

Springwater Community Plan



CPA 04-8178

November 1, 2005

City of Gresham

Community & Economic Development Department

– New Communities and Annexation

Department of Environmental Services

Table of Contents

The Springwater Community Plan Report contains eleven sections, which are listed in the order in which they are found in the report.

1. Springwater Community Plan Summary

This document summarizes the planning process, the extensive public involvement process and the major elements of the plan. It is a “stand alone” summary document that explains the why, where, how and what of the Springwater Community Plan. It summarizes the factual information that is the basis for the proposed Springwater Goals and Policies and for the Springwater Plan District development code. It will be adopted as Appendix 44 of Volume 1 and is Exhibit A1 of the CPA 04-8178 staff report.

2. Springwater Natural Resources Report

The Springwater Natural Resources Report documents the State Goal 5 process for Springwater and provides the foundation for protecting natural resources, and conserving scenic areas and open spaces. Major elements of the report include the natural resources inventory; significance determination; the Economic, Social, Environmental and Energy (ESEE) analysis and recommendations. Recommendations cover management plan objectives, development code for regulated lands, opportunities for protection and enhancement and funding strategies. The Report is the basis for establishing the Environmentally Sensitive Resource Area (ESRA) sub-district, which is intended to promote compatibility between development and conservation of stream corridors, wetlands, floodplains and forests. The proposed ESRA sub-district is included in the Springwater Plan District component of the Springwater Community Plan. The Springwater Natural Resources report will be adopted as Appendix 45 of Volume 1 and is Exhibit A2 of the CPA 04-8178 staff report.

3. Springwater ESEE Analysis Decision Report

The Springwater ESEE Analysis Decision Report documents the State Goal 5 natural resources determination process as it was applied to Springwater. It describes the different types of land uses that impact the streamside areas, wetlands, and upland forest. Specifically, it analyzes the economic, social, environmental and energy (ESEE) consequences that could result from a decision to allow, limit, or prohibit certain uses in the significant resource area (the Environmentally Sensitive Resource Areas – ESRA). It will be adopted as an attachment to Appendix 45 (Natural Resources Report) of Volume 1 and is Exhibit A3 of the CPA 04-8178 staff report.

4. Springwater Annexation and Development Strategies Report

The Springwater Annexation and Development Strategies Report is the basis for a recommended phased approach to annexation in Springwater. It is also the basis for a program of marketing and recruitment of targeted industries and development opportunities in Springwater. It will be adopted as Appendix 46 of Volume 1 and is Exhibit A4 of the CPA 04-8178 staff report.

5. Springwater UGMFP Title 11 Compliance Report

As a new urban area, the planning for Springwater is subject to Title 11 of the Metro Urban Growth Management Functional Plan (UGMFP). This Title is to require and guide planning for the conversion from rural to urban use of areas brought into the Urban Growth Boundary. Section 3.07.1130 requires submittal to Metro of the proposed comprehensive plan amendments for

Springwater and an evaluation report. The evaluation report is to show compliance with the UGMFP and the 2040 Growth Concept. It will be adopted as an addendum to the Springwater Community Plan Summary (Appendix 44 of Volume 1) and is Exhibit A5 of the CPA 04-8178 staff report.

6. Springwater Goals, Policies and Action Measures

Goals, Policies and Action Measures are a comprehensive set of land use statements. They provide the policy basis for the Springwater Plan District *Community Development Plan* map and *Development Code*. Each is accompanied by a background and summary of key issues that describe the process and reasons for each of the goals. There are goals for urbanization and land uses, economic development, sustainability, livability, transportation and natural resources. It will be adopted as an amendment to Volume 2 and is Exhibit B1 of the CPA 04-8178 staff report.

7. Springwater Public Facilities Plan

The Public Facilities plan establishes a framework for how public facilities for the water system, the wastewater system, the stormwater management system and the parks and recreation system will be developed and maintained. For each of the facilities there is a general description of existing facilities and a needs assessment to support the future land uses; goals, policies and action measures for each facility; a list and map of significant parks, water, wastewater and stormwater projects; rough costs estimates for each project; and a general estimate of when projects are needed along with a general discussion of funding strategies. The Public Facilities Plan establishes the basis for a Capital Improvements Program (CIP) for each of the facilities. It will be adopted as an amendment to Volume 2 and is Exhibit B2 of the CPA 04-8178 staff report.

8. Springwater Plan District Plan Map

The Springwater Plan District Plan Map establishes the land use district designations that will be applied to territory upon annexation. Two additional maps will also be adopted: a map showing all slopes 15% or greater and a map showing all FEMA 100 year floodplains. These two categories are regulated under the City's Hillside Physical Constraint District and Floodplain District. These two maps will amend the City's Special Purposes District Map as annexation occurs. The three maps will be adopted as an amendment to Volume 2 and is Exhibit B3 of the CPA 04-8178 staff report.

9. Springwater Plan District Land Use Development Code

The Springwater Plan District Land Use Development Code establishes the Springwater Plan District. A Plan District approach is to use unique planning and regulatory tools to achieve the Springwater Community Plan goals and is based on the Springwater Community Plan. It describes the land use patterns that will be applied to the Springwater Community Plan area and the allowed uses and densities. It also provides the development standards that will be required for future development in Springwater. The proposed development code is arranged in a two-column format. The left side column is the proposed text and the right side column is commentary on the proposed text. Additionally, this includes amendments to the existing code. It amends Volume 3 and is Exhibit C of the CPA 04-8178 staff report.

10. Springwater Transportation System Plan

The Springwater Transportation System Plan (TSP) is a long-range plan for developing a Springwater transportation system. It describes how the Springwater TSP was created and its context with the regional and city transportation system plans. It includes transportation goals, policies and action measures. It describes street functional and design classifications and plans for connectivity, transit service and bicycle and pedestrian systems. It also includes a description of significant transportation projects that are needed to support future Springwater land uses. It includes rough costs estimates of

the projects and funding strategies. It amends Volume 4 and is Exhibit D of the CPA 04-8178 staff report.

11. Appendices

Development of the Springwater Community Plan involved both technical analyses and public process. These technical analyses and public processes have been documented in various technical memorandums and reports. These documents will not be adopted as part of the plan but rather referenced. These documents are listed at the end of this cover document and are available as hard copy through the Community and Economic Development Department.

Acknowledgements

Gresham City Council

Charles Becker, Mayor
Shane Bemis, Council President
Shirley Craddick, Councilor
Karylinn Echols, Councilor
Jacquenette McIntire, Councilor
Dave Shields, Councilor
Paul Warr-King, Councilor

Gresham Planning Commission

Wes Bell, Chair
Richard Anderson, Vice-Chair
John Andersen
Rob Cook
Rob Diesel
B. Joy Gannett
Pat Speer
Mike Whisler

Gresham Community & Economic Development Department

Ed Gallagher, Director

Gresham Department of Environmental Services

Dave Rouse, Director

Springwater Community Plan Project Staff

Terry Vanderkooy, New Communities and Annexations Manager, Project Manager, CEDD
Guy Graham, Wastewater Division Manager, DES
Jonathan Harker, New Communities and Annexations, Senior Planner, CEDD
Kristy Lakin, New Communities and Annexations, Associate Planner, CEDD
Carrie Pak, Stormwater Division Manager, DES

With Assistance from Gresham Staff

Deborah Bond, Finance and Accounting Services Manager, FMS
Robb Courtney, Parks and Recreation Division Manager, DES
Jonathan David, Transportation Planner, DES

John Dorst, Deputy Director, DES
Deanna Foster, GIS Specialist, DES
Mike Grimm, Water Division, DES
Rita Humphrey, Public Information Specialist, CEDD
Dale Jutila, Water Division Manager, DES
Phil Kidby, Parks & Recreation Division, DES
Kathy Majidi, Natural Resources Program Coordinator, DES
Tom McCausland, Stormwater Division, DES
Jay McCoy, Transportation Division, DES
Jim Montgomery, Wastewater Division, DES
Ron Papsdorf, Principal Transportation Planner, DES
John Pettis, Associate Comprehensive Planner, CEDD
Tammy Richardson, Planning Services Coordinator, CEDD

Multnomah County Project Staff

Karen Schilling, Planning Director
Ed Abrahamson, Transportation Planning
Charles Beasley, Land Use Planning

With Assistance from Metro Staff

Ray Valone, Growth Management
Kim Ellis, Transportation

Springwater Advisory Group

Mike Agee, *John L. Scott Portland Metro*
Richard Anderson, *Planning Commission Liaison*
Dean Apostol, *Boring CPO*
Frank Boyle, *Kelly Creek Neighborhood Association*
Brenda Brady, *Mt. Hood Community College*
Mark Childs, *Integrated Corp. Property Services*
Shirley Craddick, *City of Gresham City Council Liaison*
Alan Frace, *Furney's Nursery*
Michelle Granger-Moore, *Gresham-Barlow School District*
Willy Helgeson, *Property Owner*
Kathy Henton, *Resident*
Jeff Ingram, *Property Owner*
Dayna Johnson, *Property Owner*
Jim Labbe, *Audubon Society*
David Lerwick, *City of Gresham Police Department*
Scott Lewis, *City of Gresham Fire & Emergency Services*
Wayne Lofton, *Multnomah Co. Sheriff's Office*
Mary Kyle McCurdy, *1000 Friends of Oregon*
Robert Miller, *Trailblazer Foods*
Hiroshi Morihara, *Persimmon Group, Inc.*
Sam Murray, *Park & Recreation Advisory Committee*
Dave Rouse, *City of Gresham Environmental Services*
Dr. Robert M. Silverman, *Mt. Hood Community College*
Jeff Uebel, *Johnson Creek Watershed Council*
Linda Usher, *Butte Conservancy*

Springwater Consultant Team

Karen Beard, TIP Strategies
Glen Bolen, Fregonese Calthorpe Associates
Jamie Damon, Jeanne Lawson Associates
Mike Faha, Greenworks
John Fregonese, Fregonese Calthorpe Associates
Scott Fregonese, Fregonese Calthorpe Associates
John Holroyd, HDR
Paul Matthews, Integrated Utilities Group
Nancy Olmsted, NRPS
J. Michael Read, HDR
Jon Roberts, TIP Strategies
Carl Springer, DKS Associates
Heather Stephens, HDR

OVERVIEW

The Springwater area was added to the region's Urban Growth Boundary (UGB) in December 2002 to meet a growing demand for industrial land in the region and provide high value, family-wage jobs for east Multnomah County. The 1,272-acre Springwater UGB expansion area is located south of Gresham, adjacent to the southeastern neighborhoods of the existing city. The planning effort also included the 183-acre "Brickworks" area in southern Gresham immediately north of Springwater. The purpose of the Springwater Community Plan is to describe how urbanization of the Springwater area should occur to meet the intent of the December 2002 UGB expansion.

This Springwater Community Plan (the Plan) was developed through an 18-month planning process involving existing residents, area stakeholders, City staff and elected officials, and consultant team members. The Plan was developed with input from the public gained through an advisory group, focus groups, stakeholder interviews, open houses, public workshops, and a web-based survey.

Key features of the Springwater Community Plan include:

- Estimated capacity of 15,330 jobs and 1,609 dwellings.
- 384 acres for industrial development. It is focused primarily east of Johnson Creek, where the topography is relatively flat and has access to Highway 26. Target industries include advanced materials, specialized software applications, recreation equipment and technology and corporate headquarters.
- 106 acres for office professional services development. Office development is focused south of the Village Center between Hogan Road and Johnson Creek. Office uses include research and development, creative services, medical facilities and knowledge-based industries.
- A mixed-use 23-acre Village Center that will allow a mix of retail, services, office and residential. Located east of Hogan Road it is within walking distance of the Springwater Trail, the office district to the south and to residential neighborhoods to the north. It will provide shopping, services and restaurants, jobs, and housing to service future Springwater residents and employees.

- A seven-acre neighborhood commercial site located west of Orient Drive near the industrial district. It provides retail and services for the adjacent residential neighborhoods and the future industrial development.
- Three residential districts. 43 acres of townhouse development with an average lot size of 1,600 square feet and located at the east end of the Village Center, along 252nd Avenue and along Hogan Road. 99 acres of low density single-family residential with an average lot size of 6,000 square feet and within walking distance of the Village Center to the north. And 97 acres of very low density single-family (estate) residential with an average lot size of 12,000 square feet located in northwest section of Springwater area.
- A reorganization of the Springwater arterial and collector system to create a connected network that can service the new urban level of industrial and office development and the village center and new residential neighborhoods. Highway 26 will be reconfigured to facilitate and enhance future industrial and office economic development with development occurring in phases. Two crossings, a northern bridge and a southern interchange are planned.
- A framework for the protection and enhancement of Springwater's streams, flood plains, wetlands, riparian area and significant tree groves. The natural resources system is focused on integration of Johnson Creek and its tributaries. Natural resources can create a "signature" for Springwater's economic development.
- Two community parks will serve residents and employees in Springwater. A neighborhood park located in the Village Center will consist of a plaza, park blocks, and two small anchoring park areas. A trail system will provide recreational and transportation opportunities for residents and employees with good access to the Springwater Trail and to planned regional trails to the north and west.
- Planned water, wastewater, and stormwater infrastructure to serve the needs of the new community. Green Streets and green development practices will be an important component of the stormwater system.

The process of creating a recommended Springwater Community Plan had a number of major steps:

- Inventory of base conditions and analysis of land use, economic development, transportation, natural resources and infrastructure needs. The inventory and needs analysis documented existing land features and infrastructure needs, and evaluated current market conditions impacting economic development, housing needs, and appropriate village center characteristics in Springwater.
- Establishment of project goals and implementing policies. The Community Working Group developed a series of goals and policies that guided development of the plan.
- Development of four scenarios. Scenario planning involved considering many possible urbanization concepts for Springwater. The scenario planning participants developed scenarios by modifying transportation elements, location and number of industrial, office, retail and housing uses along with open spaces and trails. The project team, the Gresham Planning Commission, and members of the public at a public workshop developed scenarios. These scenario maps were compared and common elements used to formulate three scenarios that were carried forward by the planning team for further analysis. A fourth scenario developed by members of the Community Working Group (CWG) and added for future evaluation.
- The four scenarios were evaluated to determine how well certain elements of the scenarios met the goals and policies for the project. Evaluation measures included the number of new jobs created, average anticipated annual wage, number of employees or residents within walking distance of parks or public open space, acres of natural resource or open space acres preserved, number of transportation trips generated, and cost of public infrastructure. Through this comparison, certain elements of each scenario were shown to support the Plan goals better than

those of other scenarios. A final Concept Plan was developed as a blend of these elements, and approved by the Planning Commission, City Council, and Community Working Group in the fall of 2004 as the basis for moving forward with the Springwater Community Plan.

- The final step was to develop the Springwater Community Plan based on the Concept Plan. This involved developing implementing regulations and plans including the Springwater Plan District land use code, a natural resources protection and enhancement program, public facility plan, a transportation system plan and an annexation and economic development strategy.

The Springwater Community Plan forms the basis for a new community that emphasizes economic development and livability in a sustainable environment. The Plan provides capacity for over 15,000 new jobs. This is accomplished through a mix of employment areas that maintains opportunities for large-scale industrial development while promoting flexibility to respond to market conditions and local land constraints. Residential areas are proposed in portions of Springwater that are not suitable for employment uses; these areas include a mix of housing from high-density attached housing units in an urban setting to large lot residential areas nestled at the foot of Hogan Butte. A Village Center will provide services for employees and residents and serve as a focal point for the community. A natural resource protection and enhancement program will protect water quality and habitat in Springwater, and will help maintain the scenic character of the region as development occurs. Finally, new infrastructure – including a new interchange on Highway 26 – will support the community’s urbanization.

The Springwater Community Plan includes a series of documents that update the Gresham Community Development Plan (GCDP) and meet the requirements of METRO Title 11 regarding planning for urbanization.

GCDP ORGANIZATION

These sections of the Springwater Community Plan will amend the Gresham Community Development Plan (GCDP). The GCDP consist of four volumes:

- Volume 1 is the Findings document. It contains the factual information, which is the basis for the goals and policies found in Volume 2.
- Volume 2 is Policies document. It contains goal and policy statements concerning individual plan topics. It also includes action measures designed to carry out the goals and policies. Each goal includes a summary of the findings in the background and summary of major issues sections. Volume 2 also includes Public Facility Plans that detail the system needs, projects, rough costs and funding strategies for public facilities. Volume 2 also includes the Plan Map, which identifies specific uses for lands within the planning area.
- Volume 3 is the Development Code document. It contains the procedures involved in issuing development permits and the standards that are applied to individual developments. This volume implements goals and policies of Volume 2.
- Volume 4 is the Transportation System Plan (TSP) document. The TSP is a long-range plan for transportation that describes the transportation system plan and includes the project and programs needed to meet the policies and strategies of the plan. It includes projects, rough costs and funding strategies.

APPENDICIES

These documents are a series of technical memorandums and other reports that provide the technical documentation of the planning process that resulted in the Springwater Community Plan. The list of reference documents will be adopted as an addendum to the Springwater Community Plan Summary (Appendix 45 of Volume 1). They are available for review under separate cover. The list of reference documents is:

- Intergovernmental Agreements
 - Gresham and Multnomah County Intergovernmental Agreement (May 2004)
- Inventory, Data Collection and Needs Analysis Reports (March 2004)
 - Buildable and Constrained Lands Inventory
 - Economic and Employment Site Study, Village Center Study, and Housing Study
 - Natural Resource and Natural Hazard Inventory
 - Transportation Existing Conditions Report
 - Preliminary Stormwater Assessment
 - Preliminary Estimates of Water System Demands
 - Parks, Open Space, and Trails Needs Assessment
 - Preliminary Wastewater Analysis
- Scenario Evaluation
 - Scenario Summary Sheets
 - Scenario Evaluation Summary Report and Evaluation Measures Analysis
- Natural Resources
 - Local Wetland Inventory Report (June 2004)
 - Goal 5 Inventory Data Forms (April 2004)
 - Riparian Characterization
 - Riparian Functional Assessment
 - Tree Grove Vegetation Assessment
 - Tree Grove Functional Assessment
 - Wildlife Habitat Assessment
 - Figures
- Transportation
 - Conceptual Planning Issues and Guidelines for Springwater Master Plan Area (March 2004)
- Public Involvement
 - Public Involvement Plan (November 2003) and Plan Addendum (May 2004)
 - Community Working Group (CWG) Fact Sheet
 - Stakeholder Interview Summaries (December 2004)
 - Community Working Group Adopted Goals and Policies (April 2004)
 - Community Working Group Summaries
- Marketing and Recruitment Plan (December 2004)
- Springwater US 26 Concept Design and Access Plan
 - Existing Transportation Conditions Final Report (January 2005)
 - Future Conditions and Needs Assessment Final Report (January 2005)
 - Concept Corridor Alternatives Draft Report (April 2005)
 - Recommended Corridor Concept Draft Report (June 2005)
- Gresham-Barlow School District Needs Memo