource protection.

The removal of valuable trees and forests can cause erosion, creek contamination and the loss of scenic resources. Therefore, the City of Happy Valley has adopted a Tree Cutting Ordinance, as part of the LDC, requiring review and approval prior to tree removal.

Additionally, provisions for density transfers outlined in the current LDC allow an increase in density on a portion of a property in exchange for a reduction in density on another portion. Under this provision, individual trees or forest resources can be retained.

## Grants-In-Aid

Many of the policies and proposals of the Comprehensive Plan must be carried out with financial assistance from the state and federal governments. In addition to Federal Revenue sharing, grant-in-aid may be available through federal agencies such as the Departments of Housing and Urban Development, Health and Human Services, and Agriculture, the Federal Highway Administration, and the Environmental Protection Agency, to name a few. Funds are available for such important projects as streets, water and sewer facilities, parks and open space, and public buildings. In addition to direct grants-in-aid, several low interest loan programs are available to the private as well as public sectors.

## Intergovernmental Cooperation

Intergovernmental cooperative agreements between the City and other public agencies is another method of implementing the policies included in the Comprehensive Plan. Many of the improvements outlined in the Comprehensive Plan can best be achieved through joint arrangements with other agencies. In many cases, the burden of solving a problem does not rest entirely with the City. Therefore, the City should seek to join with other agencies in implementing the policies and recommendations of the Comprehensive Plan. In other situations it may be to the City's financial advantage to join with other cities or agencies to fund projects that cannot be implemented economically by a single community.

## Capital Improvement Program Planning

A Capital Improvement Program (CIP) provides the necessary link between the Comprehensive Plan and the City's operating budget. Each year, the City may make capital expenditures with tax money secured from the local citizenry. Investments can be made in public buildings, streets, water and sewer facilities, and other public services. These expenditures are one way a Comprehensive Plan is put into action.

A CIP lists projects needed and desirable for community development, prioritizes those projects based on the adopted goals and policies of the Comprehensive Plan, and schedules them across a certain time period. This timespan usually covers the current operating year plus a 5-year projection. The program should be reviewed annually.

Many of the improvements outlined in the Comprehensive Plan can best be achieved through joint arrangements with other agencies.



Completing a CIP has numerous benefits for the community, including the following:

- Presents to the public a profile of the capital needs of the community;
- Provides for coordination of the expenditures of City funds;
- Indicates the timing and priorities of a particular project or concern to residents;
- Is a guide to the private investor;
- Presents an opportunity to coordinate the timing of key improvement projects with federal aid programs, enabling the City to obtain the maximum benefit of matching funds for each locally-provided dollar;
- Encourages the programmed acquisition of land in advance of improvements which may result in savings to the taxpayer; and
- Contributes to a more balanced program of bonded indebtedness.

## Growth Management

The term “growth management” has been used to describe a broad range of land use control techniques. The approach arose initially from an interest in regulating the timing and sequencing of development. Municipalities throughout the country have used different mechanisms to balance growth with the development of public improvements and infrastructure. As noted above, the City of Happy Valley has completed a CIP, which guides the City’s investment in capital projects and improvements. Regular updates of the CIP and other infrastructure plans, such as the TSP, will enable the City to regulate the amount, type, cost, timing and quality of development and implement the Comprehensive Plan successfully.

## Plan Review and Amendment Provisions

To comply with the Statewide Planning Goals for land use planning promulgated by LCDDC, a factual database must be prepared for each goal. The baseline inventory need only consider resources and conditions which are actually present in the City<sup>4</sup>.

Adoption of the Comprehensive Plan by the City Council and acknowledgment by LCDDC in 1984 completed the City’s long-range planning program. Adoption of the Plan signifies that it represents a consensus regarding the City’s future and acceptance of a coordinated set of policies concerning the way in which decisions will be reached. However, no plan is static. The Comprehensive Plan is based on social, economic, physical, and institutional factors as they are known and understood at the time the Plan is developed. These conditions will and do change and, as a result, the Comprehensive Plan will be updated according to the following policy.

The Comprehensive Plan and all of its elements and implementing documents shall be opened for amendments that consider compliance with the Goals, Objectives and Plans of Metro.

<sup>4</sup> The following inventory requirements do not pertain to the City of Happy Valley and are not addressed in this Plan: Commercial Forest; Mineral and Aggregate Resources; Energy Sources; Wilderness; Cultural Areas; Oregon Recreation Trails; Scenic Waterways; Earthquakes; Archeological Sites; Travel ways; Sports and Cultural Events; Camping; Recreational Lodging; Angling; Winter Sports; Resource Availability including Underutilized Natural Resources; Rural Services; Rail Transportation; Air Transportation; Water Transportation; Willamette River Greenway Goal.

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## Plan Amendment Policy

**PA-1.1:** The Comprehensive Plan and all of its elements and implementing documents shall be opened for amendments that consider compliance with the Goals, Objectives and Plans of Metro. This procedure shall occur every two years and may be amended or revised annually if deemed necessary by the City Council. Amendment and revision for compliance with regional goals, objectives and plans should be consistent with a schedule for reopening of local plans which has been approved by the LCDC.

When considering proposed modifications to the Comprehensive Plan, the City will evaluate the proposals based on the following criteria:

1. Does the change conform to the goals, policies, and objectives of the Comprehensive Plan?
2. Is there a public need for the change?
3. Does this particular change best satisfy the public need?
4. Will the change affect the health, safety, or welfare of the community adversely?

Throughout the year, all requests for Comprehensive Plan Map and Text amendments or other changes in planning processes will be submitted to the Planning Commission for an initial determination of whether the request will be processed then, or held for consideration as part of the scheduled plan evaluation. If the Planning Commission concurs that an item does not require immediate attention, it can be dealt with as part of the regularly scheduled Comprehensive Plan update.

Any recommendations for changes to the Comprehensive Plan Map and Text will be forwarded to the City Council for its consideration. The CAC also may be asked to review any proposed amendments or changes.