

SPRINGWATER COMMUNITY PLAN REPORT DEVELOPMENT PLAN POLICIES

Introduction

This section of the report includes information to support the Gresham *Community Development Plan Policy Document*. It outlines the goals, policies, and action measure that were used to develop the urbanization plan for Springwater, and includes Public Facilities Plans (PFPs) which describe how urban services will be provided to support the development recommended in the Springwater Plan District. These elements will amend Volume 2 – Community Development Plan Policies.

Goals, Policies, and Action Measures

INTRODUCTION

The following Goals, Policies, and Action Measures were initially developed in the early stage of the Concept Plan development, and were endorsed by the Community Working Group. A goal is a general statement indicating a desired end or the direction needed to achieve that end. A policy is a statement identifying a position and a definitive course of action. Policies are more specific than goals. Action measures outline specific projects or standards which, if done, would implement goals and policies. The listing of action measures in the *Development Plan* does not obligate the City to accomplish them, nor do they impose obligations on applicants who request amendments to the *Development Plan*.

Each goal, policy and action measure section below contains a discussion on background. The background piece includes a brief history of Springwater planning, summarizes key elements or characteristics of each section, and summarizes the major issues that resulted in the endorsed Springwater Concept Plan. Taken together the sections on Goals, Policies, and Action Measures provide the basis for the Springwater Plan District map and development code.

The Goals, Policies, and Action Measures included in this section are:

- 10.801 Create a Community
- 10.802 Economic Development
- 10.803 Sustainability
- 10.804 Livability
- 10.805 Transportation
- 10.806 Natural Resources

The goals and policies were used to guide initial development of the scenarios, and also to evaluate the scenarios and select pieces of each scenario to incorporate in an overall Plan that best meets the needs of the community, city, and region.

The *Concept Plan* also resulted in goals for Water (10.822), Wastewater (10.823), Stormwater (10.824) and Parks (10.825). Those are located in the individual Public Facility Plans.

10.800 SPRINGWATER PLAN DISTRICT

STATEWIDE PLANNING GOAL 14: URBANIZATION

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

INTRODUCTION

In 2003, the City of Gresham in partnership with Multnomah County and in cooperation with Metro, Clackamas County and others, embarked in planning for a new urban area – Springwater. Springwater was added to the region’s urban growth boundary (UGB) in December 2002 to accommodate forecasted industrial and employment needs for the region. It is 1,405 acres located in Multnomah County south (to the Multnomah/Clackamas County border) and east (as far as 282nd Avenue) of the current Gresham city limits.

Rural residential are the most widespread existing uses in Springwater with a population of 833 (2000 census). Other uses include a portion of a golf course (Persimmons) and few small commercial buildings. The two miles of the main stem of Johnson Creek flows through the site along with an extensive system of tributaries and wetlands. The existing transportation system was designed primarily to serve the rural residential uses and farm to market route for past agricultural uses. The site is served by Highway 26 traveling north to south. There are no public water, wastewater, or stormwater facilities. There are no public parks. The Springwater Corridor trail, a multi-use regional facility, generally parallels Johnson Creek through the site.

New urban areas must be brought into a City’s comprehensive plan prior to urbanization with the intent to promote integration of the new land into existing communities. Planning efforts began with the establishment of the Springwater Community Working Group (CWG) which held its first meeting January 2004.

In May 2004, the CWG endorsed a set of goals and policies to guide development of the Springwater Community Plan and subsequent implementation actions. This established essential goals that the Springwater Community would:

- Be economically and environmentally sustainable
- Provide industrial land to generate a variety of family-wage job opportunities
- Foster sustainability through good environmental stewardship
- Have a high quality of life
- Have a well planned transportation system
- Preserve, protect and enhance natural resources

In October 2004, the CWG endorsed the Springwater Concept Plan Draft Map. The central theme of the Plan is to create an urban community for family-wage jobs through the integration of land use, transportation, and natural resource elements and by utilizing sustainable practices. The Council endorsed the Concept Draft Map in November 2004.

Subsequently implement plans and ordinances based on the Concept Plan Draft Map were developed as the Springwater Community Plan. In April 2005 the CWG endorsed the Springwater Community Plan.

An extensive planning process has resulted in the Springwater Plan District. The Springwater Plan District will fulfill the desire that resulted from the planning process to create a quality and sustainable industrial and employment environment, with a sense of place that is unique to

Springwater. The Plan District will implement this through its large industrial and office employment districts, its mixed use Village Center and surrounding townhouse district, single family and estate housing neighborhoods; transportation alternatives including trails and transit, improvements to US 26, pedestrian friendly urban design and the integration of the natural environment into the design of the community. Critical to the sense of place in Springwater is Johnson Creek and other natural resources including an extensive network of streams and wetlands. The Plan District, with a focus on sustainability and jobs, will allow it to develop in such a way that minimizes impact on these natural features, while allowing these features to enhance the built environment.

What follows are goals, policies and action measures for each of the major elements that make up the Springwater Plan District. Endorsed by the Community Working Group and refined during the development of ordinances, these statements focus on the key concepts and policy directions for subsequent regulations and implementation efforts to realize the Plan District to provide for an orderly transition of Springwater from rural to urban uses.

10.801 CREATE A COMMUNITY

Background

The Metro Council brought Springwater into the Urban Growth Boundary (UGB) in December 2002. When land is brought into the UGB, Title 11 of the Metro *Urban Growth Management Functional Plan* requires that the added territory be brought into a city's comprehensive plan prior to urbanization with the intent to promote the integration of the new land into existing communities.

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

Early in the Springwater Community Plan development, a Community Working Group (CWG) was convened to provide input through the planning effort. Together, the CWG and the project team developed a set of goals and policies that were ultimately adopted by the CWG. The purpose of the goals and policies was to identify the City of Gresham's intent to accomplish certain results through the Springwater Community Plan. The following goal was adopted for creating a community:

The Springwater Community shall be an economically and environmentally sustainable community. The primary focus of the plan will be on providing a high number of industrial and industry-related jobs that enhance the economic viability of Gresham, the greater East County region and its citizens. Industrial and employment lands will be complemented with a village center and housing and will be carefully integrated with the upper Johnson Creek system. Sustainable green building and development practices will enhance the community's unique character, while supporting the protection and restoration of the area's natural resources.

In the scenario evaluation process, this goal was used as a way to provide a comprehensive evaluation of the number and type of jobs provided by each scenario, the amount of land used for various employment types, the number of households provided, the impact of Springwater's development on the local and city-wide jobs to housing balance, the ability to logically and cost-effectively provide public services to the community, and the ability to integrate sustainable development features such as low impact development practices.

Summary of Major Issues

The following are some of the major issues that were considered in creating a balanced community for Springwater:

- **Creating a Village Center in an accessible, aesthetically-pleasing location.** The Village Center is located at one of the premier view points in Springwater. The Village Center will have a commercial and mixed-use core, with two sets of park blocks intersecting in a public plaza area. The Village Center will be accessible to nearby residential neighborhoods and to the industrial and employment areas through both improved transportation corridors and new pedestrian/bicycle trail loops.
- **Considering total development costs when developing annexation strategies.** Since Springwater does not currently have urban services, the cost of initial development in the planning area is strongly linked to the proximity to existing public services. The annexation strategy for Springwater considers not only market drivers and

industrial land needs, but the infrastructure cost that must be borne by either the city or the developer.

- **Offering flexibility in development opportunities.** To maximize the attractiveness of Springwater to potential developers, there needs to be a range of opportunities available for industrial development. The Springwater Plan locates various industrial development types to best match the local topograph and transportation access, but provides flexibility to accommodate a wide range of potential employers who can bring high-value jobs to the region.
- **Providing a variety of housing options.** With housing options ranging from large lot “estate” housing to high-density, mixed-use areas, Springwater will provide housing in close proximity to industrial areas for a range of employees.
- **Protecting natural resources as an amenity to the region.** There are many high value natural resources in Springwater that should be protected or enhanced to protect the riparian and upland species in the region and increase the attractiveness of Springwater to developers and residents. This will be achieved through a natural resource management plan that outlines priorities for protection and enhancement activities, and a trail plan that provides access to the riparian areas while minimizing the impact to the natural resources.
- **Providing adequate school facilities.** The Gresham/Barlow School District identified the need for two additional schools in the Springwater area. Approximately 25 acres are needed to site one elementary and one middle school. Although a specific site was not selected, the preference would be to locate the school within walking distance of the Village Center and adjacent residential areas.

Goals

1. The Springwater Community shall be an economically and environmentally sustainable community.
2. Springwater will provide a high number of family-wage jobs that enhance the economic viability of Gresham, the greater East County region and its citizens.
3. Industrial and employment lands will be complemented with a village center and housing, and will be carefully integrated with the Johnson Creek system.
4. The Springwater Community Plan shall result in a strong rural/urban edge.

Policies

1. The Springwater Community Plan will serve as the basis for the City’s comprehensive plan amendments and implementing measures that will guide future urbanization.
2. The Springwater Community Plan will carefully consider Springwater’s relationship to adjoining communities and especially its role for economic development as annexations and extensions of public facilities occur.
3. The Springwater Community Plan will provide for full public services including transportation, surface water management, water, sewer, fire and police services, schools, recreation and parks facilities, and connections to open spaces.

4. Urbanization shall be guided by an urban services and financial plan that will ensure that annexation, service provision and development occur in a logical, efficient, and cost-effective manner; that major public facilities are provided at the time they are needed; and that economic development is maximized.
5. Sustainable development will be promoted through a combination of incentives, regulations, and recruitment.
6. The Plan shall create a permanent hard-line UGB edge west of the Orient Rural Center/282nd Avenue.
7. The Plan must comply with State, Regional and Local goals and requirements.
8. The Plan must comply with the Intergovernmental Agreement between the City of Gresham and Multnomah County.

Action Measures:

1. Update the City of Gresham's Sewer, Water, and Stormwater Master Plans to reflect the infrastructure needs associated with urbanization in Springwater
2. Implement recommendations of the Water and Wastewater SDC study being conducted concurrently with the completion of this Plan. Update the SDC improvement project list to include the relevant near-term projects listed in the CIP section of this plan.
3. Establish equitable funding mechanisms to implement the recommended CIP for the stormwater management system, and provide adequate funding for stormwater management facility maintenance.
4. Continue discussions with Clackamas County and the City of Damascus regarding service provision in the Sunshine Valley area of Damascus, and negotiate service agreements as appropriate. Regardless of the solution, the agreement needs to comply with provisions of ORS 195 that relate to urban service providers.
5. Establish a Plan District. A Plan District designation provides a means to create unique zoning districts and development regulations that address the specific opportunities and problems identified in the Springwater Community Plan.

10.802 ECONOMIC DEVELOPMENT

Background

Bringing industrial development and family-wage jobs to east Multnomah County was one of the primary drivers for bringing the Springwater area into the UGB. Gresham offers several advantages as an employment center, including a skilled manufacturing workforce, close proximity to the Portland International Airport and regional rail hubs, a respected community college system, and a strong economic development program backed by committed leadership. The Springwater area has scenic views and access to high-end recreational amenities such as the Springwater Corridor Trail, Mt. Hood, and the Columbia River Gorge.

An economic and industrial employment site study, a Village Center study, and a residential housing study were completed to help inform the land use and economic planning for Springwater. They have informed the planning process and helped shape the scenarios and the concept and the final Plan.

The CWG and planning team developed the following Plan goal related to economic development:

The Springwater Community shall provide industrial land that will generate a variety of family-wage job opportunities. Job creation is aimed at correcting the imbalance between the number of households and the number of jobs in the East Metro region and increasing the City's economic strength. The plan will actively encourage businesses with an interest in sustainability and protecting the community's rich natural resources. Springwater will include a village center that can serve residents, employees, and businesses.

Summary of Major Issues

Industrial Development – Current and Projected Employment Trends

While recent employment growth trends in the region have reflected the recession, economic indicators show that the Portland area is in a good position relative to other urban areas to take advantage of industrial growth as the economy recovers. Furthermore, based on its 2025 forecast, Metro clearly sees the East Multnomah County area emerging as more of a job center than it has been in the past, with the area forecast to gain more than 20,000 jobs in the 2000-2010 period. This is more than one-fifth of all new jobs in Multnomah County and 8 to 9 percent of all new jobs metro wide during the decade. Another 30,000 jobs are anticipated for East Multnomah County over the following 15 years, from 2010 to 2025.

However, Metro's forecast suggests that traditional manufacturing will not be a significant factor in the region's job growth. East Multnomah County currently has less than 5 percent of the metro wide industrial employment, and this share is only projected to rise modestly over the next 20 years. As a percent of total jobs added, industrial employment falls from 1 in every 3 jobs added in the 2000-2005 period (32.3 percent) to roughly 1 in 7 by 2020-2025 (13.7 percent).

In addition to global trends affecting manufacturing expansion in general, one reason for the area's relative lag in anticipated industrial job growth may be its occupational structure. Although Gresham does have a skilled blue-collar labor force, these existing skill sets may not be compatible with the new technology job growth (such as those in advanced processing, and computer and design, for instance) that the metro area – and Gresham – hopes to attract in the coming years.

Telecommunications

The telecommunications component of the North/South Corridor Plan identified several elements that may be useful for the purposes of the Springwater Community Plan. First, the one corridor without any substantial high capacity (fiber) telecommunications services is Hogan Road - 242nd Avenue. This is also the one corridor that extends south into the new communities of Springwater and Damascus, and, therefore, has the highest potential for new additional services. The land uses adjacent to the 242nd Avenue corridor could benefit from this in terms of the timing of new improvements, and the likelihood that high-quality telecommunications services would come through this route. Also, the study recommends that all arterial and highway improvement projects include, at a minimum, a conduit to carry future telecommunications facilities to be installed by the private service providers. This would significantly simplify future telecommunication system expansion.

Target Industries

The team used a combination of quantitative and qualitative methods to identify appropriate industrial targets for Springwater. The target industry list is based on consideration of:

- Existing regional industries and their support services as revealed by an analysis of historical and projected employment patterns in the region and interviews with local economic development and industry professionals
- National growth trends and current market conditions
- A review of published reports and industry cluster studies completed by other researchers and economic development organizations for the region and the state
- The limitations and advantages presented by the Springwater site
- The experience of the project team

The target industries were selected based on existing industry strength in Multnomah County and the Metro region, local industry growth trends higher than those seen nationally, potential to leverage existing research initiatives in the region, ability of the industry to bring high-wage occupations, and the interest of state and local officials in targeting the industry.

Based on this analysis, the target industry list in Table 4 was prepared. Each of these industry targets is profiled in detail in a Target Industry Matrix included in the Reference Documents. For purposes of this table, “Short-term” timeframe refers to 1 to 3 years, “Mid-term 3 to 5 years, and “Long-term greater than 5 years.

Table 4. Summary of Target Industries

Target	Appropriate for Springwater?	Timeframe
Advanced Materials	Yes	Short-term
Medical Devices	Yes	Mid-term
Specialized Software Applications	Yes	Short-term
Forestry & Agricultural Biotechnology	Yes	Mid-term
Nanotechnology	Yes	Long-term
Recreational Equipment/Recreation Technology	Yes	Short-term
Headquarters	Yes	Short-term
Professional Services	Yes	Short-term

Specialty Food Processing	Possible	Short-term
Transportation Equipment/Technology	Possible	Short-term
Logistics	Not Likely	Short-term
Renewable Energy Technology	Yes	Mid-term

Core industries (those companies already established in the region) represent the first tier of economic development opportunity. However, the ability to retain “traditional manufacturing,” even if successfully lured to an area, is increasingly unlikely. With increasingly advanced fabrication requirements, manufacturing should be seen in a new light. Industries were once thought of as the working of raw material, but are now a matter of design, process control, and assembly. Therefore, identifying companies employing specialized engineering and advanced manufacturing processes should be part of a successful recruitment strategy for Springwater. Within this broad concept, a few specific industries are worthy of consideration, including medical devices, advanced materials, recreational technology, and specialized software applications.

An additional target, corporate headquarters, is also recommended for the study area. There are several obvious benefits from professional service employment, especially when connected with a corporate center. These include environmental friendliness, highly educated workers, and the prestige factor associated with a corporate “brand.” Add to these the potential cluster effect of additional professional activity, such as the need for ancillary services in legal, marketing and accounting activity and the argument becomes stronger.

Portions of the Springwater area are in many ways extraordinarily well suited for a corporate center. The quality golf course, the beauty of the setting, and the availability of housing all come into play. In addition, corporate center recruitment in other parts of the country has resulted in the ability to attract manufacturing, distribution, and commercial development in near proximity. Recruiting a corporate headquarters may prove to be the signature project by which the Springwater study area can become known throughout the State.

Village Center

Workers and residents of the Springwater community will require supporting commercial services. The development of a Village Center is one means for accomplishing this goal. Two important assumptions guided planning for the Village Center:

- The design of the Village Center should meet the needs of future area industries, businesses and residents, as well as nearby existing urban and rural residents. It should not compete directly with existing retail centers in the Gresham area, such as Historic Downtown, the Rockwood Town Center and planned new areas such as the Pleasant Valley Town Center.
- The Village Center should be a walkable, mixed-use district, including medium-density housing, retail and commercial areas.

An assessment was made of the current retail environment in Gresham and the broader region, and of national data on shopping center characteristics to develop an understanding of uses typically found in neighborhood-serving retail areas. There was an evaluation of whether projected population growth in east Multnomah County and expected increases in retail spending would be sufficient to support a Village Center.

The market assessment indicates sufficient demand in east Multnomah County to support the retail portion of the proposed Village Center. The analysis of market demand, coupled with the

City’s vision for the area, and Metro’s regulations governing neighborhood-serving retail developments, suggests that an incremental, long-term build-out of the Village Center may be the best strategy for serving the needs of future area industries, businesses, and residents, as well as nearby existing urban and rural residents. The use of an incremental build-out plan would allow specific phases that could be triggered by certain population and employment thresholds.

Residential

Springwater was envisioned as a community in which people could live, work, and play. Accomplishing this vision requires some level of housing. As part of the planning process the characteristics of housing needed for the Springwater community and crafting an overall strategy for housing within the area were assessed.

Based on the average number of jobs per household in the region, it would take more than 10,000 households to provide the targeted 15,000 employees in Springwater. While some of these jobs could be filled by current residents of Gresham and Springwater or residents of nearby communities such as Pleasant Valley, it is unlikely that all of them would be. Furthermore, one of the key planning requirements was that the commercial and retail services in Springwater would not compete with adjacent centers. For Springwater’s commercial and retail services to be self-supporting, a minimum population of approximately 3,000 people is required. While some of the support for the Village Center may come from outside Springwater, it is difficult to estimate the extent to which existing residents would help support the Village Center. Both of these issues point to the need, and capability, of Springwater to support a certain level of housing.

Housing demand within Springwater is likely to be driven to some extent by the industry targets chosen and the City’s success in attracting specific companies to the area. However, given the City’s goals and the characteristics of the property, the team views some executive housing as a logical strategy for Springwater. The topography of the site, particularly the buttes on the western edge, and the abundant natural features make it an appealing site for high-end residential development. Existing amenities, such as the Persimmon Golf Course and access to Mt. Hood, make the area attractive to outdoor enthusiasts. With the right mix of uses and scale, the Village Center development could be an important element in creating the “complete environment” for corporate executives and upper-level management.

Goals

1. The Springwater Community will provide industrial land that will generate a variety of family-wage job opportunities.
2. The Plan will actively encourage businesses with an interest in sustainability and protecting the community’s rich natural resources.
3. Springwater will include a village center that can serve residents, employees, and businesses.

Policy Statements

1. Maximize the land area and accessibility for industrial and industry-related jobs.
2. Develop a feasible recruitment and marketing plan for short, medium and long-term phasing.

3. Ensure that the site has adequate communication technologies, such as broadband Internet access.
4. Be forward thinking in identifying Springwater industrial job opportunities in anticipating viable opportunities in the short, medium and long-term.
5. Define industrial jobs to include a variety of industrial sectors.
6. Provide for a range of job opportunities, catering to various skill sets and building on the skills of workers in the East Metro region.
7. Consider the relationship of industrial opportunities in Springwater to other employment opportunities including the Oregon Science and Technology Partnership (OSTP), Rockwood Urban Renewal and potential new industrial areas to the south in Clackamas County (Springwater/Damascus) and other new planning areas such as Pleasant Valley.
8. Foster industrial opportunities by enhancing the quality of the built environment.
9. Create a high-quality village center as well as high-quality neighborhoods with a mix of housing options to help foster industrial opportunities.
10. Recruit businesses with a sustainable (“green”) philosophy.
11. Provide many diverse opportunities for family-wage jobs.
12. Work to correct the imbalance of jobs to housing within Gresham and the East Metro region.
13. Work with Mt. Hood Community College to ensure that the training and education needs of incoming business and industry are met.

Action Measures:

1. Initiate a target marketing campaign for Springwater in the context of the City of Gresham’s marketing and economic development initiatives.
2. Develop marketing materials (including a brochure, web page, and target industry letters) that reflect a preferred approach and marketing theme. A specific marketing and advertising strategy should be developed with a tracking system that enables the City to evaluate the effectiveness of each marketing channel (mail-outs, telemarketing, trade events) and adjust marketing activities accordingly
3. Conduct parcel-level inventory for all land within industrial and commercially zoned tracts of Springwater. This inventory should result in the creation of “land briefs” for each parcel that describes all available information on the property, including: ownership, assessed valuation, current sales listing, and available infrastructure.
4. Prepare a list of brokers and owners based on the parcel inventory. Set out a meeting schedule with those brokers and owners to establish interest levels in participation.
5. Identify developer candidates and solicit a request for proposal for specific sites within Springwater. The Village Center should be considered as a pilot project.

6. Work with selected developer(s) to identify and market potential anchor companies. This work should be part of a prospect management system that coordinates the efforts of East County organizations, such as local governments and OSTP.
7. Develop a public relations strategy for Springwater and East County, including the creation of an East County Ambassador program and the preparation of a regional profile.
8. Determine the required level of public commitment to Springwater, including assessing options for public involvement in specific projects and developing an incentive package for Springwater.
9. Ensure that the City development plan code provides for farmers markets as appropriate in the Springwater area.
10. Develop an economic linkage between new Springwater industries and the nursery industry.
11. Consider including conduit for future fiber optic cable as a component of roadway improvements in Springwater.

10.803 SUSTAINABILITY

Background

The City of Gresham's goal for Springwater is to develop an economically, environmentally, and socially sustainable community. Providing sustainable development will help integrate the quality of life with the quality of the community that develops as Springwater is urbanized and annexed. The philosophy of sustainable development starts at the community planning level and continues through the design and construction of individual buildings. Each element along the continuum from community to structure is critical to this systematic model. This approach seeks to balance the use of natural resources with the creation of spaces and places needed to meet the community's social, functional, and economic needs.

Early in the Springwater Community Plan development, a Community Working Group (CWG) was convened to provide input through the planning effort. Together, the CWG and the project team developed a set of goals and policies that were ultimately adopted by the CWG. The purpose of the goals and policies was to identify the intent of the City of Gresham to accomplish certain results through the Springwater Community Plan. The following goal was adopted for sustainability:

The Springwater Community shall foster sustainability through encouraging businesses, industries and homes that are designed and built with good environmental stewardship. This shall be accomplished through green practices that provide for energy efficiency, water conservation, reduced pollution, and avoid environmentally harmful materials and processes. The Springwater Community strives to be a model for successful sustainable industrial development. Development shall also preserve, restore, and enhance natural resources by meeting or exceeding local and regional standards. Land uses, transportation systems and natural resources shall be carefully integrated and balanced.

Summary of Major Issues

The following are some of the major issues that were considered in planning for sustainable development in Springwater. These issues represent the full range of sustainable development opportunities, from the community level to the building level.

Economic Development. Positioning Springwater as a sustainable community can take several approaches, all of which should be considered during implementation of the Plan.

- Targeting companies that produce environmentally-friendly or holistic products
- Targeting groups of industries that would benefit from co-location and collaboration in the management of resources and environmental concerns such as energy, water, and materials management
- Promoting or requiring green building practices for industrial, commercial, and residential development. The U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) Green Building Rating System includes standards for building construction and operation that aim to improve occupant well-being, environmental performance, and economic returns of buildings. The LEED program uses both established and innovative practices, standards, and technologies to improve the environment for building occupants and minimize the impact of building construction. Incorporating elements of the LEED program in the Springwater code and supporting developer participation in the U.S. Green Building Council's LEED Program will result in a more sustainable built environment in Springwater, as well as supporting other sustainability goals.

Site Development Practices. Green site development practices are implemented through a combination of techniques that minimize the impact of development on the natural areas and surrounding communities. Green site development incorporate the following elements:

- a. *Stormwater Management.* The high level of industrial and urban development planned for Springwater will increase stormwater runoff and pollutant load beyond what is currently experienced. Green or low impact development uses a system of landscaping features that treat and infiltrate stormwater on the development site instead of using a traditional piped collection and conveyance system. Stormwater that is not managed on individual sites will be conveyed using Green Street swales rather than a conventional piped system. The benefit of green development is that it minimizes the production of stormwater runoff and manages it close to the source. These practices mimic the natural hydrology of the area, minimizing erosion and enhancing water quality in the streams. Green development practices include the following:
 - i. Minimizing impervious surface coverage
 - ii. Using ecoroofs to absorb precipitation and reduce runoff from developed areas.
 - iii. Maximizing tree canopy through preserving and planting trees in landscaped areas and parking lots, on residential property, in street medians, and in neighborhood and community parks
 - iv. Using onsite stormwater treatment techniques such as bioswales and landscape planters.
 - v. Using Green Streets for all streets that do not have a high level of on-street parking (as in the Village Center).
- b. *Xeriscape Landscaping.* Xeriscape landscaping promotes water conservation by minimizing the amount of native vegetation removed, limiting new vegetation to native or drought tolerant vegetation, and limiting irrigation. This approach also supports and encourages protection and restoration of natural areas where development occurs on parcels adjacent to Environmentally Sensitive Resource Areas.
- c. *Minimizing Night Sky Impacts.* Urbanization of Springwater will result in new lighting sources that could increase night sky illumination and impact the nocturnal environment. Applying site lighting restrictions reduces the development impact by avoiding off-site lighting and night sky pollution.

Water Reuse. The high density of proposed industrial development, distance from the City of Gresham’s existing wastewater treatment plant, and potential demand for reclaimed water for either non-contact industrial uses or environmental benefits (such as aquifer recharge, streamflow augmentation, etc.) support investigating wastewater reuse in Springwater.

Goals

1. The Springwater Community shall strive to be a model for successful, sustainable, industrial development, and foster continued sustainability through encouraging businesses, industries and homes that are designed for and built with good environmental stewardship.

Policy Statements

1. Create a sustainable community through business practices, philosophies, and strategies that reduce environmental impacts; for example, using techniques like Leadership in Energy Efficiency and Design (LEED) criteria and renewable energy sources.

2. Target environmental businesses and encourage businesses to use green practices that reduce waste and pollution; avoid waste, pollution, and environmentally harmful materials and processes; conserve water and energy; and protect and enhance the environment, biodiversity and the ecosystem.
3. Utilize green development practices, including green streets. Community design and infrastructure plans should enhance the natural hydrologic system as a fundamental part of managing stormwater and water quality.
4. Create interpretive educational opportunities that allow residents to experience and understand the diverse ecosystem that they are a part of.
5. Preserve, restore and enhance natural resources in ways that help ensure its long-term economic, social and environmental benefits as Springwater urbanizes.
6. Consider wastewater management alternatives other than conveyance to and treatment at the City's existing wastewater treatment facility on Sandy Boulevard.
7. Develop a transportation system that promotes improved air quality and reduced energy consumption by providing alternatives to replace long vehicle trips with shorter trips or with transit or walking/biking trips.
8. Encourage the planting and preservation of trees.
9. Utilize land as efficiently as possible.
10. Encourage diverse economic activities within the context of industrial and industry-related activities and promote the integration of the Springwater economic development community into the greater Gresham and surrounding East Metro community.
11. Incorporate an integrated Pest Management Program for the entire Springwater Community.

Action Measures:

1. Develop regulations, incentives, and development standards that include measures to protect and augment the natural stream system with a vegetated buffer system along streams and wetlands that are critical to the ecological health of the watershed.
2. Develop regulations, incentives, and development standards for managing stormwater on-site through green development practices that rely on infiltration, bio-retention and evapotranspiration, or other processes that enhance the natural hydrologic system.
3. Incorporate green streets designs as described in Metro's handbook entitled *Green Streets: Innovative Solutions for Stormwater and Stream Crossings* and as designed in the Pleasant Valley Plan District area.
4. Develop regulations, incentives, and development standards to provide for the planting and preservation of trees throughout the study area, including street rights-of-way, community open spaces, parking lots, and other landscaped areas. Include an enforcement program.

5. As industries begin to locate in Springwater, investigate wastewater discharge or non-potable water demands to assess the potential for a water reuse program.
6. Initiate discussions with the Oregon Department of Environmental Quality (DEQ) to investigate the regulatory precedence for or requirements associated with using treated effluent for environmental benefits such as streamflow augmentation and aquifer recharge.
7. Explore the use of chemical free maintenance in City-owned or maintained parks.

10.804 LIVABILITY

Background

The result of developing a complete, sustainable community in which the City's needs for economic development are balanced with natural resource protection and infrastructure development can be summarized in one word: *livability*. The CWG and the project team characterized the livability goal for Springwater as follows:

The Springwater community shall have a high quality of life. This will be accomplished through compact and sustainable development; a range of housing choices; walkable neighborhoods; access to natural resources and open spaces for employees in the community; preservation of natural resources; and a variety of transportation choices. The community will encompass a village center, or series of village centers, that provide needed services for employees and residents in an attractive human-scale environment. A range of housing choices will be provided within close proximity to services and/or employment areas. Overall, the community shall be a unique environment that creates a sense of place for both residents and businesses, and acts as an economic attractor.

In the scenario evaluation process, compliance with this goal was measured by miles of trails and greenway connectivity provided, acres of the Plan area allocated to parks and open spaces, park and open space accessibility (number of households within a 5- or 10-minute walk), net residential and job densities, and households in proximity to the Village Center.

Summary of Major Issues

Primary elements of the Plan that contribute to the livability of Springwater include the following:

Planning a community- and pedestrian-friendly Village Center. Two sets of park blocks are planned for the Village Center – one along a north/south axis bordered by high-density residential housing, and one along an east/west axis bordered by mixed and commercial uses. These park blocks will intersect in a Village Center park and plaza that will help create the identity of the Village Center and provide a community gathering place. These spaces will produce a pedestrian way through the heart of the Village Center. The Village Center and housing areas are located such that over 75% of the residents of Springwater will be located within a quarter mile walk of the Village Center.

Developing a trail network that provides access to natural resources and employment areas throughout Springwater. Two trail loops are proposed: a Village Center loop offering views of the riparian areas on the west side of Johnson Creek, and an Employee loop trail offering access to industrial and employment areas on the east side of Johnson Creek. These trails will connect with each other and with existing trails in the region, supporting multimodal transportation.

Offering a range of housing options to meet a variety of needs. With a modest number of new households in Springwater, a variety of housing options will be available to meet a range of needs. A portion of the property in Springwater has been designated for large-lot “ housing. This area has views of Mt. Hood and/or abuts natural resource areas and will provide opportunities for employees to locate near prospective industrial development sites. A range of townhomes, mixed-use, and single family homes will also provide housing for potential Springwater employees.

Providing parks that build on the area’s natural features and provide appropriate amenities. Two parks with different uses and amenities are proposed for Springwater. The nature-oriented Springwater Community Park is envisioned to be located along the Johnson Creek Corridor and adjacent to the residential districts. It will provide two youth sports fields, and a regionally significant natural park area, providing interpretive educational opportunities. The athletic facility-oriented East Springwater Park will be located east of US. 26, and will provide two to three adult sports fields for employee recreational opportunities as well as for the adjacent neighborhood to the north.

Goals

1. The Springwater Community shall have a high quality of life provided through compact and sustainable development; a range of housing choices in close proximity to services and/or employment areas; walkable neighborhoods; access to natural resource areas, parks, and greenways for employees in the community; preservation of natural resources; and a variety of transportation choices.
2. The park, trail, and open space network shall provide a variety of recreational opportunities for residents, employees, and neighbors of Springwater.
3. The community shall be a unique environment that creates a sense of place both for residences and businesses, and acts as economic attractor.

Policy Statements

1. Provide a variety of high-quality housing choices to include opportunities for large-lot housing within compact and walkable neighborhoods.
2. Promote a high standard for development practices. Promote developments and buildings that are pedestrian friendly.
3. Create a sense of place with respect to the community’s cultural and natural history. Incorporate the natural environment into the design of the community.
4. Create a Village Center that serves local residents, businesses and employees. The design of the streets and buildings of the Village Center should emphasize a pedestrian-oriented character where people feel safe.
5. Create a walkable community with an urban form that increases walking, biking and transit options. Access and connections to the Springwater Corridor Trail shall be emphasized as a unique characteristic of the Springwater Community.
6. Locate parks and open spaces throughout the community. Neighborhood parks, small green spaces and open spaces shall be within a short walk of all homes.
7. The park and trail system shall be connected to the Springwater Corridor Trail and connect to other regional trail systems where feasible.
8. The Village Center shall include a plaza, pocket park or other forms or combinations of parks to provide identify and form to the center as well as assembly space.

9. Identify opportunities and needs for civic uses and work with the Gresham/Barlow School District and Mt. Hood Community College to identify the area's education needs.
10. Build upon Springwater's unique characteristics and location, such as its proximity to and views of Mt. Hood.

Action Measures:

1. Modify System Development Charges for Springwater to allow acquisition and development of the proposed park areas.
2. Implement design standards for the Village Center that emphasize a human-scale and pedestrian-friendly environment.
3. Seek opportunities for synergies between other city agencies, such as shared park/school sites, regional stormwater management facilities, and trail corridors along transportation routes.
4. Expand on recommended park facility programs to meet the needs of the future residents by holding community workshops and planning days to involve the community in the design process.
5. Look for state and federal funding assistance to help preserve natural resources beyond that open space which will be purchased through Parks fees.

10.805 TRANSPORTATION

Background

A well-planned transportation system is critical to both attracting economic development to Springwater and to achieving the area's goals for livability and sustainable development. The team developed the following goal for transportation:

The Springwater Community will encompass a well-planned transportation system that supports the Springwater Community Plan, while promoting transit, walking, and bicycling. Good design can avoid the effects of heavy traffic on neighborhood safety and the natural environment. A well-connected transportation system using trails, bicycle routes and a variety of street types reinforces a sense of community and provides adequate routes for travel. The site should provide good connections to and from the employment areas and the surrounding community, as well as regional freight and transportation centers.

The transportation plan for Springwater was developed in compliance with transportation plans adopted by the State of Oregon, Metro, Multnomah County and the City of Gresham. Guidelines from these entities were used as a primary resource to develop the policy framework for the mobility standards and street spacing set forth in the Springwater Transportation System Plan (TSP). Review of the Gresham and Multnomah County Transportation System Plans also revealed the current street functional class designations for existing streets and highways, any planned pathways or trails, and any planned transportation improvements within or close to the Springwater area that should be included in the basic framework of the new planning area.

Key features of the Transportation element of the Plan are:

- Create a network of arterials, collectors, community streets, and local streets that accommodates travel demands and provides multiple routes for travel. Key new street extensions and connections include:
 - Two new east-west arterial connections from 242nd Avenue to Telford Road between Rugg Road and 252nd Avenue.
 - A new grade-separated interchange at US 26 in the Springwater Area.
 - A new street connection to Orient Drive around the east side of the existing Gresham neighborhoods.
- Upgrade existing streets and design all new streets to accommodate biking and walking, with special pedestrian amenities on transit streets. Upgrade intersections with safety issues identified as part of the inventory work.
- Provide regional and community transit service on key roads in Springwater, with direct connections to Gresham, Sandy, Clackamas regional center, Damascus, the Columbia Corridor, and downtown Portland. Planned transit streets include 242nd Avenue, Orient Drive, and US 26.
- Provide a logical and connected street system that connects directly to community destinations while also avoiding the ESRA where possible. Mitigate where not possible. Plan for a local street system that complements the arterial and collector street system and meets regional connectivity requirements within the residential and mixed use areas of the plan.

- Provide for direct and convenient access to employment centers that lead to regional facilities, and reduce the possibility of traffic intrusions into neighborhood and rural areas.
- Use Green Street designs that are an integral part of the stormwater management system and provide walkable, tree lined streets.
- Plan for a long-term arterial connection from Hogan Road to US 26 north of the Springwater Corridor Trail, to serve long-term regional mobility needs.

Summary of Major Issues

Major issues faced in the transportation planning for Springwater are described below.

Develop a network of arterial and collector streets adequate to serve future growth in Springwater, while protecting environmentally sensitive areas and adjacent neighborhoods and rural areas from the effects of urbanization.

Traffic analysis conducted as part of the update to the Regional Transportation Plan (RTP) demonstrated that future growth in Springwater would likely have widespread effects on the regional transportation system, despite significant improvements to the primary routes serving the area. Springwater's transportation plan must support the land use goals of the community, protect the natural features that define the area, and improve community access by all modes of travel by providing a variety of travel choices.

The availability of alternative arterials and highways leading away from Springwater are limited.

The rural Springwater community today, in general, is adequately served by US 26, and several city and county two-lane arterial roadways. Recurring congestion occurs during peak periods at major intersections along Burnside Road, Hogan Drive and Powell Boulevard just north of Springwater inside city limits, but delays are within acceptable levels according to city and state standards.

The planned job growth in will create much higher demand for regional travel to I-84, I-205 and the future Sunrise Corridor. A long-time need for freight traffic on US 26 has been more direct and reliable routes connecting to Interstate 84 and Interstate 205. The current adopted plan that provides this type of facility and service expansion is 242nd Avenue and a new connection to I-84 (the 242nd Avenue connector). On-going work by the City of Gresham and East Multnomah County communities on a parallel study to the Springwater Master Plan is reconsidering the North-South Corridor issue. A separate study is also being conducted to examine options for access to US 26 within Springwater. Gresham's ongoing participation in these studies is critical to coordinate the studies' evaluations and outcomes with needs for Springwater.

The existing street system is not adequate to serve future growth. Connect Springwater to major streets in Gresham, Pleasant Valley, and Damascus/Boring in a manner that provides alternatives to US 26 while protecting existing neighborhoods from traffic infiltration.

Additional connections and improvements to existing streets are needed to increase access from Springwater to other parts of the region. However, evaluation of appropriate north/south

street connections needs to address the potential impact of traffic generated in Springwater area on adjacent neighborhoods. The Transportation System Plan must balance the need to provide appropriate connectivity between Springwater and the surrounding neighborhoods while minimizing “through” traffic from Springwater to residential Gresham neighborhoods and maintaining a “hard urban edge” at the eastern boundary of the community as required by Gresham’s intergovernmental agreement with Multnomah County.

Goal

The Springwater Community will encompass a well-planned transportation system that supports the Springwater Community Plan, while promoting transit, walking and bicycling. The road and trail network will provide good connectivity within Springwater, with existing neighborhoods, and with the regional trail network.

Policy Statements

1. Incorporate the North/South Transportation Study into the implementation of the Springwater Plan to identify better connections between Springwater and I-84 and I-205.
2. Incorporate green streets designs as described in Metro’s handbook entitled *Green Streets: Innovative Solutions for Stormwater and Stream Crossings* and as designed in the Pleasant Valley Plan District area.
3. Provide trail and pedestrian connections between residential and employment centers in the district.
4. Design road crossings of the Springwater Corridor Trail to minimize the impact to the greatest practical extent.
5. Develop transportation corridors and associated right-of-way widths for Green Street swales that efficiently convey developed stormwater runoff to the stream system.
6. Create streets for people as well as cars.
7. Encourage alternative modes of transportation within the Springwater community.
8. Provide good connectivity and access to practical destinations.
9. Provide safe and convenient access to and from employment areas, including freight access.
10. Incorporate adequate public safety access.
11. Provide for public transit options, such as bus, streetcar and/or light rail within the Springwater community and for east/west and north/south connections to the greater region.
12. Consider traffic impacts on surrounding rural areas and existing City of Gresham neighborhoods.
13. Manage and preserve the function of rural roads for rural traffic access and circulation by directing new urban industrial and residential traffic away from the rural area.

14. Provide pedestrian and bicycle connections within the Springwater community and to the greater region.
15. Plan roads to accommodate the movement of goods and services (truck traffic).
16. Consider environmental barriers and constraints.
17. Address existing transportation safety issues.
18. Identify and promote the quality and level of telecommunication services needed to serve industrial and other uses in the Springwater Community.
19. Identify improvements to Highway 26 that enhance access and mobility to and through the Springwater Community plan area to support industrial and employment development. Design elements are to be compatible and supportive of the Springwater Community Plan.
20. Create a transportation system that enhances mobility, reliability, and convenient connections to regional destinations.

Action Measures:

1. Coordinate Springwater development with future recommendations for improved North/South access between I-84 and the Sunrise Corridor in Damascus.
2. Implement recommended changes to the City's Transportation System Plan, and plan for funding requirements associated with transportation improvements and maintenance.
3. Coordinate Springwater development with the recommendations of the US 26 Access Study, and provide an implementation strategy that maximizes industrial development opportunities in Springwater.
4. Adopt a future street plan and street connectivity standards that meet regional and local connectivity requirements.
5. Work with TriMet to develop a plan for Springwater that provides connection to local regional centers, with service through the industrial areas and Village Center.
6. Future CIP Joint Study with Multnomah County to evaluate Access Management Control along 282nd to lessen the impacts on this facility and retain its rural character.
7. Identify all Arterial and Collector projects that are not currently in the RTP and submit a project list for inclusion in a RTP amendment.

10.806 NATURAL RESOURCES

Background

The Springwater Plan area has an extensive natural resource system that includes a two-mile section of mainstem Johnson Creek, four miles of major tributaries, and other unique habitat such as the steep slopes of Hogan Butte. The Johnson Creek Watershed Council has characterized one reach of Johnson Creek (JC16) that flows through Springwater as one of the watershed's highest quality reaches.

To comply with Title 11 of Metro's Urban Growth Management Functional Plan in bringing the Springwater area into the UGB, Gresham's planning for this area must include:

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

The Natural Resources Plan must also comply with Metro Ordinance 02-969B, Exhibit M regarding the inclusion of the project area in the UGB, and an Intergovernmental Agreement (IGA) between the City of Gresham and Multnomah County establishing guidance for Springwater development planning. Specifically, the IGA states that the Springwater Plan shall:

Establish a consistent and comprehensive plan for urban and rural watershed management of stormwater, stream corridors and confluences, and riparian areas for the Upper Johnson Creek Basin (upstream of the 2002 Gresham city limits). Utilize the City's Johnson Creek Master Plan, Metro Goal 5 requirements (which consider the Endangered Species Act, Clean Water Act, and Statewide Goal 5 planning provisions), and habitat protection measures that are at least equivalent in the level of protection to the County's West of Sandy River Rural Area Plan in development of the watershed plan.

Early in the Springwater Community Plan development, a Community Working Group (CWG) was convened to provide input through the planning effort. Together, the CWG and the project team developed a set of goals and policies that were ultimately adopted by the CWG. The purpose of the goals and policies was to identify the City of Gresham's intent to accomplish certain results through the Springwater Community Plan. The following goal was adopted for natural resources:

The plan will preserve, protect, and enhance natural resources. It will define, protect, restore and enhance significant natural resources, including stream corridors, wetlands, and forested areas. Resource areas will provide the basis for identifying development constraints as well as serving as open space amenities for the Springwater Community. Resource protection and enhancement will be a shared responsibility of property owners, developers and governments.

The Natural Resource team used this goal as a basis for defining the Environmentally Sensitive Resource Areas (ESRAs). After a thorough inventory of resources in the study area, the work

team presented their findings through a series of inventory maps at public meetings. Local residents made additions and corrections to the maps. This information, combined with extensive field studies conducted by the project team, formed the basis for assigning significance levels to each resource in the study area. The final ESRA was determined through an Environmental, Social, Energy and Economic (ESEE) study to determine where urban development in resource areas should be allowed, limited, or prohibited.

Selected characteristics of the ESRA include:

- Wetlands, riparian habitat, and upland habitat offering both opportunities for protection of high value resources, and opportunities for enhancement of degraded resources.
- Habitat migration routes along the waterways and between the buttes.
- Buffers adjacent to the resources of up to 200 feet, depending on the type of resource.
- Implementation strategies including planning-level project cost, funding strategies, regulatory and incentive options, and restoration priorities.

Summary of Major Issues

Major issues associated with natural resource planning and enhancement in Springwater are related to the existing rural development and agricultural practices in the area. MacDonald Creek (Badger) has been modified by Telford Road, and urban development at the headwaters of Botefuhr Creek has changed the flow regime of the creek channel. A Himalayan blackberry monoculture has been established in the area west of Hogan Road, and an incised channel has minimized the channel's connectivity to its floodplain. Open (ditched) stormwater systems and failing subsurface wastewater disposal systems contribute negatively to water quality in Johnson Creek and the other tributaries in the study area.

Some of the Springwater riparian reaches have relatively intact diverse, mature riparian growth, however many areas lack high-quality riparian vegetation. Areas that appear as wide canopy trees in aerial photography hide understory that has been cleared, with significant streambank erosion occurring.

Goal

The plan will preserve, protect and enhance natural resources.

Policy Statements

1. The Springwater Community Plan shall recognize the importance of the upper Johnson Creek system for Gresham, the Portland Metro region and the Willamette Valley.
2. Mitigation for any impacts of development in Springwater to stream corridor function shall be prioritized first on the same tributary within Springwater, secondly in Springwater on Johnson Creek or a tributary, or thirdly as close to the impact area as possible within the Johnson Creek basin.
3. The Plan will result in a green infrastructure that will provide regional natural amenities for future generations.

4. The plan will identify potential opportunities for “natural park” facilities that would enhance the sense of place for economic developments and that could be an attraction for residents and businesses.
5. Stream crossings will be minimized to the greatest extent feasible.
6. Road and pedestrian crossings of the natural resources areas shall be designed for the least impact practical.
7. The entire Johnson Creek Watershed and ecosystem will be considered.
8. To the extent practical, watershed functions and sensitive/natural species will be restored.
9. Barriers to wildlife habitat corridors, such as bridges and roads, shall be designed to provide proper opportunities for wildlife migration.
10. The urbanization of the Springwater Community shall be balanced with the protection of sensitive species and habitat, water quality, and groundwater resources.
11. The urbanization of the Springwater Community shall achieve, to the maximum extent practical, low levels of effective impervious surfaces, high levels of tree protection and reforestation, management of stormwater as close to the point of origin as possible, improved hydrology and flood protection, and removal of barriers to fish passages.
12. Urbanization of the Springwater Community shall provide appropriate erosion control and shall control sedimentation through the use of green development practices, context sensitive design, and appropriate construction management practices, re-vegetation of disturbed areas, and regular maintenance and monitoring.
13. Lands with slopes of 25 percent or above shall be protected.
14. The use of native plants shall be a priority for re-vegetation and Green Streets.
15. The development code for Springwater shall maintain fish and wildlife habitat protection measures that are at least as protective as those adopted by Multnomah County for the West of Sandy River Plan Area upon annexation.

Action Measures:

1. Add the Springwater Community Plan area to the Community Development Hillside Special Purpose District Map.
2. Examine habitat between Botefur Creek & Hogan Creek to identify a potential corridor that may be recommended for preservation for wildlife habitat.
3. Examine habitat between Sunshine Creek & buttes to south of Springwater to identify a potential that may be recommended for preservation for wildlife habitat.
4. Evaluate availability of grant funding to support recommendations in the Springwater restoration program.

5. Continue to evaluate long-term funding opportunities for natural resource preservation, enhancement, and maintenance.
6. Coordinate with stormwater and transportation project implementation to maximize benefits to the natural resources.
7. Coordinate with Multnomah County for adoption of Goal 5 resource map and local wetland inventory.
8. Continue to work with the City of Damascus and other stakeholders to coordinate resource preservation and enhancement efforts.
9. Identify funding sources for implementing Natural Resource goals and programs.