Oregon
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development
635 Capitol Street, Suite 150
Salem, OR 97301-2540
(503) 373-0050
Fax (503) 378-5518
www.lcd.state.or.us

NOTICE OF ADOPTED AMENDMENT

January 5, 2007

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: City of Gresham Plan Amendment
DLCD File Number 004-06

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: January 17, 2007

This amendment was submitted to DLCD for review 45 days prior to adoption. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE:** **THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.**

Cc: Gloria Gardiner, DLCD Urban Planning Specialist
Stacy Humphrey, DLCD Regional Representative
Matthew Crall, DLCD Transportation Planner
Jonathan Harker, City of Gresham

<paa> y/ph

FORM 2

DEPT OF
LAND CONSERVATION
AND DEVELOPMENT
DEC 29 2006

DLCD NOTICE OF ADOPTION

This form **must be mailed** to DLCD **within 5 working days after the final decision**
per ORS 197.610, OAR Chapter 660 - Division 18
(See reverse side for submittal requirements)

Jurisdiction: City of Gresham

Local File No.: CPA 05-6208
(If no number, Use none)

Date of Adoption: 12/19/06
(Must be filled in)

Date Mailed: 12/27/06
(Must be filled in)

Date the notice of Proposed Amendment was mailed to DLCD: 3/24/06

__X__ Comprehensive Plan Text Amendment
____ Land Use regulation Amendment
____ New Land Use regulation
__X__ Comprehensive Plan Map Amendment
____ Zoning Map Amendment
____ Other: _____
(Please Specify Type of Action)

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached."

The amendments amend the Springwater Plan District boundary to include a portion of the "Brickworks"/Heavy Industrial (HI) site. The amendment changes the current HI zoning to appropriate Springwater Plan District sub-districts. The "Brickworks" site is an area already in the City of Gresham. This area was included in the planning analyses and processes of the Springwater Plan District at the request of Metro when the new urban area was brought into the Urban Growth Boundary in December 2002. The amendment replaces 77 acres of HI with 7.1 acres of Environmentally Sensitive Resource Area-Springwater (ESRA-SW); 23.6 acres of Low Density Residential-Springwater (LDR-SW); 19.1 acres of Townhouse Residential-Springwater (THR-SW) and 27.2 acres of Research/Technology Industrial-Springwater (RTI-SW). Minor text changes were made to clarify previously adopted language for the Springwater Plan District plan and code.

Describe how the adopted amendment differs from the proposed amendment. If it is the same, write "Same." If you did not give notice for the proposed amendment, write "N/A."

For process purposes the proposal was separated into two phases. Phase I is the 77 acres reported in this notice. The proposed amendment for Phase was had the following changes: the proposed Neighborhood Commercial-Springwater (NC-SW) map change was approved as RTI-SW instead; and the LDR-SW and THR-SW map changes are contingent upon obtaining approval of a Metro Urban Growth Management Functional Plan Title 4 map amendment by the Metro Council. The minor text changes were modified by a footnote added to Table 4.1507 of the Development Code that states "Development of the THR-SW designated land in the Brickworks site as Described in Volume 1, Appendix 44 Springwater Land Use Plan Map shall be developed with a minimum of 50% of total dwelling units being detach single-family dwellings as provided in Table 4.1507(A). The Phase II proposed changes effect the southern 81.6 acres of the site and where proposed as either Industrial-Springwater (IND-SW) or ESRA-SW. Phase II will be scheduled for adoption at a later date and a subsequent notice will be sent.

Plan Map Changed from: Heavy Industrial to: 7.1 acres of ESRA-SW; 23.6 acres of LDR-SW; 19.1 acres of THR-SW; and 27.2 acres of RTI-SW.

Location: Vicinity of SE Hogan & Palmquist Road Acres Involved: 77

Specify Density: Previous: _____ New: _____

Applicable Statewide Planning Goals: 2, 5, 12 & 14

Was an Exception Adopted? Yes: ___ No: __X__

DLCD # 004-06 (15107)

Did the Department Land Conservation and Development receive a notice of Proposed Amendment **FORTY FIVE (45) days prior to the first evidentiary hearing.** Yes: **X** No: ____

If no, do the Statewide Planning Goals apply Yes: ____ No: ____

If no, did the emergency circumstances require immediate adoption Yes: ____ No: ____

Affected State or Federal Agencies, Local Governments or Special Districts: Metro

Local Contact: Jonathan Harker
Address: 1333 NW Eastman Parkway
Zip Code + 4: 97030-3825

Area Code + Phone Number: 503) 618-2502
City: Gresham, OR

ADOPTION SUBMITTAL REQUIREMENTS

This form **must be mailed** to DLCD **within 5 working days after the final decision**
per ORS 197.610, OAR Chapter 660 - Division 18

1. Send this Form and **TWO (2)** Copies of the Adopted Amendment to:

ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540

2. Submit **TWO (2) copies** of the adopted material, if copies are bounded please submit **TWO (2) complete copies** of documents and maps.

3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.

4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.

5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the "notice of Adoption" is sent to DLCD.

6. In addition to sending the "notice of Adoption" to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.

7. **Need More Copies?** You can copy this form on to 8-1/2x11 green paper only ; or call the DLCD Office at (503) 373-0050; or Fax your request to:(503) 378-5518; or email your request to Larry.French@state.or.us - ATTENTION: PLAN AMENDMENT SPECIALIST.

J:\pa\paa\forms\form2word.doc

Proposed new text is double-underscored.
Proposed deleted text is ~~stricken through~~.

CB 16-06

ORDINANCE NO. 1634

AMENDMENTS TO VOLUMES 1, 2 AND 3 OF THE GRESHAM COMMUNITY DEVELOPMENT PLAN TO AMEND THE SPRINGWATER PLAN DISTRICT AS IT RELATES TO A PORTION OF THE "BRICKWORKS"/HEAVY INDUSTRIAL SITE AND MINOR AMENDMENTS TO THE SPRINGWATER PLAN DISTRICT

THE CITY OF GRESHAM DOES ORDAIN AS FOLLOWS:

Section 1. Volume 1, Findings, Appendix 44 – Springwater Community Plan Summary Report - is amended as follows:

Proposed Text Amendment

Appendix 44 – 1.1 Executive Summary:

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- Included in the Plan is a ~~160~~ 159-acre area commonly known as the "Brickworks Heavy Industrial Site", located at the southeast quadrant of SE Hogan Road and SE Palmquist Avenue. This site is within the current Gresham City Limits and has been designated as Heavy Industrial (HI) since the City's 1980 Plan adoption. With the exception of two schools, the area has seen only very minimal industrial development and is still primarily vacant. The City has adopted the Springwater Plan subdistricts for this overall area in order to more adequately meet contemporary industrial and employment needs. The Springwater Plan expansion and the application of the new subdistricts was done subsequent to the adoption of the overall Springwater UGB Expansion Area. Section 4.9, Volume 1, Appendix 44 provides the supplementary information relating specifically to the Brickworks Site. The information in Section 4.9 modifies the overall analyses of Appendix 44, Section 4, Tables 1, 2, 3 and 4 but adding assumptions and capacities for the Brickworks Site as provided in Section 4.9.

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Appendix 44 – 4.1 Introduction

This section of the report summarizes the Springwater Community Plan. The Plan provides recommendations regarding the unincorporated Multnomah County Springwater area (both the 2002 UGB expansion area and the pre-2002 UGB expansion area), a 1,272 acre area. ~~It does not include the Brickworks area (183 acres) that is already within the city limits. Applying a new land use plan to the Brickworks area will be considered as a separate comprehensive plan amendment process. Nor does the Plan include the portion of the study area in Clackamas County (139 acres) as it is now part of the newly incorporated City of Damascus.~~ The Plan also includes a study area commonly known as the Brickworks Site, approximately 159 acres of Heavy Industrial (HI) land inside the existing City of Gresham with Springwater Plan District designations. Such designations were made subsequent to the overall Springwater Plan adoption for the UBG expansion area within Multnomah County. The Brickworks Site analysis is included as Section 4.9 of Appendix 44, Volume 1 of the Gresham Community Development Plan. The legislative process for adoption of a comprehensive plan amendment to apply the Springwater Plan District to the Brickworks Site is being done is two phases. Phase I involves the properties proposed to be RTI-SW, NC-SW, LDR-SW and THR-SW and associated ESRA-SW. Phase II involves the properties to the south of Phase I and are those parcels owned by Mutual Materials currently improved with a manufacturing plan and clay mining as described in the first paragraph of Section 4.9.1. For clarity purposes where Appendix 44 has specific site descriptions, data and maps, only the Phase I descriptions, data and maps will be included. When the legislative process for Phase II resumes, Appendix 44 will be edited so that all of the Brickworks site descriptions, data, and maps including Phase II are provided.

The Plan does not include the portion of the study area in Clackamas County (139 acres) as it is now part of the newly incorporated City of Damascus.

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Appendix 44 - 4.2.1 Springwater Plan District Map and Code

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Employment and housing capacity estimates are 15,330 jobs and 1,609 dwellings. One hundred and fifty three of the dwellings are located in the "Prior UGB Expansion Area" (see Figure 2) in the VLDR-SW sub-district. The rest of dwellings and all of the jobs are located in the "2002 UGB Expansion Area". The following tables illustrate assumptions used arriving at the capacity estimates. The data in these Tables 1, 2, 3 and 4 is supplemented by the additional data for the Brickworks Site, as described in Section 4.9 of Volume 1, Appendix 44, Gresham Community Development Plan. The Tables should be used together for data relating to the entire Springwater Plan District.

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Appendix 44 – Section 4.9 Brickworks Heavy Industrial Site

4.9.1 Background

The Brickworks Heavy Industrial Site of approximately 160 acres is within the existing City of Gresham and has been designated as a Heavy Industrial land use district since 1980. It has had only minimal industrial development and has seen the construction of two schools on the overall site, approved under prior City land use standards. The most substantial industrial use on the overall site is a longtime Brickworks facility and a Concrete Pavers facility now under construction and owned by Mutual Materials, Inc. This industrial use encompasses only a small part of the overall site, most of which is vacant at this time.

When the 2002 Urban Growth Boundary expansion brought in the large Springwater area, the City agreed to analyze the Brickworks site as part of the overall Springwater planning and to develop recommended appropriate land use districts. The Brickworks site was included in all of the goal development, documentation, data analysis, public involvement, natural resources, public facilities master plans, economic reports, and related efforts as part of the Springwater Plan. The Brickworks site was brought into the Springwater Plan boundary and the Springwater land use designations were applied to the Phase I Brickworks site subsequent to the adoption of the Springwater Plan for the UGB expansion area.

4.9.2 Summary of Major Issues

Industrial Development and Site Suitability

The Brickworks site was analyzed together with the balance of the Springwater Plan Area, taking into account all of the regional employment trends, Metro forecasts, and the projection for East Multnomah County's emergence as an increasingly important jobs center. The Brickworks site had many of the same advantages and disadvantages for industrial growth as much of the rest of the Springwater Plan area.

The area is relatively flat, but is not very well served by a transportation network which would support intensive industrial development. There are some relatively minor natural resource areas in the northwest portion of the site, and a considerably larger natural resource area being a mature tree grove in the southeast portion of the site. There is abutting existing residential development to the east and the north, in addition to the two existing schools and a small maintenance facility in the northeast portion of the site. The area immediately to the north (across SE Palmquist Avenue) is the site of a slowly developing public sports park complex of several athletic fields.

Generally, considerable analysis and documentation exists to demonstrate that this is not a viable Heavy Industrial site. Given the lack of available Industrial and employment sites in the Metro area, and given the other elements of the Springwater Plan for those areas to the south and southeast of the Brickworks site, portions of the site identified were as having good potential for future Industrial and/or jobs growth. A significant majority of the overall acreage was identified as viable jobs land. Other areas of the site, particularly those near the schools and the Sports Park were identified as being most appropriate for residential development.

For Phase I, the Plan designates approximately 27.2 acres in the north and central portions as "Research Technology Industrial-Springwater" (RTI-SW). This area would be compatible as Metro 2040 Industrial Land.

Natural Resources

A Natural Resources inventory and ESEE analysis for the overall Brickworks Site was completed as part of the Springwater Plan. In Phase I the resulting areas for protection include two relatively small (approximately 7.1 acres total) stream segments in the northwest portion of the site. The stream segments feed into Johnson Creek at offsite locations.

Consistent with the Springwater Plan, a land use designation of "Environmentally Sensitive Resource Area – Springwater" (ESRA-SW) was applied to this identified resource area.

Residential Lands

Consistent with the balance of the Springwater Plan area, analysis was done on the suitability of portions of the site for residential development. Significant components of that analysis were a review of the existing abutting residential development to the east and to the northwest, the location of the two relatively new schools in the northeast area of the site, the types and numbers of residential housing in the immediate area, and the needs for new residential housing to support the potential jobs being created both within the Brickworks site and in the new Springwater Industrial and Employments lands to the south and southeast.

The small portion (about 7 acres) of the School ownership property which is vacant and available for development is in the central east portion of the larger Brickworks site. As such it is not well suited to Industrial or Employment uses. It is functionally and physically most well connected to the existing single-family detached subdivisions to the east. The public facilities and street network make this small area a logical extension of that neighborhood. Additionally the abutting developed schools and the future Sports Park to the north make this a logical site for future subdivision development compatible with the existing abutting uses.

The existing schools were permitted under prior City of Gresham code provisions which allowed public schools within Industrially designated lands. That is no longer the case. As such, it is the current City policy to generally encourage schools to be located within Residentially designated lands.

This plan designates the school sites and the vacant school owned properties (a total of approximately 24 acres) as "Low Density Residential-Springwater" (LDR-SW).

The analysis showed that there is some lack of ownership townhome options within this particular area. Taking into account the potential jobs in the area, the Sports Park, and the schools, this plan designates approximately 19 acres as "Townhouse Residential-Springwater" (THR-SW). The Metro 2040 designation for the residential lands is "inner neighborhood." All of the proposed residential lands in the Brickworks Site are in Phase I.

Summary of Proposed Plan Elements

Consistent with the adopted Springwater Plan for the new UGB Expansion area, the Brickworks Site Plan addition to the overall Springwater Plan District, as well as the mix and the acreages for the subdistricts provide for a mix of uses, heavily weighted to the Industrial and Employment needs of the City and the Region, preserving an acreage of Natural Resource lands, and providing the opportunity for a range of housing and support commercial services that make the Brickworks site a viable development area.

SECTION 4.9 SUPPLEMENTARY TABLES:

Table 1: Brickworks Site Buildable Land Analysis – Gross Acres by Classification

Plan Sub-District	Plan Data Estimate Total
ESRA	7.1
LDR-SW	23.6
THR-SW	19.1
RTI-SW	27.2
Phase II	81.6
Total Acres	**158.6**

Table 2*: Brickworks Site – Buildable Land Analysis – Gross to Net Assumption

Plan Sub-District	Description	Gross Buildable Acres	Gross to Net Calculation[1]	Net Buildable Acres
LDR-SW	Low Density Residential	9.1[2]	22%	7.1
THR-SW	Townhouse Residential	19.1	22%	14.9
RTI-SW	Research-Technology Industrial	27.2	22%	21.2
Total Acres		**52.2**		**43.2**

[1]Gross-to-Net of 22% is based on the 25% standard presented by Metro in the 2002-2022 Urban Growth Report: A Residential Land Need Analysis Final Report – December 2002 Page 20 Appendix A, Item #3, Ordinance 02-969. The 3% discount represents land deducted in Table 1 to account for parks.

[2]The land improved with the school improvements is not included in the gross acres.

* Table 2, 3 and 4 do not include data or calculations regarding Phase II.

Table 3*: Brickworks Site Buildable Land Analysis – Density Assumptions

Plan Sub-District	Net Buildable Acres	Assumed Residential Lot Size	Assumed Square Feet Per Unit	Assumed Floor Area Ratio	Dwelling Units	Employment Land Building Square Feet[1]	Square Feet Per employee[2]	Jobs
LDR-SW	7.1	6,000		NA	51			
THR-SW	14.9	2,500		NA	259			
RTI-SW	21.2	0		.55		507,910	350	1,451
Total	**43.7**				**310**			**1,451**

[1]Based on the average Floor Area Ratios (FARs) for the RTI-SW district found in the Springwater Title 11 Compliance Report
[2]From Springwater Title Compliance Report

Table 4*: Brickworks Site Buildable Lands Analysis – Summary of Development Capacity

New Dwelling Capacity	Net DU Per Residential Acre	Net Residential Land Acres	Dwelling Units
LDR-SW	7.2	7.1	51
THR-SW	17.4	14.9	259
Total New Units			310
New Net Residential Land Acres		22.0	
Dwelling Units per Net Residential Buildable Acre			14.0
New Job Capacity			
RTI-SW			1,451
Total Job Capacity			**1,451**

*****

Section 2. Volume 3, Development Code, Section 3.0010 is amended as follows:

Proposed Text Amendment

Section 3.0010 - Definitions

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Acreage, Net. The area proposed for development measured to the property lines of the parcel(s) or development site boundary or lot after all deductions are made. Deductions include the area of the area of streets, existing and proposed common easements for access, and new street dedications.

*****

Section 3. **Volume 3, Development Code, Section 4.1507 is amended as follows:**

Proposed Text Amendment

Section 4.1507 Residential Permitted Uses Table

Use Categories:	VLDR-SW	LDR-SW	THR-SW[7]
(A) Single-Family Detached Dwelling	P	P	L[1]
*****			

*****

[7]Development of the THR-SW designated land in the Brickworks site as described in Volume 1, Appendix 44, Section 4.9.2 and as shown in Volume 1, Appendix 44 in the Springwater Land Use Plan Map shall be developed with a minimum of 50% of total dwelling units being detached single-family dwellings as provided in Table 4.1507(A).

*****

Section 4. **Volume 3, Development Code, Section 4.1508 is amended as follows:**

Proposed Text Amendment

Section 4.1508 Springwater Plan District Development Standards Table

*****

Use Categories	VLDR-SW	LDR-SW	THR-SW
Minimum Street Frontage	50 feet. Corner lots: 75 feet	35 feet. Corner lots: 40 feet	20 feet, but frontage on a common green ~~park~~ space (as ~~defined~~ described in 4.1512 may substitute for frontage on a public street, if that ~~park~~ space also fronts on a public street.)

*****

Section 5. **Volume 3, Development Code, Section 4.1512 is amended as follows:**

Proposed Text Amendment

Section 4.1512 Springwater Plan District Small Lot Design Standards

*****

(C) Garden Court Design Standards

(1) Garden Court homes front on a common green space that is directly adjacent to a public right-of-way. The green space must be in common ownership or by a homeowners association, and must be a minimum of 60 feet in either dimension, and a minimum of 8,000 square feet of landscaping. Other commonly used structures (such as a gazebo or common meeting rooms) may be allowed within the common green space. Such structures may occupy no more than 30% of the overall common green space.

(2) Single-family detached dwellings shall line the perimeter of the green space, with the exception of the side directly adjacent to the public right-of-way.

(3) The front entrance of each home shall face the green space or the public right-of-way if directly adjacent.

(4) Homes shall have individual entries distinguished by porches, porticos, or stoops of at least 40 square feet.

(5) Individual garages shall be provided, and shall be accessed from an alley or, if on a corner lot, from the street other than that which has the primary entrance to the unit.

(6) Zero lot setbacks are encouraged. In this case, the home which has the minimum setback shall have window opening to the adjacent lot so that the lowest section of the window is greater than 6 feet above grade, or the glass shall be frosted or otherwise prevent clear viewing. The setback of the building adjacent to the zero setback shall be at least 10 feet.

~~Other commonly used structures (such as a gazebo or common meeting rooms) may be allowed.~~

*****

Section 6. Volume 3, Development Code, Table 4.1520(B) Table Notes are amended as follows:

Table 4.1520(B) Table Notes:

*****

[12] The ~~only~~ uses permitted are: Electric Power Distribution (221122), Natural Gas Distribution (221210), and Water, Sewage and Other Systems (2213), Elementary and Secondary Schools (see footnote 7) and Hospitals. Other permitted Community Service Uses of Section 8.0100 are allowed except those Prohibited uses listed in Section 8.0121(C) with the exceptions noted in this footnote.

[13] The ~~only~~ uses permitted are: Electric Power Distribution (221122), Natural Gas Distribution (221210), and Water, Sewage and Other Systems (2213). Other permitted Community Service Uses of Section 8.0100 are allowed except those Prohibited uses listed in Section 8.0121(C) with the exceptions noted in this footnote.

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Section 7. Volume 3, Development Code, Sections 4.1452 and 4.1592 are amended as follows:

Proposed Text Amendment

Section 4.1452 Modification of ESRA-PV Boundary

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(E) If the modification of ESRA-PV boundary under this section results in land being removed from ESRA-PV designation then the land shall assume the Pleasant Valley Plan District sub-district(s) designation adjacent to the land.

Section 4.1592 Modification of ESRA-SW Boundary

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(E) If the modification of ESRA-SW boundary under this section results in land being removed from ESRA-SW designation then the land shall assume the Springwater Plan District sub-district(s) designation adjacent to the land.

Section 8. **Volume 3, Development Code, Sections 6.0202 and 6.0203 are amended as follows:**

Proposed Text Amendment

Section 6.0202 Partitions and Subdivisions – Tentative Plan Submittal

*****

(X) ESRA-PV and ESRA-SW: The location and dimensions of all ESRA-PV or ESRA-SW located on the site.

Section 6.0203 Additional Information

*****

(K) In the PVPD and the SWPD reports address ESRA-PV and ESRA-SW provisions if the subject site includes ESRA-PV or ESRA-SW lands.

Section 9. **Volume 3, Development Code, Sections 7.0101 and 7.0102 are amended as follows:**

Proposed Text Amendment

Section 7.0101 Dwelling Structures containing Two or More Units and for Elderly Housing

*****

(A) (2) Site Development Plan – indicating the following information

*****

(q) ESRA-PV and ESRA-SW: The location and dimensions of all ESRA-PV or ESRA-SW located on the site.

*****

(B) Fifteen copies of any and all reports required by the Community Development Plan such as an Overlay District specific report, ESRA-PV and ESRA-SW provisions, a traffic analysis, tree preservation plan, special report or studies as required in Section 9.1100. If any maps are included with the report(s) there shall be on additional set submitted which is a size that is conveniently reproducible, not to exceed 8.5 inches by 11 inches. Plans shall be drawn to scale and fully dimensioned.

Section 7.0102 Community Service (except Elderly Housing), Commercial, Industrial and Mixed Use Developments

*****

(A)(2) Site Development Plan – drawn to scale, indicating the following information:

*****

(n) ESRA-PV and ESRA-SW: The location and dimensions of all ESRA-PV or ESRA-SW located on the site.

(o) ~~(n)~~ Other site elements which will assist in the evaluation of site development.

*****

(B) Fifteen copies of any and all reports required by the Community Development Plan such as an Overlay District specific report, ESRA-PV and ESRA-SW provisions, a traffic analysis, tree preservation plan, special report or studies as required in Section 9.1100. If any maps are included with the report(s) there shall be on additional set submitted which is a size that is conveniently reproducible, not to exceed 8.5 inches by 11 inches. Plans shall be drawn to scale and fully dimensioned.

Section 10. **Volume 3, Development Code, Section 11.0204 and GRC Section 11.02.040 are amended as follows:**

Proposed Text Amendment

Section 11.0204 Type III Procedure – Quasi-Judicial Hearing [GRC Section 11.02.040]

(A) Type III development actions shall be heard and decided by the hearings officer, with the following exceptions which shall be heard and decided by the planning commission:

(1) Type III Plan Map Amendments

(2) Type III Community Service Uses

(3) Type III Future Street Plans

(4) Type III Developments in the Natural Resource District

(5) Type III Special Purpose District Boundary Revisions

(6) Type III Planned Developments

(7) Type III Conversion of Elderly Housing

(8) Type III Alterations or Demolition of Historic Landmark

(9) Type III Significant Tree Designation

(10) Type III Master Plans

*****

Section 11. **Volume 3, Development Code, Sections A1.002 and A1.004 are amended as follows:**

Proposed Text Amendment

Section A1.002 Annexation General Procedures

(A) Annexation proposals shall be considered by the City Council pursuant to Section 11.0205, the Type IV legislative process except there shall be no Planning Commission hearing or recommendation. The Council decision on the proposal shall be considered the "Final Decision" for purposes of compliance with Metro Code Chapter 3.09.

(B) Notice of the Council hearing to consider the boundary change proposal shall follow the notification procedures of Table 11.0314 as required for a Type IV ~~Comprehensive Plan Amendment~~ Vacations and/or Historic Designations, as well as the uniform notice requirements provided in Metro Code Section 3.09.030.

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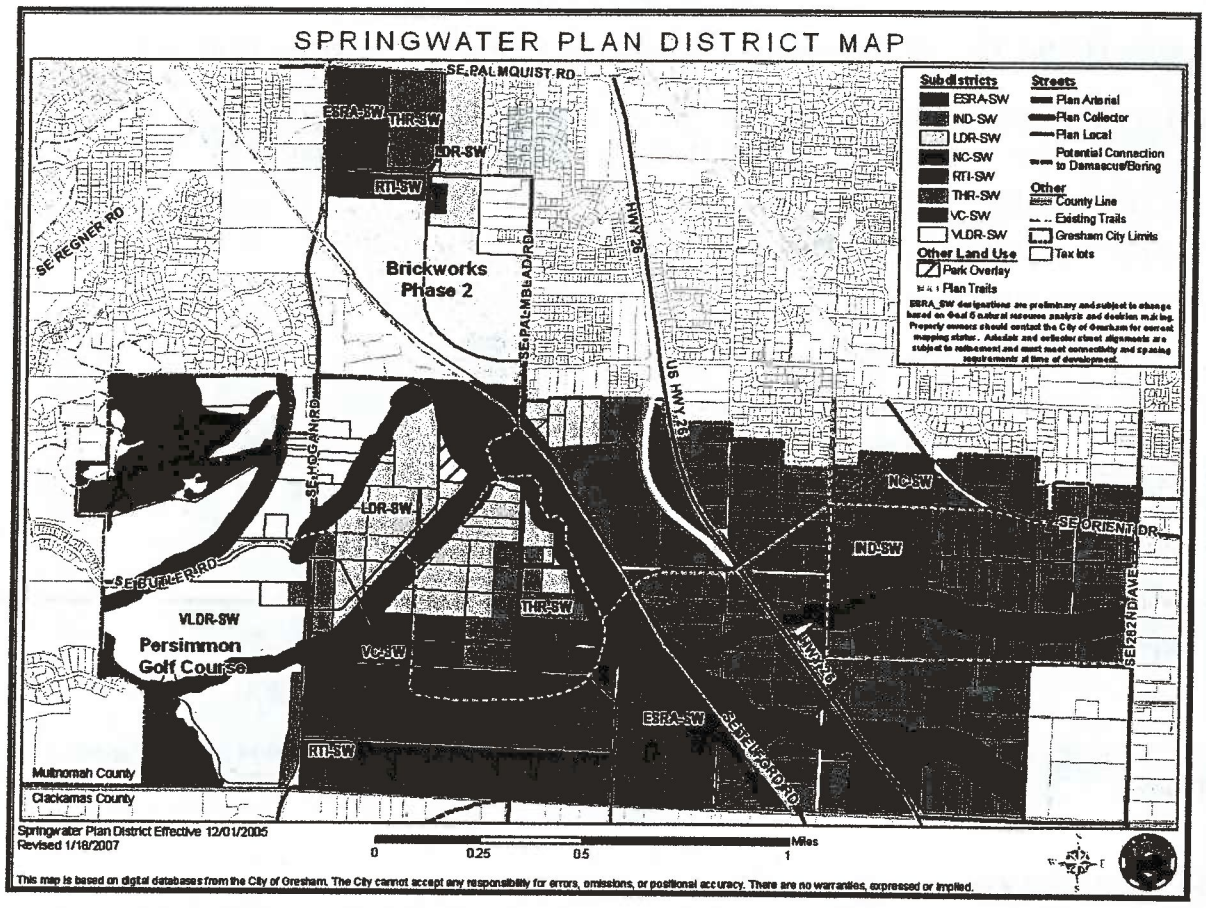
Section A1.004 Expedited Annexation Procedures

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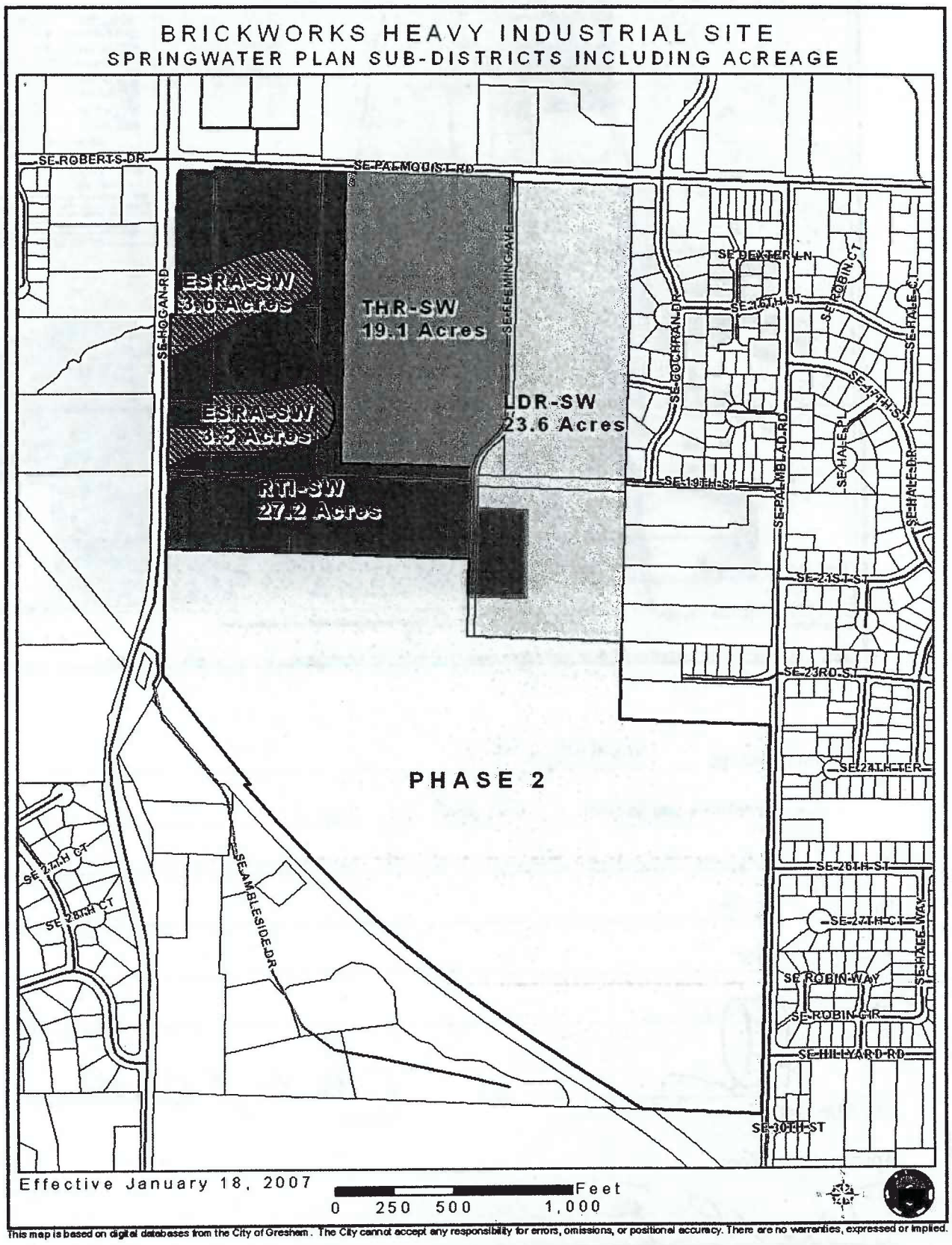
(E) A brief report shall be issued at least seven days prior to the decision date pursuant to the requirements of Metro Code 3.09.045(c). The decision record shall demonstrate compliance with the criteria contained in Metro Code 3.09.~~045~~050(d) and (g).

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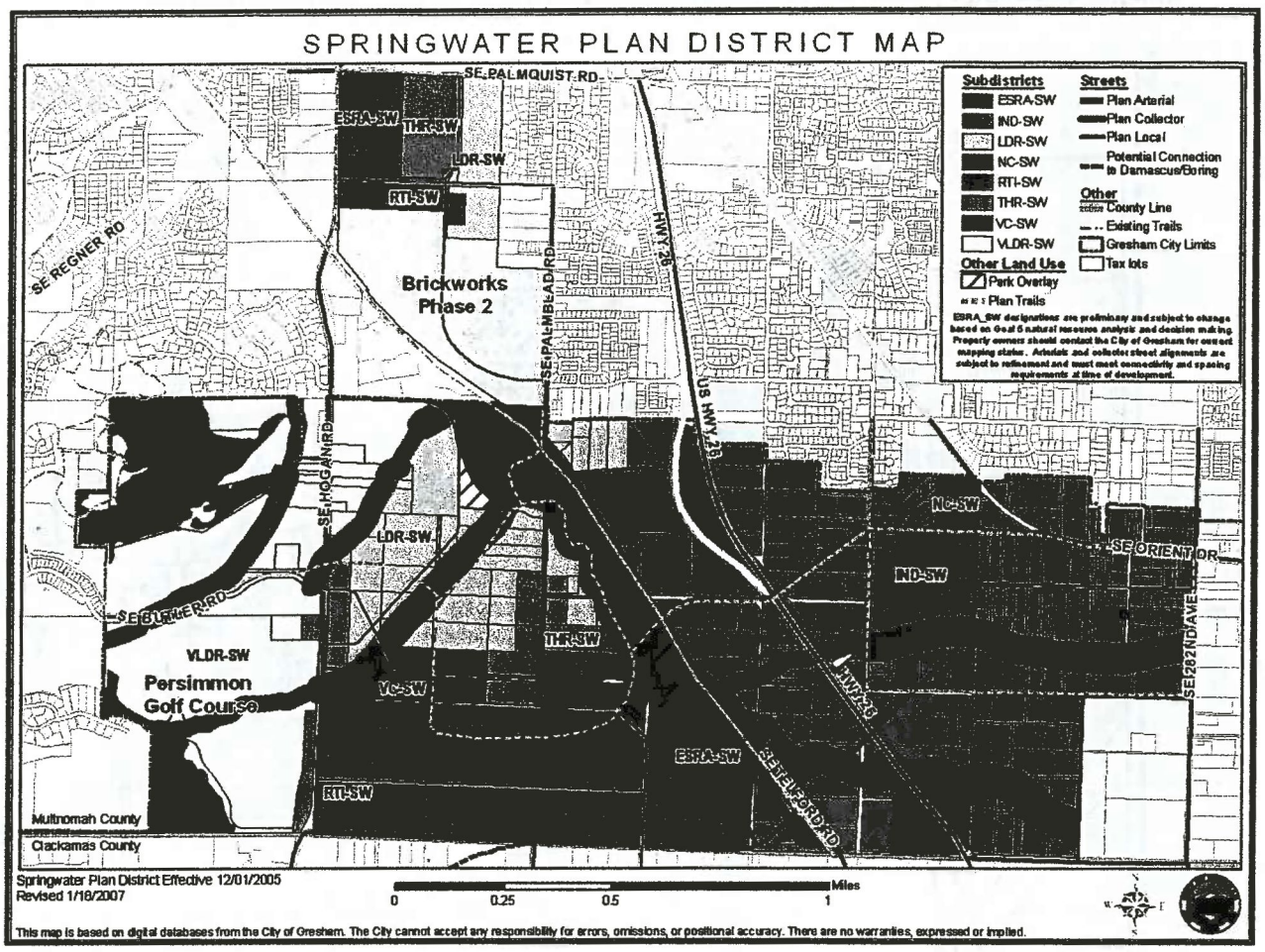
Section 12. Volume 2, Policies, Appendix G – Springwater Plan District Map - is replaced with the attached Appendix G Springwater Plan District Map.



Section 13. **Volume 2, Appendix C – Gresham Community Development Plan Map – is amended as shown in the Brickworks/Heavy Industrial Springwater Plan Sub-Districts map:**



Section 14. **Volume 1, Appendix 44, Springwater Land Use Plan Map (page 25) - is replaced with the attached amended Springwater Land Use Plan Map:**



First reading: December 5, 2006

Second reading and passed: December 19, 2006

Yes: Echols, McIntire, Bemis, Craddick, Widmark, Warr-King

No: Becker

Absent: None

Abstain: None

City Manager

Mayor

Approved as to Form:

Senior Assistant City Attorney

BEFORE THE CITY COUNCIL OF THE

CITY OF GRESHAM

IN THE MATTER OF THE AMENDMENTS TO VOLUMES 1, 2, AND 3 OF THE GRESHAM COMMUNITY DEVELOPMENT PLAN TO AMEND THE SPRINGWATER PLAN DISTRICT AS IT RELATES TO A PORTION OF THE "BRICKWORKS"/HEAVY INDUSTRIAL SITE AND MINOR AMENDMENTS TO THE SPRINGWATER PLAN DISTRICT	)))))))	Order No. 592 CPA 05-6208

A public hearing was held on December 5, 2006, to take testimony on the amendments to Volumes 1, 2, and 3 of the Gresham Community Development Plan regarding amending the Springwater Plan District as it relates to a portion of the "Brickworks"/Heavy Industrial Site and minor amendments to the Springwater Plan District.

The hearing was conducted under Type IV procedures. Mayor Charles Becker presided at the hearing.

The Council closed the public hearing at the December 5, 2006, meeting, and a decision was made at the December 19, 2006, meeting.

A permanent record of this proceeding is to be kept on file in the Gresham City Hall, along with the original of this Order.

The Council orders that these amendments are approved, and adopts the findings, conclusions, and recommendations as stated in the attached Planning Commission Recommendation Order and staff report with the following changes:

1. Retaining of the proposed LDR-SW and proposed THR-SW map changes as recommended by staff.

2. The proposed NC-SW map change is a RTI-SW map change. Council finds that there are adequate commercial opportunities in the vicinity; that additional commercial lands would not support the Gresham Regional Center or the future Springwater Village Center; and that the RTI-SW designation provides additional and needed industrial opportunities.

3. Adding footnote 7 to Table 4.1507: [7]Development of the THR-SW designated land in the Brickworks site as described in Volume 1, Appendix 44, Section 4.9.2 and as shown in Volume 1, Appendix 44 in the Springwater Land Use Plan Map shall be developed with a minimum of 50% of total dwelling units being detached single-family dwellings as provided in Table 4.1507(A). Council finds that there is a need to ensure a balanced approach to developing attached and detached single family dwellings in the Brickworks site area based on hosing types documented in the housing reports included in the Brickworks record.

4. The approval of LDR-SW and THR-SW map changes are contingent upon obtaining approval of a Metro Urban Growth Management Functional Plan Title 4 amendment by the Metro Council as was requested by the Metro Chief Operating Officer in a letter dated November 21, 2006. The Council directs the manager to seek Metro approval of the Title 4 map amendment.

Dated: December 19, 2006

City Manager

Mayor

MEMORANDUM
Community & Economic Development Department

ADDENDUM
STAFF REPORT
TYPE IV HEARING – COMPREHENSIVE PLAN AMENDMENT
BRICKWORKS/HEAVY INDUSTRIAL PLAN DISTRICT AMENDMENT (PHASE I)

To:	Mayor Charles J. Becker and Members of the City Council
From:	Ed Gallagher, Director
File:	Brickworks (CPA 05-6208): Comprehensive Plan Amendment
Hearing Date:	December 5, 2006
Report Date:	November 17, 2006

Introduction
The Brickworks proposal was initiated by City Council as a follow-up to the broader Springwater Plan adoption. Properties in the Brickworks proposal are in the existing city limits, and were added to the Springwater Plan deliberation to discuss and resolve land use issues in the area in conjunction with the Springwater area. The Brickworks proposed Comprehensive Plan amendments evolved from that process. The proposal to designate the current Heavy Industrial lands as various Springwater Plan District sub-districts was anticipated by the adoption of the Springwater Community Plan.

The Planning Commission held a public hearing on this proposal on June 12, 2006 and raised a number of issues and questions. The Commission continued the hearing to August 14, 2006. On August 14 the Commission reviewed a draft list of Planning Commission questions that staff had prepared from the June 12 hearing. The Commission suggested edits to the list and then continued the hearing to September 25, 2006. That hearing was re-scheduled and re-noticed for October 23, 2006.

At the October 23 hearing staff proposed to bring forward the proposal in two phases. Phase one includes the lands proposed for Springwater Plan District residential (LDR-SW and THR-SW), commercial (NC-SW) and Research/Technology Industrial (RTI-SW) Phase II of deliberations will be done at a later date and will include the Springwater Industrial designation which is the Mutual Materials property.

The addendum staff report (October 13, 2006) for the October 23, 2006 Planning Commission hearing was to make sure all policy issues are addressed and to provide information for a complete Planning Commission discussion of the issues relating to the proposal. The October 23 deliberations focused on the list of Planning Commission questions and staff response to the questions. The questions were categorized in one of five categories that included citizen involvement, housing, economic development/land use policies, transportation, and natural resources. The addendum staff report provided additional findings for City-wide goals and polices; a list of the questions and a report of the City's housing mix and capacity status in response to the housing questions. All "interested parties" were invited to provide information to supplement the analysis by city staff and where they provided information it was identified as such.

Following the Commission's deliberations the hearing was closed and a Planning Commission recommendation was made. Their recommendation to the Council was to adopt the staff recommendations except that the lands proposed for LDR-SW and THR-SW would instead be designated as RTI-SW. The October 23, 2006 draft minutes; August 14, 2006 approved minutes and June 12, 2006 draft minutes are included in the Council agenda packet.

Planning Commission Order
The Planning Commission Order was to recommend that the Council adopt the staff proposal except that the lands proposed for LDR-SW and THR-SW to be RTI-SW instead.

The motion was: **Based on the review of findings Title 1, Goal 2, Goal 12 and Land Use Policy 10.014, the Planning Commission recommends approval of City Application No. CPA 05-6208 to the City Council, except that the THR-SW (19.1 acres) and the LDR-SW (23.6 acres) be redesignated as RTI-SW.**

Title 1 refers to Title 1: Requirements for Housing and Employment Accommodation of Metro Urban Growth Management Functional Plan. Title 1 describes the land use design districts of the Metro 2040 Growth Concept Plan and set out the capacity goals for housing and employment for Metro jurisdictions including the City of Gresham.

Goal 2 refers to Statewide Planning Goal 2: Land Use Planning. Goal 2 is "To establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual basis for such decisions and actions".

Policy 10.014 refers City Goal Section 10.014: Land Use Policies and Regulations. Section 10.014 is "To maintain an up-to-date Comprehensive Plan and implementing regulations as the legislative foundation of Gresham's land us program. Statewide Goal 2 and City Goal 10.014 are linked.

Goal 12 refers to Statewide Planning Goal 12: Transportation. Goal 12 is "To provide and encourage a safe, convenient, and economic transportation system".

Recommended staff findings for these elements were made in the original June 2, 2006 Staff Report (for the June 12, 2006 Planning Commission hearing). Additional findings for the elements were made in the Addendum October 13, 2006 Staff Report (for the October 23, 2006 Planning Commission hearing).

The Planning Commission's deliberations suggest that their findings were made because they felt they did not have the information needed to recommend changing land that is currently zoned for industrial uses to a residential designation. They explicitly mentioned the ***Housing Capacity Analysis*** that the Long Range Planning section is currently preparing as information they needed. This is a technical document that the City will use to report to Metro in April 2007 on our Title 1 Housing Capacity and that will be the basis for discussions with the Planning Commission and Council and ultimately Metro on housing targets and housing strategies.

Discussion
Staff believes that there is adequate information to support the findings and conclusions for the LDR-SW and THR-SW proposal and regarding the Goals stated in the Planning Commission order can be summarized as follows.

Metro Title 1
The proposal does not negatively impact the City's ability to achieve the capacity targets for jobs or dwellings specified for Gresham in Table 3.07-1 of Title 1.

- The job capacity included in that table includes 780 jobs from the vacant land in the entire Brickworks site (Phase 1 and Phase 2) if developed under the current Heavy Industrial designation. The capacity estimated for the proposed RTI-SW at the Brickworks site is 1,348 jobs. This means an increase of 568 industrial related jobs. Additionally the capacity for the proposed NC-SW is 55 jobs for a total increase of 623 jobs. This figure does not include the increase in job capacity that will be associated with Phase 2.
- The dwelling unit capacity estimated for the vacant LDR-SW and THR-SW land is 310 dwelling units. This additional capacity could potentially be used to off-set capacity decrease in other parts of the City.

Statewide Goal 2 and City Goal 10.014
As was described in the original June 2, 2006 staff report the Brickwork's site was developed as part of the Springwater planning efforts which included the adopted of Springwater goals, policies and action measures. These Springwater goals provided the policy framework for the Brickworks proposal. The proposed mix of industrial, residential and commercial land uses for the Brickworks site was determined as part of and complementary to the large Springwater UGB expansion area. The Springwater Plan along with additional materials provided for the Planning Commission hearings establish that this proposal is consistent with the State and City land use goal.

- During the June 12, 2006 hearing the Planning Commission asked a number of questions requesting additional information and policy findings. The October 12, 2006 staff report addendum listed (included as Exhibit A to the addendum) and responded to the questions.
- The addendum identified and made findings and conclusion of consistency with a number of additional City-wide goals and policies.

- It addressed goals and policies related to Plan Map amendments and provided findings and conclusions that the proposal for LDR-SW and THR-SW is consistent with polices regarding their compatibility, that there is an inadequate amount of developable designated land for the proposed land uses, and that the new land use designations fulfill a proven community need.
- The addendum included additional housing market information both within the addendum staff report and attached as Exhibit C.
- Staff also provided a housing report addressing (Exhibit B) that answered the housing data questions posed by the Planning Commission on Gresham housing mix and how it compares to other jurisdictions, provided an explanation on how Gresham's housing capacity is arrived at, and on future Gresham housing capacity. This report provides much of the details that will be provided in the forthcoming Gresham Housing Capacity report.

Goal 12 Transportation
As was described in the original June 2, 2006 staff report the Brickworks site was included the Springwater Transportation System Plan (TSP) that was adopted as part of the Springwater Plan adoption. The Springwater TSP was developed as chapter on the City-wide TSP. It identifies that transportation system needs for the proposed Springwater land uses including the Brickworks site. Additionally the October 13, 2006 addendum staff report included answers to the specific transportation related questions asked by the Planning Commission. The questions included how many trips are generated by the proposed use, what are the impact, transit potential, and needed CIP improvement on Powell. The questions were answered by Ron Papsdorf who is the Transportation Planning Manager in DES. The Springwater TSP adequately addresses Goal 12.

Metro Letter
Metro submitted a letter (dated June 12, 2006) in response to the receiving copy of the proposal. As is required by Metro Title 8 Compliance Procedures, a copy of the proposal was sent to Metro at least 45 days prior to the first Planning Commission hearing. The letter, June 12 hearing exhibit #3, requests "that the City place a condition on its approval of the plan amendment for the Brickworks site to make in contingent upon obtaining approval of a Title 4 map amendment by the [Metro] Council". Title 4 of the Urban Growth Management Functional Plan UGMFP) regards employment and industrial lands. The condition would affect the proposed NC-SW, LDR-SW and THR-SW amendments because they would change the 2040 Growth Concept Plan design type designation from the current industrial design type to employment design type (NC-SW) or inner neighborhood design type (LDR-SW, THR-SW).

The letter does note Metro did review the proposal for compliance with The UGMFP; that Metro and City staff have met to discuss the proposal, its history and Functional plan issues; and that City staff has made a presentation to the Metro Council regarding the proposal, its history and the rationale for the change.

The request to the Metro Council to initiate their Title 4 map change action is typically in the form of a letter from City's mayor to Metro's Council President, the Gresham District Metro Councilor and the Metro Chief Operating Officer. The letter would be accompanied by the

Council Bill and staff reports. This letter could be sent following Council approval of the first reading of the Council Bill.

Recommendation
Staff recommends **adoption** of the proposed comprehensive plan amendments as contained in Council Bill 16-06. The staff recommendation differs from the Planning Commission recommendation by recommending that the proposal include LDR-SW and THR-SW designations instead of RTI-SW on those lands as recommended by the Planning Commission. Staff also recommends a condition of approval of the NC-SW, LDR-SW and THR-SW map changes to be continent upon obtaining approval of a Metro UGMFP Title 4 map amendment by the Metro Council and that the manager is directed to seek Metro approval of the Title 4 map amendment.

End of Addendum Staff Report

BEFORE THE PLANNING COMMISSION OF THE

CITY OF GRESHAM

TYPE IV RECOMMENDATION ORDER **CPA 05-6208**

A public hearing was held on June 12, 2006, upon an application to consider proposed amendments to Volumes 1, 2 and 3 of the Gresham Community Development Plan to 1) amend the Springwater Plan District by applying it to the approximately 160-acre **Brickworks**/Heavy Industrial site; and 2) make minor amendments to the Gresham Community Development Code regarding Springwater development.

The Commission continued the public hearing to August 14, 2006, and on August 14 the Commission continued the public hearing to the September 25, 2006 meeting, which was rescheduled to a new hearing on October 23, 2006. A final recommendation was made at the October 23, 2006 meeting.

Wesley Bell, Chairperson, presided at the hearings.

A permanent record of this proceeding is to be kept on file in the Gresham City Hall, along with the original of this Type IV Recommendation Order.

The Planning Commission recommends **ADOPTION** of the proposed Community Development Plan amendments to the City Council, and adopts the findings, conclusions and recommendations contained in the attached staff report(s) with the following additions/ amendments:

See Page 2 Planning Commission Recommendation Order

Wesley M Bell
Chairperson

10/23/06
Date

Based on the review of findings Title 1, Goal 2, Goal 12 and Land Use Policy 10.014, the Gresham Planning Commission recommends adoption of Phase I of the proposed Gresham Community Development Plan amendments to the Gresham City Council except that the THR-SW (19.1 acres) and the LDR-SW (23.6 acres) be redesignated as RTI-SW.

MEMORANDUM
Community & Economic Development Department

ADDENDUM
STAFF REPORT
TYPE IV HEARING – COMPREHENSIVE PLAN AMENDMENT
BRICKWORKS/HEAVY INDUSTRIAL PLAN DISTRICT AMENDMENT

To:	Chair Wes Bell and Members of the Planning Commission
From:	Ed Gallagher, Director
File:	Brickworks (CPA 05-6208): Comprehensive Plan Amendment
Hearing Date:	October 23, 2006
Report Date:	October 13, 2006
Addendum Exhibits:	A. Planning Commission Questions from June 12, 2006 Hearing B. Responses to Planning Commission Housing Questions C. WRG Design Submittal of Brickworks Site History & Associated Exhibits D. New Home Trends Submittal of Updated Demographic & Market Trends Information

Introduction/Background

The Brickworks proposal was initiated by City Council as a follow-up to the broader Springwater Plan adoption. As you will recall, properties in the Brickworks proposal are in the existing city limits, and were added to the Springwater Plan deliberation to discuss and resolve land use issues in the area in conjunction with the Springwater area. The Brickworks proposed Comprehensive Plan amendments evolved from that process. The proposal to designate the current Heavy Industrial lands as various Springwater Plan District sub-districts was anticipated by the adoption of the Springwater Community Plan.

This proposal is somewhat unique in that a number of the property owners are involved in property sales for specific developments. Staff will refer to them as "Interested Parties"—they are not the applicants, but they have participated actively in the review process.

The Planning Commission held a public hearing on this proposal on June 12, 2006 and raised a number of issues and questions. The Commission continued the hearing. What follows is a description of the approach and continuing review of the proposal in this addendum report.

Approach to Reviewing Proposal

As you know, several city staff members have worked on the Brickworks proposal over the last year—Terry Vanderkooy, Jonathan Harker and Ron Bunch. With Terry Vanderkooy's retirement and Ron Bunch moving to work for another community, it has been difficult to maintain reasonable progress in resolving the Brickworks proposal. Staff is modifying the approach taken to date to provide the Planning Commission with information to develop findings and resolve their recommendation to Council, whether it is to support, modify or reject the proposal. Here's how the approach will work:

- The Brickworks proposal is brought forward in two phases—Phase 1 consists of the Springwater Plan District residential, commercial and RTI zoned areas (and where this area includes ESRA). Phase II of deliberations will include the Springwater Industrial designation and related ESRA issues that apply to the Mutual Materials property. Phase II of the proposal will be heard at a later time.

- The staff report addendum, per your memorandum of August 4, is organized around the appropriate five community-wide policy categories. These categories relate to the questions and issues raised by Planning Commission as organized in attached Addendum Exhibit 'A'. Within each of the five categories, there will be a discussion of how the Brickworks proposal relates to City policy. It is intended that the discussion also address the Planning Commission questions.

- All "interested parties" were invited to provide information to supplement the analysis by City staff. For ease of review, we will organize input from the interested parties within each of the five policy areas. We will identify where each submittal originated.

- This staff report addendum will reference the original June 2, 2006 staff report where applicable.

Discussion

This addendum is a redoubling of our earlier effort to make sure all policy issues are addressed and provide information for a complete Planning Commission discussion of the issues relating to the proposal. As Planning Commission will recall, the deliberation and recommendation to Council relates to amending the Springwater Plan District to include the Brickworks site (see Section 4.1000). The criteria for amending a Plan District through a Type IV procedure that must be satisfied are as follows:

1) *The area proposed for the Plan District designation is generally affected by special characteristics or problems of a land use, economic, transportation, public facilities, historic, natural, or transitional use or development nature which are not common to other areas of the City.*

2). *Existing development districts and standards applying in the area are inadequate to achieve goals and implementation strategies of the Community Development Code, or to address an identified problem in the area.*

3) *The proposed Plan District designation is the result of a study or plan which documents the special characteristics of the study area and includes measures to address relevant issues.*

4) *Any proposed policies, procedures, development standards, or other measures to be implemented are in conformance with the purposes, findings and recommendations of the study or plan which serves as the basis for the Plan District.*

5) *The Plan District designation, and related policies, procedures, standards, and other measures are consistent with the applicable policies and implementation strategies of the Community Development Code, and with any applicable locational criteria identified in the Community Development Code.*

Findings and conclusions were made on these legislative criteria for the proposal in the June 2, 2006 staff report (beginning on page 25 of 36) that was provided to the Planning Commission for the June 12th hearing. In brief the findings and conclusion of staff is that the Brickworks site was included in the all stages of the Springwater Community plan process, that the Brickworks site shared many of the unique circumstances of the expansion Springwater area, and that the Springwater Community Plan anticipated applying the Springwater Plan District replacing the current Heavy Industrial designation. For example, the adopted Springwater public facility and transportation system plans all anticipated new land uses for the Brickworks site and detailed new projects at the Brickworks site to serve the anticipated new land uses as well as urban development of the expansion Springwater area

.Adoption of the Springwater Plan involved making extensive findings on City-wide goals and policies. These included conclusions that the new Springwater goals and policies, plans and codes were consistent with current City goals and policies as well as State and Metro administrative rules and regulations. The approach of the June 2nd staff report was generally to demonstrate how adoption of the proposal is consistent with the goals and policies of the adopted Springwater Plan.

In the Planning Commission's June 12th deliberations, it was suggested that the proposal findings and conclusions could address additional City-wide goals and policies. Within the structure of the following five community-wide policy categories, information is presented to supplement findings and conclusions for the Plan District (4.1000) legislative criteria including additional City-wide goals and policies.

Category 1 – Citizen Involvement

Relevant Comprehensive Plan Policies:

Section 10.100, Citizen Involvement

Goal: *The City shall provide opportunities for citizens to participate in all phases of the planning process by coordinating citizen involvement functions, effectively communicating information; and facilitating opportunities for input.*

Policy 1: *The City shall ensure the opportunity for citizen participation and input when preparing and revising policies and implementing regulations.*

Policy 2: *The City shall consider the interests of the entire community, and the goals and policies of the Comprehensive Plan when making decisions.*

Policy 6: *The City shall ensure that technical information necessary to make policy decisions is readily available.*

Policy 7: *The City shall facilitate involvement of citizens in the planning process, including data collection, plan preparation, adoption, implementation, evaluation and revision.*

Policy 10: *The City shall ensure the opportunity for the public to be involved in all phases of planning projects and issues.*

Policy 11: *The City shall ensure that the public has complete and timely access to all public information concerning land use projects and issues. This includes private development proposals once they are in the formal application process.*

Findings:

For reference purposes it can be noted that the June 2nd staff report addresses citizen involvement under the City-wide Citizen Involvement Goal (10.100) that "The City shall provide opportunities for citizens to participate in all phases of the planning process by coordinating citizen involvement functions; effectively community information; and facilitating opportunities for input" (starting on page 9 of 36). In that same section findings and conclusions are also made for Citizen Involvement Policies addressing such issues as opportunity for citizen participation when revising policies and implementing regulations; ensuring technical information needed to make policy decision is readily available; involving citizens in all phases of the planning process; establishing advisory groups to advise staff, Planning Commission and Council.

The Springwater Plan was created and adopted through an extensive citizen involvement process. A Public Participation Plan was development at the beginning of the process and reviewed and endorsed by the Council Citizen Advisory Committee. The Brickworks site was included in the planning materials throughout the public process and citizen involvement.

One key public involvement was the Community Working Group (CWG). The CWG was a 23-member advisory committee made up of property owners, citizen representatives, service providers and other interested parties. They met monthly through-out the process and participated in the public workshops and open house. Their role was to advise staff and act as a liaison with the group they represented. The CWG endorsed and recommended a Springwater Concept Map. The Concept Map was based on an evaluation of four alternative plans developed in a scenario workshop as to how well they did against Goals that the CWG had adopted for Springwater. The final Concept Map endorsed by the CWG included the Brickworks site. The Brickworks site components included commercial (which became the NC-SW); detached residential (which became the LDR-SW); attached residential (which became the THR-SW);

office (which became the RTI-SW) and small and large lot industrial (which became the RTI-SW and IND-SW). It also included some natural resources (ESRA-SW) areas. The Concept Map was reviewed and accepted by the Council.

Minutes from the CWG meetings generally reflect discussion on the overall Springwater study area which included the Brickworks site rather than on the Brickworks specifically. Jamie Damon, the public involvement consultant for the Springwater project provided the following comments regarding the last CWG meeting which were to further address the Brickworks site. "Basically meeting #12 - the April meeting-was held but only attended by four CWG members and so the proposed agenda was not implemented but postponed to the May meeting, meeting #13. There are no minutes from meeting #12 because the entire time was used to give the Carl Street neighbors a chance to talk with the city and no CWG business was conducted. The brickworks information was shared at meeting #13 as a part of the presentation of the concept plan map. There were no issues brought up by the CWG with regard to the brickworks site as proposed. However, the presentation did not include the level of detail now being presented (19 acres of townhomes) but included discussion about the addition of some multifamily housing on the site to be more compatible with the surrounding uses and that the jobs land lost was made up in other areas. Loss of jobs land was the CWG's biggest concern."

Following adoption of the Springwater Plan additional public involvement opportunities were provided for the Brickworks proposal. These included mailings; updated website; an open house and a measure 56 mailing. The Measure 56 mailing was sent to each property owner. The mailing describes the specific proposed land use district for each site along with the legislative schedule and staff contact information.

Category 2 – Housing

For reference purposes it is noted that the June 2nd staff report address housing under the Create a Community (10.801) goal 3 that "Industrial and employment lands will be complemented with a village center and housing, and will be carefully integrated with the Johnson Creek system" (beginning on page 12 of 36) and under the Economic Development (10.802) policy 9 to "Create a high-quality village center as well as high-quality neighborhoods with a mix of housing options to help foster industrial opportunities" (beginning on page 14 of 36). Housing was also discussed under Metro Title 1 Requirements for Housing and Employment Accommodation (beginning on page 30 or 36).

Additional Applicable Housing Goal and Policies:

Section 10.600 Housing

Goal: *Ensure adequate quality housing for existing and future Gresham residents.*

Policy 1: *The City shall designate adequate lands, and make available land use processes to provide opportunities to develop a variety of housing types at locations and densities consistent with its goals.*

Findings: This housing element of this proposal would provide a variety of housing types consisting of both attached and detached single family dwellings within a wide density range. It would change 28.2 acres of HI designated land to 9.1 acres of LDR-SW and 19.1 acres of THR-SW. The LDR-SW would allow detached single family residences at a maximum net density of 7.2 units/acre for a total of 51 units, with a minimum average lot size of 6,000 sq. ft. The THR-SW would allow single family attached units (min. 1,800 sq. ft. lot size) and small lot detached units (min. 3,000 sq. ft. lot size) at a maximum net density of 17.4 units/acre for a total of 259 units. These proposed housing designations are appropriately located in terms of proximity to existing and planned services as described below. Also, they would be directly south of existing medium density (MDR-12, MDR-24) designated land that is located on the north side of S.E. Palmquist/Roberts.

Policy 5: *The City shall provide for high and medium density housing in areas such as centers and corridor's, where public and private services and economic activity necessary to support higher population densities are either present or planned for in the future. Public and private services and activities include but are not limited to transportation, employment, commercial services, and recreation.*

Findings: A full range of public and private services are existing or planned for the area. The housing element would be only a half mile from Downtown Gresham, part of the City's regional center. Other nearby major shopping and services are located east of Downtown and Hogan Rd., along Burnside Rd., etc. An existing neighborhood shopping center is located directly west, at the southwest corner of Palmquist/Roberts and Hogan Rd. In addition, the commercial element of this proposal would add 2.5 acres of neighborhood commercial services near this intersection. As discussed in the Springwater Plan and staff report, nearby Springwater will be a major employment center that will ultimately provide up to 15,000 new industrial sector jobs. A major recreation facility, a City sports park, can serve the residents of the new housing and is under construction directly to the north, on the north side of Palmquist. Also, an elementary school and high school (Gresham/Barlow School district) are located directly to the east, well within walking distance of the site. In regard to transportation services, pg. 27 of the Brickworks staff report lists the various transportation improvements that are planned as part of the Springwater TSP for Hogan and Palmquist roads. These include widening both roads and providing transit service along Hogan Rd. south to Springwater (10-15 minute peak hour service).

Policy 8: *The City shall ensure that residential densities are appropriately related to locational characteristics and site conditions, including existing land use patterns, topography, transportation and public facilities, natural hazards, and natural resources.*

Findings: The following findings are provided by WRG Design:

The proposal includes 23.6 acres of LDR-SW (Low Density Residential – Springwater), on the eastern portion of the Brickworks site. Only 7 acres of the LDR-SW subdistrict are vacant and available for development. The remainder of this district is built out with a public high-school and a public elementary school. The land adjacent to the proposed LDR-SW district to the east is entirely LDR (Low Density Residential). The western boundary of this subdistrict is formed by SE Fleming Avenue. Section 4.1505 of the Springwater Development Code states that the

LDR-SW subdistrict *"consists of detached and attached dwellings, and at an average density of 5.8 to 7.3 dwelling units per net acre. It is intended to provide for standard lot (6,000 – 7,500) housing developments."* The commentary in the Staff Report explains that this zone is very similar to the standard LDR zone. The seven developable acres would yield approximately 33 to 40 single family homes.

The proposal also includes 19.1 acres of THR-SW (Townhouse Residential – Springwater), generally located at the southwest corner of SE Palmquist Road and SE Fleming Avenue. The eastern boundary for this district is SE Fleming Street. This district is located between the proposed LDR-SW subdistrict and the proposed RTI-SW subdistrict. Section 4.1506 of the Springwater Development Code states that the THR-SW subdistrict *"consists of detached and attached dwellings at an average density of 12.0 to 15.6 dwelling units per net acre, designed for separate units on separate lots. In addition to attached single family homes, it is intended to allow for detached single family homes on small lots, also called patio, cottage or green court homes."* The commentary in the Staff Report explains: *"This is intended to encourage home ownership. It allows both traditional townhouse and small lot single family homes, similar to Peacock Lane (1920's) and Orenco Village (recent). These will have alley access to the garages, and may be situated on a common green, instead of a public street."*

Conclusions: The majority of the proposed LDR-SW district is already developed with two existing schools. This designation is not proscriptive in this area; it is only an acknowledgement of the existing development. The remaining 7 acres of proposed LDR-SW is an isolated area south of the existing schools and east of SW Fleming Avenue. It is the most compatible use for the existing LDR lands to the west of the Brickworks site. It will be compatible with the existing neighborhood and provide a seamless transition between old and new.

The proposed THR-SW district serves as a transition between the proposed Brickworks Village core of neighborhood retail and office/employment, and the single-family district to the east. This district provides critical residential density required for the success of the Brickworks village, while ensuring the opportunity for affordable, low-maintenance home-ownership. **(End of WRG Design findings)**

In addition to the above responses to the applicable housing policies, we are submitting information regarding the main housing questions that the Planning Commission asked at the previous hearing. These included questions about the current housing mix in Gresham, recent attached/detached housing trends, core assumptions about the Title 1 Housing Capacity Analysis Report, future housing capacity and current/potential housing densities. These are attached as **"Appendix B".**

Category 3 – Economic Development/Land Use Policies

For reference purposes it is noted that the June 2nd staff report addressed economic development issues under the Springwater Economic Development Goal (10.802) that "The Springwater Community will provide industrial land that will generate a variety of family-wage job opportunities" and "The Plan will actively encourage businesses with an interest in sustainability

and protecting the community's rich natural resources" (starting on page 14 of 36). In that same section findings and conclusions are made for Springwater Economic Development Policies addressing such economic development issues as land area and accessibility for industrial and industrial related industries; providing a range of job opportunities; providing for a high quality of the built environment; providing a high-quality village center and neighborhoods with mix of housing options to foster the industrial opportunities; recruiting businesses with sustainable philosophy; diverse opportunities for family-wage jobs; and working to correct the imbalance of jobs to housing.

Additional Applicable Land Use Goal and Policies:

Section 10.014 Land Use Planning

Goal: *Maintain an up-to date Comprehensive Plan and implementing regulations as the legislative foundation of Gresham's land use program.*

Policy 1: *The City's land use program will be consistent with state and regional requirements but shall also serve the best interests of Gresham.*

Policy 2: *The City's land use regulations, actions and related plans shall be consistent with and implement the Comprehensive Plan.*

Findings:

For reference purposes it is also noted that the June 2nd staff report addressed land use policy issues under the City-wide Land Use Goal (10.014) to "Maintain an up-to-date Comprehensive Plan and implementing regulations as the legislative foundation of Gresham's land use program" (starting on page 6 of 36). In that same section findings and conclusions address Land Use Policies issues such as consistency with State and regional requirements in the best interests of Gresham; promoting a development pattern of land uses to advance quality of life and social and fiscal stability; identify and protect natural resources; that the Council can initiate a legislative process to amend the Comprehensive Plan text, Map and Code; to coordinate with other jurisdiction and districts; and to develop and adopt district plans when necessary to enhance economic development and quality of life aspects in specific areas.

This proposal to make the Brickworks area subject to the Springwater Community Plan by changing its land use designation from a City-wide Heavy Industrial designation to Springwater Plan Districts designations follows the City Council's past actions of accepting the Springwater Concept Plan which included the Brickworks site; adopting the Springwater Community Plan which was developed with the Brickworks site as part of the analysis and plan; and its initiation of this legislative process.

The Brickworks proposal is, however, different than the adoption of the Springwater Plan for the UGB expansion areas as the Springwater Plan District only apply to those lands upon annexation. For that reason findings and conclusions for an additional Land Use Policy (16) are made below.

16. *In addition to applicable Comprehensive Plan goals and policies, amendments to Gresham's Comprehensive Plan Map shall be subject to the following other criteria:*

    a. *Public facilities and services shall be available and of sufficient capacity to serve land uses allowed by the proposed land use designation;*

    b. *Land uses allowed in the proposed designation, shall not negatively impact existing or planned public facilities and services;*

    c. *Land uses permitted in the proposed designation shall be compatible or capable of being compatible with environmental conditions and surrounding existing land uses;*

    d. *Land uses allowed in the proposed designation shall be developed in compliance with all applicable regulations and standards and the purposes of any applicable overlay district shall be fulfilled;* (This policy is not applicable at this time since site development is not being proposed. When site development plan review does occur, development will be required to meet all applicable standards including those for site design review, land division and public facilities.)

    e. *Demonstration that there is an inadequate amount of developable designated land for land uses that would be allowed by the new designation;*

    f. *The new land use designation shall fulfill a proven community need such as goods and services, employment, housing, public and community services, etc., at the particular location, versus other appropriately designated and developable properties.*

Findings:

In regard to policies 16a and 16b, the public facilities related issues raised by these policies have already been addressed by the original Brickworks staff report. In respect to the proposed RTI-SW and policies 16c, 16e, and 16f, demonstration of need, land use compatibility and other factors covered by these policies was also discussed in the original Brickworks and Springwater staff reports.

The RTI-SW is an industrial land use district as is the HI, Heavy Industrial district that it would be replacing. However, since the RTI-SW is primarily a business park office district, it would be more compatible with the surrounding residential neighborhood than the HI district. The HI district allows "heavy industrial" uses which can have negative environmental impacts such as dust, noise, air pollution and visual impacts. For example, the list of allowed HI uses (pgs. 4.03-2, 4.03-3 of development code) include rock crushing and the manufacture of concrete, bricks, paper products, acids, fertilizers and other chemicals. These kinds of uses would not be allowed in the RTI-SW.

The RTI-SW would also have greater jobs per acre density than the existing HI district and would therefore better fulfill the economic development goals of the City. According to the E.D. Hovee industrial lands report (Pg. 12, "*Gresham Industrial Employment & Economic Study*"), the historical jobs/acre density within the City's HI district has been 8 jobs/acre. As shown on pg. 40 of the Brickworks staff, the proposed RTI-SW designation of 24.1 acres could yield as much as 896 jobs or 37 jobs/acre. This is because the HI district has typically been dominated

by low jobs intensity industrial uses such as storage yards and warehousing, whereas the RTI-SW district is intended for more intensive uses, i.e. business park office buildings and light manufacturing. Page 40 of the Brickworks staff report also shows that the proposed 2.5 acres of NC-SW would create 22 jobs/acre (55 jobs ÷ 2.5 acres). In total, the 24.1 acres of RTI-SW and the 2.5 acres of NC-SW could create up to 951 jobs, compared to the 213 jobs (26.6 acres x 8 jobs/acre) that could be created if the same area remained HI, Heavy Industrial.

In regard to the proposed THR-SW and NC-SW designations, WRG Design has submitted the following findings relative to policies 16c, 16e, and 16f:

Policy 16c ***Land uses permitted in the proposed designation shall be compatible or capable of being compatible with environmental conditions and surrounding existing land uses.***

Findings:

The Brickworks site was included in the Springwater Community Plan development process. The Springwater Community Plan was adopted by City Council effective December 1, 2005. The adopted Springwater Community Plan contained appendices which included various technical memoranda and reports. As part of the Springwater Community Plan, a Technical Memorandum was prepared by consultant TIP Strategies, Inc. The Memorandum concluded that the Brickworks site is not suitable for industrial development due to the limited access for the property.

The site has been designated heavy industrial (HI) since 1980 and has remained primarily underdeveloped. The City has concluded on several occasions that the Brickworks site did not appear suitable for heavy industrial reuse and would be more suitable as a mixed use employment site.

The Brickworks site is bounded to the east by existing Low Density Residential development. A community sports complex is planned to the north of the site directly across SE Palmquist Road. A mobile home park is located at the northeast corner of SE Palmquist Road and SE Hogan Road, directly north of the proposed Neighborhood Commercial district. An existing apartment complex is located at the northwest corner of SE Palmquist Road and SE Hogan Road.

The north half of the Brickworks site has a general slope of 5 to 10 percent, but the topography is interrupted by two tributaries that cross the north end of the Brickworks site, flowing to the west. The two stream corridors with the northern corridor consist of 3.6 acres, and the southern corridor which consists of 4.1 acres. These corridors are within the proposed RTI-SW (research technical industrial) zoning. The Springwater ESEE Analysis Decision Report has designated these tributaries as ESRA districts, subject to addition environmental protections.

Conclusions:

As shown in the Springwater Plan, while the ESRA districts can serve as a barrier to industrial development, they can be an asset to office employment (RTI-SW) uses, as well as residential

(THR-SW) uses. The two ESRA corridors provide the opportunity for east-west trail facilities for pedestrian connectivity. They will provide the ribbons of green that could be incorporated into the design of any proposed project in the THR-SW zone directly to the east.

This is where the high school and elementary school are located. Schools are preferably located in residential zones, not industrial zones (which is the present situation).

Development under the Springwater Plan District is subject to Green Storm Water Management Practices, including building green streets. These practices will manage storm water quality and quantity in a manner which will limit the impact to and will enhance natural resource repairing areas. Additionally, Xeriscape Landscaping will be required for industrial sites to promote water conservation, and the use of natural planting will also enhance natural resource areas.

Due to the existing residential uses to the east, the more appropriate land use along the eastern side of the Brickworks site is Low Density Residential. SE Fleming provides a natural edge to the single family residential district.

A townhouse residential district is a subdistrict intended to allow for single family homes on small lots, as small as 3,000 sq. ft. for detached homes, and 2,200 sq. ft. for attached homes. Like the LDR-SW subdistrict, each home must be on its own lot and duplexes are not allowed.

The intersection of SE Palmquist Road and SE Hogan Road provides the ideal location for neighborhood commercial due to the high level of visibility and access. Uses are able to radiate out from the neighborhood commercial node toward the existing single family neighborhood to the east, with a ring of RTI-SW, followed by the Townhouse Residential district (THR-SW). The retail uses on the NC-SW zone, the residents located in the THR-SW zone, the residents in the mobile park to the north, and the users of Planned Community Sports complex north of the Brickworks site.

Policy 16e ***Demonstration that there is an inadequate amount of developable designated land for land uses that would be allowed by the new designation;***

RESIDENTIAL

Findings:

The proposed THR-SW and LDR-SW subdistricts on the northern portion of the site provide for a range of single family townhouses and detached lots that are part of the larger range of housing options in the Springwater Plan District that will meet a variety of needs. The planned housing in the Brickworks site will provide housing for potential Springwater employees.

A Technical Memorandum that was prepared by TIP Strategies, Inc. as part of the overall Master Urbanization Plan for the Springwater Tract, included the Brickworks site, and is included as an appendix to the Springwater Community Plan. This Memorandum includes Task 3.1 (f): Economic & Employment Industrial Site Study, Task 3.1 (g): Village Center Study and Task 3.1 (h): Housing Study. The three tasks were merged into a single document. This document

analyzed the regional need or demand for employment, retail, and housing uses. In regards to demand for residential growth, the report summarizes the market forces as follows:

> "In the 1990's, Gresham's population leaped by more than 20,000 to reach 90,205 by the time of the 2000 census. Gresham's median household income, according to the census was $43,442, or about 8% below the metro-wide average. Gresham's household composition is roughly 61% owner occupied. This is slightly under the 4-county metro area average of 63%, but well about the Multnomah County average of 57%. Residential building permit trends have shifted radically toward single family housing in Gresham in recent years. As recently as 1998, single family units accounted for less than 50% of total new residential units approved. By 2002, census data indicate that the single family share had shot above 90%." (Technical Memorandum, p.40)

> "Housing. The tenure and characteristics of housing in Gresham, as is typical of most suburbs, tilt more toward single-family, owner occupied housing than the central city and county. Recent residential permitting patterns would imply that this trend has strengthened rather than eased." (Technical Memorandum, p.40)

> "As previously noted, median household incomes trail the metro wide average by about 8 percent, and median home prices trail by about 4 percent. When calculating housing affordability (i.e., median household income divided by median housing price) the Portland PMSA pencils to a 3.6. The City of Gresham's, by contrast, is 3.7, indicating the median household in Gresham may be slightly more stretched to pay the mortgage than the metropolitan area overall. The city's affordability ratio is better than the 3.8 figure for Multnomah & Clackamas Counties. Both Clark (3.2) and Washington (3.5) Counties have better-than-average affordability ratios." (Technical Memorandum, p.41)

> "East Multnomah County's share of households in the county and the metropolitan area continues to grow incrementally. According to Metro's forecast, this growth should level off sometime around 2020 as available land is consumed and the bulk of housing construction moves to other areas of the metropolitan area. In 2000, East Multnomah County had over 45,000 households, with more than 23,000 additional households forecast for the area by 2025." (Technical Memorandum, p.41)

Figure 3.6 projects the new households for East Multnomah County: (Technical Memorandum p.33)

FIGURE 3.6: CHARACTERISTICS OF OWNER-AND RENTER-OCCUPIED HOUSEHOLDS

		Projections				
	2000	2000-2005	2005-2010	2010-2015	2015-2020	2020-2025
Owner-Occupied Units						
East Multnomah Co.	---	+4,308	+5,173	+3,714	+2,731	+300
Multnomah	---	+17,759	+16,601	+10,595	+11,575	+2,491
4-County Metro Area	---	+50,724	+53,917	+52,793	+49,959	+52,114
Renter-Occupied Units						
East Multnomah Co.	---	+2,160	+1,616	+1,071	+1,442	+758
Multnomah	---	+31,967	+4,119	-848	+8,063	+4,239
4-County Metro Area	---	+33,943	+15,146	+14,562	+20,724	+12,456

The Technical Memorandum also reports as follows:

> "The 2000 census showed that the number of owner occupied units in Gresham (18,282) was nearly identical to the number of single family units (18,247)."

A second Market Analysis was completed specifically for the Brickworks subdistrict by New Home Trends, dated June 28, 2006. It is Exhibit C to Terry Vanderkooy's Staff Report dated June 2, 2006. The key findings include:

> "D. Current Housing Trends:
>
> - As we are seeing in many metropolitan areas, the high price of housing in major metropolitan cities is driving people further and further out, especially first time buyers. This trend continues to happen in the Portland area. As home prices continue to escalate, more and more households are moving further out to find a home that is more affordable. In the real estate industry, some use the phrase, drive until you qualify. Today, within Multnomah County, the average price for a single family home in Portland is $419,900 compared to Gresham, where a single family home is $337,200.
> - As of May 2006 in Gresham there is a shortage of small lot (4,000 sq. ft) and attached housing, with less than a 3-month supply.
> - Most of the inventory that was available in May will be sold out by the time sales begin at Brickworks.
> - As of May 2006 in the cities of Gresham, Troutdale and Fairview, there are 15 developments with 58 available listed homes that are attached product or homes on lots under 4,000 sq. ft. Another 176 homes have not yet been released.
> - The average price in May for a new attached or single-family home on a lot under 4,000 sq. ft. is $229,440, while the average sq. ft. price is $141.
> - The majority of the new homes sold in the cities of Gresham, Troutdale, and Fairview in the past two years that are either attached or on a lot under 4,000 sq. ft., were priced between $200,000 and $250,000. This verifies that the recommended price point is on target.
> - The table below summarizes resale sales activity in RWMLS area 144 between September 2005 and March 2006.

Unit Type	Average List Price 3/22/06	Average Sold Price 9/05 – 3/06	Total Units	Months of Inventory
Single Family All	$344,161	$242,693	384 1,465	1.57 months
Single Family Lot size under 4,000 sq. ft.	$219,829	$203,768	85 346	1.46 months
Attached/Condo	$224,822	$160,060	60 257	1.39 months

- Today in RMLS area 144 there was less than 1.5 months of available inventory. This is not enough inventory to keep up with demand." (Market Analysis, p.14).

"E. Future Market Conditions:

- As of July, 2006 in the city of Gresham there are 52 developments with 1,400 proposed units in the pipeline. Of those, 32 developments with 772 units are detached units and 20 developments with 628 units are attached.
- Using the absorption rate of 48.19 for attached and detached housing, in the three cities, there is only 2.43 years of future inventory. Knowing not all of the current applications will be granted approval, coupled with the household growth and immigration projections; it is clear this will not be enough housing to support future growth."

Conclusions:

There is no other THR-SW near the proposed Research Technology, Industrial Brickworks subdistrict. The THR-SW zoning adjacent to the RTI-SW zoning is unique in Gresham. The fact that the townhouse district is adjacent to the industrial office district will promote livability by requiring pedestrian-friendly design in that townhouse district. The proposed THR-SW subdistrict provides for a range of single family townhomes that will provide housing for potential Springwater employees. In addition to the THR-SW subdistrict, it is also adjacent to the proposed community sports center, which is to be located just north of the Brickworks site.

The Springwater Housing Analysis in Appendix 2B (TIP Strategies Technical Memorandum) provided general growth projections for the housing market in East Multnomah County. These projections drop off at the 20-year horizon due to a lack of available land. The report states that in that time frame, residential development will simply move to other areas in the Portland Metro region where land is available. The implications are that if land is available for residential development, demand will absorb it.

The New Home Trends analysis provides a site specific review. This report finds that Gresham is a very attractive market for first time home-buyers. Home ownership is more affordable in Gresham than the inner Portland market, especially for families. Similar to the Springwater analysis, New Home Trends finds that the Gresham residential market is limited by the supply of new housing, with a 2.43 year supply of residential land. This demand is balanced between single family detached housing and for-sale townhouse/attached housing, which is what is being proposed with the THR-SW zone and the LDR-SW zone.

COMMERCIAL

Findings:

The Brickworks Plan proposes a 2.5 acre neighborhood commercial site to be located at the corner of Hogan Road and Palmquist. It will provide retail and services for the adjacent residential neighborhoods and the future industrial development. 2.5 gross billable acres will

provide approximately 2.0 net buildable acres. These two net acres will provide approximately 55 jobs.

For retail demand, the TIP Strategies Technical Memorandum in Appendix 2B of the Springwater Plan provided an analysis which is primarily focused on the need for the primary Springwater Village and determining the appropriate size for that district, but information is also applicable to the Brickworks subdistrict. The report emphasizes that retail will be small scale, neighborhood retail:

> "Village Center. National data on the characteristics of small-scale shopping centers—known as neighborhood centers and community centers—provide some insight as to the types of tenants that are appropriate for neighborhood-serving retail. However, the goals of the city (to have a walkable, mixed-use center that serves Springwater and the immediate area) and the guidance provided by Metro Code 3.07.1230, dictate a much smaller scale for the Springwater Community."

The Technical Memorandum characterized a neighborhood shopping center as "Designed to meet day-to-day needs of immediate neighborhood, typically anchored by supermarket. Usually does not contain an enclosed walkway or mall area, although a canopy may connect the storefronts." These centers are 3 to 5 acres in size, with 30,000-150,000 square feet of retail. The Village retail summary states:

> "Retail is increasingly seen as a key amenity in the recruitment of both companies and workers. While traditional theory sees retail purely as a spin-off effect from other sectors, many successful communities now recognize that a thriving retail sector helps attract large employers to a region. The increasing emphasis on what Richard Florida calls 'the creative class' has forced a reconsideration of the amenities and benefits of a community quite apart from the immediate availability of employment. People want and expect retail, and they have become increasingly refined in their specific interests. The Springwater Village Center could play a key role in both supporting the needs of the community and serving as part of the overall amenity package for the area."

Johnson Gardner completed a second need analysis specifically for the Brickworks site dated April 6, 2006. It is Exhibit D to Terry Vanderkooy's Staff Report dated June 2, 2006. Some of the key findings of this analysis are:

- "The subject development could potentially add 21,000 to 130,000 square feet of locally serving retail space. The primary trade area for this study was roughly delineated by SE Division Street to the north, SE 282nd Avenue to the east, Highway 212 to the south, and SE 222nd Drive to the west. A geographic representation is presented in [EXHIBIT 1].
- There are currently 35 active retail developments in the Primary Trade Area comprising over 1,000,000 square feet of space. Over the previous four quarters, the market has exhibited stabilized vacancy ranging from 8% to 10% [EXHIBIT 2].

- The majority of existing speculative space in the trade area is located proximate to downtown Gresham in the northern part of the trade area. SE Division Street and W Powell Boulevard are the primary retail corridors in the trade area.
- There is approximately 43 acres of vacant developable land within and proximate to the primary trade area. Taken alone, this land can reasonably be translated into potential future development of approximate 374,616 square feet of future competitive space within the primary trade area. When this land is partitioned by its position within the trade area, roughly 33.1 acres and 288,367 square feet of potential space is applicable [EXHIBIT 3].
- With respect to the adequacy of vacant retail land in the primary trade area, our underlying conclusion is that individual zoning restrictions coupled with few large vacant parcels will limit the potential for retail development from existing supply in the foreseeable future.
- According to estimates conducted for 2005, the primary trade area has an estimated population of 34,579 individuals with an average household income of over $69,226. Over the past five years, household income and per capita income grew at a swift pace averaging annual growth of 2.9% and 3.0%, respectively. There are currently 12,723 households in the trade area with an average size of 2.69 persons per household [EXHIBIT 6].
- The trade area could support approximately 1,877,812 square feet of retail space in 2005. By 2025 the supportable space grows to approximately 2,451,799 square feet, an addition of 573,987 square feet or 30% [EXHIBIT 11].
- Even under current market conditions, the designated primary trade area demonstrates a significant need for retail space. The area currently lacks approximately 872,500 square feet of retail space.

"II. SUBJECT SITE

The subject development of this analysis is a component of a 45.7 acre parcels currently zoned as Heavy Industrial (HI). A component of the master plan for the site includes two to twelve acres designated Moderate Commercial for neighborhood commercial development. The site is located on the south east quadrant of the intersection of SE Palmquist Road and SE Hogan Drive. Utilizing an F.A.R of 0.25, a two to six acre site could conceptually provide the capacity for approximately 21,000 to 130,000 square feet of retail space. The proposed commercial development would likely take the form of a locally serving neighborhood commercial center. This format is described in greater detail in Section III."

Conclusions:

The Johnson Gardner report identifies the market demand for a small retail node in the Brickworks subdistrict, in the range of 2 to 6 acres in size. This would be a locally serving neighborhood commercial center, consistent with the vision of the Springwater Plan Polices. The TIP Strategies Technical Memorandum explained that neighborhood retail is a key draw for

the "creative class" of employers. Retail is viewed by this demographic as an amenity that will help attain the employment goals of the Springwater Plan. It will also meet the Springwater goal for a walkable mixed-use center. This node will help the Brickworks subdistrict to be a place to live, work, shop, recreate, and educate. It will help make it a complete neighborhood.

Policy 16f. ***The new land use designation shall fulfill a proven community need such as goods and services, employment, housing, public and community services, etc., at the particular location, versus other appropriately designated and developable properties.***

RESIDENTIAL AND COMMERCIAL

Findings:

In the September 20, 2005 "Springwater Goals, Policies and Action Measures" document, the Springwater goals and objectives created by the Springwater Citizens Working Group (CWG) are summarized.

> **"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."

The TIP Strategies Technical Memorandum specifically identified the corner of SE Palmquist Road and SE Hogan Road for a neighborhood center:

> "Location. Based on our analysis, a visit to the area, and the results of the FCA staff workshop, there are several logical placements for the Village Center:
>
> - Palmquist & Hogan presents another option for siting a Village Center. A center in this location could serve the existing housing and related development and could provide a buffer to the brick works site."

One primary land use goal of the Springwater Plan was to improve the regional jobs-housing balance for the region. Prior to the Springwater Plan, Gresham had a jobs-housing balance of 1.1 jobs per household. The Industrial and Office lands in Springwater increased the City ratio to 1.5 jobs per household. The region ratio is 1.5 jobs per household. The Brickworks proposal has and average capacity estimate of 1,586 new jobs and 310 new dwellings. This results in a jobs-housing ratio of 5.1 jobs per household for the Brickworks site.

The September 20, 2005 Springwater Plan Summary provides details on the community goals for a mixed use community that is designed to attract high quality employers to the district:

> "The housing element provides workforce housing close to the major employment district. People could work, live, and play in a neighborhood designed around the area's natural amenities – Johnson Creek and it tributaries. The extensive trail and park system provide for recreation, and also make walking to work in the employment areas not only feasible but very pleasant. This adds an amenity to employers and employees that increases the livability of the area, and will help with the marketing of the employment areas.
> To comply with Metro UGMFP Title 11, Gresham's planning for Springwater must address "provisions for residential densities", "measures that will provide a diversity of housing stock that will fulfill needed housing, and "demonstration of affordable housing". The CWG adopted a series of goals that were used in evaluating the scenarios and creating the Concept Plan and the Springwater Plan District. The goal for residential lands was:
>
> ***Livability***
>
> *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 resource areas 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 and 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 both for residences and businesses, and acts as economic attractor.*
>
> The following are some of the major issues that were considered in the urban plan for industrial and employment lands in Springwater:

4,2.4.2 Summary of the Major Issues

The following are the major issues that were addressed in developing the residential component of the plan:

Develop a variety of housing types that take advantage of the varied landscape in this area. Several kinds of homes are anticipated for this area. They are placed in an area that provides opportunities that are well suited to their characteristics.

Townhouse/Small Lot:

Small lot single-family home – either attached as a townhouse or detached on a small lot can be located near the Village Center and along the Hogan corridor. The Hogan corridor is planned for regional transit service to support these additional housing options. Density ranges from 12.0 to 15.6 units per net. Design elements can include incorporating common open spaces or greens.

Provide opportunities for affordable housing and a variety of housing types, particularly new housing types designed for ownership.

The mixed density and size of units, especially the smaller lots coming from the Townhouse and Mixed-use Village, provide attractive affordable options. These designations will enable housing to be developed for a price that the median income can afford.

Ensure quality design, especially in the smaller lot homes and in the mixed-use housing, ensuring that they contribute to a quality neighborhood.

The higher density homes have some basic design standards applied in the zoning. Homes on less than 75 feet of width require that alley access to garages be provided. Safe Neighborhood Design Performance Standards also apply. Attached housing and housing on small lots in the Townhome Residential subdistrict also have special design standards to ensure that these homes have the requisite open and private space for a successful neighborhood.

Residential Variety

As described previously, residential uses were directed primarily to lands less suitable for industrial or employment use, and in sufficient quantity to serve a successful Village Center. Accordingly residential designations have been limited to the northwestern portion of the site. The higher density home sites are located in close proximity to the walkable village, while the larger lots have been targeted for the sloping hillsides and other areas where development impacts should be minimized."

The Springwater Plan Summary continues:

"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."

Conclusions:

The Springwater Plan had a primary goal of increasing employment opportunities for Gresham, but that was not the only goal. The Community Working Group strove to create a balanced community with a Village Center at the heart of Springwater. The Brickworks site is a subdistrict to Springwater, and shares the same goals. The Springwater Plan economic analysis goes to great lengths to determine what it will take to attract employers to this region. Employers will not locate to Springwater just because land is rezoned to allow it. Employers must be enticed to Springwater through partnering, strategic infrastructure improvements, economic incentives, and community design. The Brickworks subdistrict has the unique opportunity to create a micro-village which is integrated with jobs, housing, retail, schools, and recreation. As previously quoted, a neighborhood retail center is viewed as an amenity in attracting the "creative class" employers. Similarly, they are attracted to high-quality, low-maintenance housing within close proximity of employment.

The Hogan corridor provides an epicenter for the Brickworks village. The intersection of SE Hogan Road and SE Palmquist Road provides a node that is ideal for a village core. It was identified as a Village center in the Technical Memorandum. (Springwater Plan, Appendix 2B). The intensity of existing uses transitions out from this corner, with medium density residential to the north of this intersection. The Brickworks plan surrounds this neighborhood commercial node with RTI-SW office/employment uses. The Townhouse THR-SW district, which is a medium density zone, provides a transition between the village core of commercial and office uses and the LDR, a low density zone, and school subdistricts. The townhouse subdistrict will provide sufficient residential densities to support a viable neighborhood commercial while maintaining a home-ownership opportunity. (End of WRG Design findings)

Other additional applicable policies in this category are the commercial land use policies of Section 10.312, Commercial Land Use of the Comprehensive Plan. These policies are the following:

Policy II ***It is the city's policy to encourage commercial development, which increases employment opportunities; reduces dependency on outside of city goods and services; promotes energy efficient travel patterns; is compatible with neighboring land uses; and promotes good community design.***

Policy III ***It is the city's policy to ensure that the supply of commercially designated land meets the market demand.***

In response to the above policies, WRG Design has submitted the following findings:
THE RELATIONSHIP BETWEEN HOUSING AND SUCCESSFUL RTI ZONING ON SITE AND IN SPRINGWATER

Findings:

As previously noted, two market analyses were completed for this region to analyze the demand for retail services, and to determine the appropriate scale for future retail development. The Technical Memorandum (Springwater Plan Appendix 2B) outlined the overall retail environment for the entire Springwater Plan district, including the Brickworks site. That report supported the need for neighborhood retail in conjunction with an urban mixed-use Village. The Johnson Gardner report specifically reviewed the Brickworks site for retail need. That report concluded that 2 to 6 acres of neighborhood retail would be supported within the Brickworks site.

Conclusions:

The two market analyses support the proposed 2.5 acres of Neighborhood Commercial (NC-SW) at the southeast corner of SE Hogan Road and SE Palmquist Road. This district will serve as the center of the Brickworks Village. The concept of a village requires more than retail to be successful. The RTI-SW and THR-SW subdistricts will provide the community life and cross dynamic to help support a viable neighborhood commercial node.

As previously noted, the Springwater Plan outlined the combination of uses that will make the Village concept successful. A true Village requires a mixture of uses that will allow participants to live, work, shop, and recreate in a single location. The Brickworks village provides this combination of uses, with a neighborhood commercial district surrounded by the RTI-SW office uses. The addition of medium density residential townhomes, designed around pedestrian corridors and courtyards, results in a fine tapestry of a small scale urban village. **(end of WRG Design findings)**

Category 4 – Transportation

For reference purposes it is noted that the June 2 staff report addressed transportation issues under the Springwater Transportation Goal (10.806) that "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" (beginning on page 20 of 36). In that same section findings and conclusion are made for Springwater Transportation Policies to address issues such as the North/South Corridor Study; green streets; encouraging alternative modes of transportation; connectivity and access; transit options; traffic impacts on existing City of Gresham neighborhoods; and existing transportation safety issues.

The adoption of the Springwater Community Plan included adoption of a Springwater Transportation System Plan (TSP) as an amendment to the City's Transportation System Plan (Volume 4 of the Community Development Plan). The Springwater TSP covers the Brickwork site. As an example Figure 1 of the Springwater TSP shows the Transportation Analysis Zones (TAZ) used for travel forecasts – five TAZs covering the Brickworks site are shown; Figure 3 shows the proposed transit routes including a Primary Route on Hogan Road abutting the Brickworks site; and Figure 6 shows functional classes and road projects including projects at the Brickworks site. Projects shown at the Brickworks site include improvements to Hogan Road (242nd Avenue); Palmblad Road (252nd); and Palmquist Road; and new collector and community streets internal in the Brickworks site. The Springwater TSP provides that streets will be green streets that manage stormwater utilizing vegetated swales.

In adopting the Springwater TSP it was necessary to show that it was consistent with the City-wide Transportation goals and policies.

Listed below are some specific responses by Ron Papsdorf, Senior Transportation Planner to questions raised in earlier hearings:

a. *How many trips per day are generated from the various proposed districts?*

Using yield estimates from the Staff Report and Institute of Transportation Engineers (ITE) Trip General Manual, 7th Edition, 2003:

NC-SW (ITE Code 814-Specialty Retail Center 44.32 trips/1,000 sf/day) = 1,352
RTI-SW (ITE Code 760-Research & Development Center 2.77 trips/emp/day) = 3,565
(ITE Code 770-Business Park 4.04 trips/emp/day) = 5,199
IND-SW (ITE Code 110-General Light Industrial 3.02 trips/emp/day) = 737
LDR-SW (ITE Code 210-Single Family Detached 9.57 trips/DU/day) = 488
THR-SW (ITE Code 230-Residential Condo/Townhome 5.86 trips/DU/day) = 1,518

Total Estimated Weekday Trips = 7,660 to 9,294

b. *What are the impacts of this proposal and the comparison for other districts on the failing intersections to the north?*

The transportation impacts of the Springwater Plan District were evaluated in the Springwater Transportation System Plan and reflect this proposal. The Gresham Transportation System Plan (2002) also accounted for development of the Springwater and Damascus areas in the transportation analysis and the City has identified and planned for system improvements to accommodate that growth, including intersection improvements included in the Transportation Impact Fee Program.

We are unable to assess a comparison for other possible land use comparisons without significant analysis and transportation system modeling.

c. *Is Community Transit a feasible option for the future? If community transit is a feasible option, why isn't purchase of these vehicles included in the city manager's long term capital needs as presented to the budget committee? What is the source of the capital and operating funds?*

The Springwater Transportation System identifies some future transit routes for "Neighborhood Circulation." This designation does not anticipate City-run transit service, but reflects the nomenclature used in the Gresham TSP and simply identifies a type of transit service that is appropriate to serve lower-density residential areas through more flexible and cost-effective means (may include shuttle buses or vans and may include paratransit).

This service is feasible and would be anticipated to be provided by TriMet within the 20 year planning horizon.

d. *What are the priorities for improvements to the Powell/Burnside and the Powell/Hogan intersections which are identified to be failing? Will Powell/Hogan be added back to the CIP? Status of any projected improvements?*

These two projects are included in the Transportation Impact Fee Program and are prioritized against other projects during the annual Capital Improvement Plan process. Currently the Powell/Burnside project is programmed in the CIP in 2011. As development occurs and priorities change, the Powell/Hogan project will be brought into the five year funded portion of the CIP.

e. *Is there any existing or planned upgrade to Tri-Met service along the Hogan corridor? What is the process with Tri-Met?*

The Gresham TSP identifies Hogan as a "Primary Transit" route with preferred service of 10 to 15 minute frequencies during weekday peak hours and no less than 30 minute headways at other times seven days a week.

TriMet adopts a Five Year Transit Investment Plan each year (similar to the City's CIP). It identifies near term service enhancements and other transit investments throughout TriMet's service territory. TriMet evaluates the extension and improvement of transit services based on where ridership demand or potential is highest. In other words, transit service usually follows development.

f. *What are the transportation factors to consider regarding additional (more than 2.5 acres) of commercial designation within the Brickworks site? Will future Sportspark uses be able to cross Palmquist safely? Wouldn't additional commercial cut down on auto trips out of the neighborhood to retail destinations?*

Neighborhood commercial is important to help serve the local area and reduce the number and length of trips to other commercial areas located further away. However,

too large a neighborhood commercial center may attract significant traffic from outside the neighborhood and create additional transportation problems. It's also important to note that the RTI-SW and IND-SW districts allow limited amounts of commercial uses that will supplement the NC-SW district.

g. *What are the plans for the intersection of Palmquist and Hogan? Will three lanes be adequate when the Sports Park develops?*

The Springwater TSP and the Springwater Transportation Systems Development Charge Program identifies the need to add a signal to the intersection of Palmquist and Hogan in the future to accommodate build-out of the Springwater Plan District. The projected 2020 traffic volume on Palmquist is 16,000 trips per day and is an appropriate volume for a collector street.

Category 5 Natural Resources

For references purposes it is noted that the June 2 staff report make findings and conclusions for the Springwater Natural Resources Goal (10.806) "The plan will preserve, protect and enhance natural resources" (starting on page 22 of 36). In that same section findings and conclusions are made for Springwater Natural Resources Policies addressing issues such as the importance of the Johnson Creek system; green infrastructure; opportunities for a "natural park" as sense of place and attraction; attention to the watershed protection and watershed and sensitive species restoration and focusing on habitat, groundwater, improved hydrology and flood management; and the use of low impact development practices. The Springwater natural resource protection process followed the state required Goal 5 process that requires an inventory of natural resources, a determination of resource significance, an ESEE analysis and recommended protection measures.

Resource significance was evaluated using a 1 (low) to 6 (high) rating system. Resources, such as small tree groves unconnected to streams or "isolated", and that have few resource functions were rated low (1) and found not to be significant. Riparian areas located along the main stem of Johnson Creek and that have multiple resource features/ functions, such as significant wetlands, unique fish/wildlife habitat and tree groves were given the highest rating (6). Therefore those resources that were given a rating between 2 and 6 were found significant and were eligible for ESRA protection.

In regard to the Brickworks site, Bus and Ops creeks (Phase 1 area) and their associated riparian areas were found to be significant and given a rating of 3, whereas several isolated tree groves to the east were found not to be significant and were given a rating of 1. Within the Phase 2 area, the large wooded area on the Mutual Materials site, near Johnson Creek and the Springwater Trail, was found to be significant and given a given a 5 rating.

Also as part of the Springwater planning process and following the resource inventory and determination of significance, a state required ESEE (Economic, Social, Energy, Environmental)

analysis was conducted. This process attempts to balance environmental protection and restoration issues with economic, social and energy considerations. This provided a basis for the ESRA-SW designations adopted in the Springwater Plan and proposed for the Brickworks site, including recommending different development setbacks based on the location of a resource and its significance class rating. Compliance with Metro Goal 5 (Title 13) natural resource protection standards was also taken into account when defining the ESRA area.

In regard to the Brickworks site, Bus and Ops creeks (Phase 1) were recommended to have a 175 ft. setback from the top of bank along each streamside, for a total ESRA width of 350 ft. In the case of the Mutual Materials wooded area (Phase 2), the ESRA boundary or protection area was recommended to include the entire area by following the outer edge of the woods.

Additional Applicable Policies

Section 10.232 Water Resources Quality

Water Quality Goal: Prevent surface and ground water pollution and improve water quality.

Policy 4: The City shall protect the water quality, conveyance, storage functions and associated environmental values of streams, wetlands, and 100 yr. floodplains and other natural drainage ways and water bodies.

Policy 11: The City shall implement measures to protect water quality necessary to sustain viable habitat for fish species, particularly those listed by the national Marine Fisheries Service as threatened or endangered.

Findings:
The ESRA subdistrict has been sized to protect the water quality of streams and wetlands as well as other resource functions. Table 5 of the Springwater Natural Resources Report (pg. 5, Appendix 45, Volume 1 of Comprehensive Plan) lists the various functions to be protected by the ESRA and the corresponding setback or "primary factor" needed to protect each function. These setbacks represent the consensus of the various scientific literature sources. For protecting water quality, a minimum 100 ft. setback from a stream bank is recommended when the area within that setback is vegetated. The vegetation is necessary in order to filter surface runoff before it reaches a stream. As indicated above, the ESRA setback along Bus and Ops creeks is 175 ft.

Outstanding ESRA Issues: At the previous hearing, much of the ESRA related discussion related to the appropriateness of an ESRA designation for the Mutual Materials wooded area. This concerned Mutual Material's "grandfather right" to mine the wooded area under the current DOGAMI mining permit and by the City's previously issued 2002 permit decision (MIS-02-6175) that recognized the mining activity as a legal nonconforming situation. This particular ESRA issue will be take up again when the Phase 2 area of the Brickworks site is submitted to the Planning Commission for review.

In addition, there was an ESRA issue regarding the Bentley property along Ops Creek. The portion of the property within the proposed ESRA is developed with an industrial/storage use and lacks any resources such as trees or wetlands. Nancy Olmstead of NRPS, the City's environmental consultant, has indicated that this was a mapping error and the applicable GIS shapefile will be corrected to remove the ESRA designation. The Bentley property will then be an existing allowed industrial use and designated RTI-SW, as are the other property within the area.

Summary and Conclusions

The proposed comprehensive plan amendment is somewhat unique for the following reasons:

- The Comprehensive Plan amendment involves land within the current city limits, but was analyzed as part of a much larger review of the Springwater area outside the current city limits.
- City Council directed staff to apply for this Comprehensive Plan amendment to complete a final phase of work in the Springwater planning area.
- A number of "interested parties," including land owners, sellers, and buyers/developers have emerged that have actively participated in the process advocating for this Plan Map amendment.

As indicated in the original staff report of June 2, 2006 and in this addendum, the criteria for making the Planning Commission recommendation are included in Section 4.1000 of the Gresham Development Code. These criteria require the study of a wide range of city policies and implementation strategies included in existing city code.

Staff believes that findings included in the original Springwater Plan, the staff report of June 2, 2006 and in this addendum provides findings to support a Comprehensive Plan amendment from Heavy Industrial to the proposed Springwater Plan District zones. Staff also believes that further analysis of housing and employment needs of Gresham could incrementally change the data used in this analysis. However because these Comprehensive Plan changes would be of such a small magnitude, when comparing the scale of housing and employment numbers in Gresham to the much smaller numbers that would result from the proposed changes, that a supportable decision to approve this Comprehensive Plan amendment can be made at this time.

A key concern of staff in evaluating this proposal was the impact on employment lands. This issue will also be reviewed by Metro as part of their Title 4 analysis that will occur if this amendment is approved by City Council. Based on two analyses of the employment impact (number of jobs) of the proposed change, both show a substantial increase in employment opportunities by changing from HI, Heavy Industrial, which has a relatively low employment potential, to RTI-SW. This change to RTI-SW would result in a four-fold increase in employment projections, even with fewer overall acres committed to employment uses. While this isn't the only issue of concern in this change, it is an important determinate in promoting a positive shift in Gresham's jobs/housing balance.

Recommendation

Staff recommends approving the proposed Comprehensive Plan amendment.

MEMORANDUM
Community & Economic Development Department

TO: Chair Wes Bell and Members of the Planning Commission

FROM: Ron Bunch, Principal Planner

RE: Brickworks (CPA 05-6208): Comprehensive Plan Amendment

DATE: August 4, 2006

Introduction

This application has engendered significant policy concerns and questions on part of the Commission. The extensive list of questions and requests for additional information from the Commission's June 12, 2006 meeting, informs staff that the Commission feels it cannot make a decision based on the findings and facts presented to date. It is staff's objective to work with the Commission to develop a process and identify additional decision-making criteria to result in a timely and well-reasoned recommendation to Council.

Background / Discussion

Staff's understanding is that the Commission wishes to evaluate the proposal, not just on its site-specific characteristics and conformance to the Springwater Plan, but also on criteria (Plan Goals and Policies) that consider the whole community. For example, the Commission has expressed the need to consider the application vis-à-vis policies relating to jobs-housing balance; sufficiency of industrial land; transportation impacts; natural resources, etc.

Therefore, the Planning Commission is requested to approve the use of the following additional decision-making criteria in making its recommendation on Brickworks (CPA 05-6208). The Commission is also requested to continue the hearing to September 25, 2006 to allow staff to assemble the needed findings. If the Commission makes a decision at this meeting a Council hearing could occur in October.

Another complicating regional policy matter is Metro Council's pending decision concerning how and when to make changes to the Region's Title 4: "Employment" Map. As the Commission knows, Metro Council considers adequate employment land important to the region's future livability. Actions proposed to replace employment land with non-employment

land uses, such as proposed by a portion of the Brickworks project, will require Metro Council review and approval. The specifics of this process are being worked out at Metro. Information about how Metro's new process and criteria will affect the current proposal will be provided at the public hearing.

Staff is in the position of being the applicant's agent, which is the City of Gresham. Therefore, we will attempt to make the argument for approval of this City-initiated Plan amendment. However, we wish to provide the Commission the best decision-making tools possible to make an objective recommendation to Council. Therefore we will format the staff report in such a way that those Commissioners who wish to make opposing arguments can do so. Staff will assist the Commission in forming up its recommendation to Council.

At the June 12, 2006 hearing, the Planning Commission identified approximately 50 additional questions and information pieces it needs to make a decision (Attachment "A"). Many of the policy issues raised by the Commission's questions are not addressed by the current Brickworks staff report. Therefore, it is proposed to address the Commission's questions and requests for additional information within the context of Comprehensive Plan policy categories that address how the Brickworks project complies with citywide policies. The result would be an addendum or supplement to the existing staff report.

The Commission's questions and issues fall into six community-wide policy categories. They are:

1. Goal 1: Citizen Involvement Policies
2. Goal 2: Land Use Planning
3. Goal 5: Natural Resources
4. Goal 9: Economic Development/ Industrial Lands
5. Goal 10: Housing
6. Goals 12: Transportation

Within each category there are specific Comprehensive Plan goals and policies that comprise additional decision-making criteria. They are as follows:

Category 1: Goal 1, Citizen Involvement

Relevant Comprehensive Plan Policies:

1. The City shall ensure the opportunity for citizen participation and input when preparing and revising policies, plans and implementing regulations.

2. The City shall consider the interests of the entire community, and the goals and policies of the Comprehensive Plan when making decisions.

6. The city shall ensure that technical information necessary to make policy decisions is readily available.

10. The City shall ensure the opportunity for the public to be involved in all phases of planning projects and issues.

11. The City shall ensure that the public has complete and timely access to all public information concerning land use projects and issues. This includes private development proposals once they are in the formal application process.

Category 2: Goal 2, Section 1 – Land Use Policies and Regulations

1. The City's land use program will be consistent with state and regional requirements but shall also serve the best interests of Gresham.

2. The City's land use regulations, actions and related plans shall be consistent with and implement the Comprehensive Plan.

3. Gresham's Community Development Plan Map shall implement the Comprehensive Plan by providing for a range of needed urban land uses, including a) residential; b) commercial and office including business parks; c) mixed – use; d) industrial uses; e) overlay districts where conditions warrant the use of special regulatory tools; and f) community services where compatible with existing land uses.

4. The City shall promote a development pattern of land uses in the amounts, types and of sufficient economic values to advance the community's quality of life and social and fiscal stability.

11. The City's land use regulations shall identify and protect designated significant natural resources. These regulations shall have sufficient flexibility to allow development to adapt to unique and difficult conditions.

15. Applicants shall bear the burden of proof when proposing to amend the Community Development Plan Map or the Comprehensive Plan text to show compliance with approval criteria. This includes applicable Comprehensive Plan goals and policies.

16. In addition to applicable Comprehensive Plan goals and policies, amendments to Gresham's Comprehensive Plan Map shall be subject to the following other criteria:

    a. Public facilities and services shall be available and of sufficient capacity to serve land uses allowed by the proposed land use designation;
    b. Land uses allowed in the proposed designation shall not negatively impact existing or planned public facilities and services;

c. Land uses permitted in the proposed designation shall be compatible or capable of being compatible with environmental conditions and surrounding existing land uses;
d. Land uses allowed in the proposed designation shall be developed in compliance with all applicable regulations and standards and the purposes of any applicable overlay district shall be fulfilled;
e. Demonstration that there is an inadequate amount of developable designated land for land uses that would be allowed by the new designation;
f. The new land use designation shall fulfill a proven community need such as goods and services, employment, housing, public and community services, etc., at the particular location, versus other appropriately designated and developable properties.

17. The City shall allow concurrent applications to amend the Comprehensive Plan and Community Development Plan Map and for approval of a specific land use. The City may condition a Plan Map change based on the development of a specific land use.

19. Applicants shall bear the burden of proof to demonstrate that proposed land uses are consistent with applicable Community Development Code regulations and standards, Comprehensive Plan criteria and when necessary, the requirement of the state and other agencies.

24. The City shall protect the economic development value and jobs potential of its designated commercial and industrial lands by restricting land uses not supportive of local and regional economic development objectives.

Goal 2, Land Use Planning – Section 2, Community Design: Trees and Other Vegetation

Goal: Protect and enhance the environmental and aesthetic contribution of trees and other vegetation

Policies:

1. The City shall establish regulations to protect and, when necessary, restore trees and other vegetation to support community aesthetics, maintenance and/or improvement of water quality, erosion control and stability of slopes and unstable soils.

3. The City shall protect environmental quality, and public safety by:

   a. Regulating removal of trees and other vegetation on steep slopes within flood plains, natural resources (Goal 5) overlay areas; water quality resource overlay areas; tree groves and other forested areas.

Goal 5: Water Quality

Goal: Prevent surface and groundwater pollution and improve water quality.

Policies

4. The City shall protect the water quality, conveyance, storage functions and associated environmental values of streams, wetlands, and 100-year flood plains and other natural drainage ways and water bodies.

11. The city shall implement measures to protect water quality necessary to sustain viable habitat for fish species, particularly those listed by the national Marine fisheries service as threatened or endangered.

Goal 9: Commercial and Industrial Development

Commercial Land Use Policies:

2. It is the City's policy to encourage commercial development, which increases employment opportunities; reduces dependency on outside of city goods and services; promotes energy efficient travel patterns; is compatible with neighboring land uses; and promotes good community design.

3. It is the City's policy to ensure that the supply of commercially designated land meets the market demand.

Industrial Land Use policies:

1. It is the policy of the City to promote expansion of existing industrial uses and attract industrial development, which is labor and capital intensive, as well as environmentally desirable.

2. It is the policy of the City to ensure that there are opportunities for a wide range of industrial uses and to strive for compatibility between industrial and adjacent land uses.

Industrial and Business Park Employment goal and policies:

Goal: Achieve and maintain an environment of sustainable economic prosperity and opportunity.

Policies:

1. Gresham shall ensure an adequate supply of ready to build employment lands. The City shall designate and maintain on its Community Development Plan Map the land base necessary for sustained and diverse economic development and job creation.

2. The City shall acquire a share of the region's jobs at least proportionate to its population growth. The City shall focus on economic sectors, and targeted industries that hold the

most promise for the creation of a diverse economic base, family wage job growth and career opportunities.

3. Gresham shall actively seek to change its current balance of land uses to at least achieve a ratio of jobs to households on par with that of the rest of the Portland Metropolitan Region.

6. The City shall be able to respond proactively to larger scale, economic development opportunities by having appropriately zoned, ready to build industrial/business Park sites of appropriate size and location.

7. Gresham shall plan its future land uses and urban services to be the employment and economic center of the East Metro Area.

8. Gresham shall regularly update its industrial and business park land supply. The City shall consider redesignating lands that cannot be practicably developed for these uses within the planning period.

11. Gresham shall increase the potential for higher employment densities to improve its jobs to household ratio and make more efficient use of its existing employment lands.

Goal 10: Housing

Goal and Policies:

Goal: Ensure adequate quality housing for existing and future Gresham residents.

Policies:

3. The City shall designate adequate lands, and make available land use processes to provide opportunities to develop a variety of housing types at locations and densities consistent with its goals.

5. The City shall provide for high and medium density housing in areas such as centers and corridors, where public and private services and economic activity necessary to support higher population densities are either present or planned for in the future. Public and private services and activities include but are not limited to, transportation, employment, commercial services, employment and recreation.

8. The City shall ensure that residential densities are appropriately related to locational characteristics and site conditions, including existing land use patterns, topography, transportation and public facilities, natural hazards and natural resources.

Goal 11: Transportation

Section 10.320, Street System

Goal: Provide a street system that maximizes accessibility within the community.

Goal: Plan, implement and maintain an efficient transportation system.

Goal: Provide a transportation system that maximizes accessibility to and within regional centers, town centers, transit corridors, station areas, and employment centers.

Goal: Provide a safe transportation system.

Policy

The City shall locate major activity centers in areas that are accessible by a variety of transportation modes.

10.320.2 Transit System

Goal: Convenient, expanded transit services within Gresham and the East Multnomah County area.

10.320.4 Transportation Demand Management

Goal: Reduce the need to travel, reduce single occupancy vehicle (SOV) travel, and make the use of alternative modes more convenient for all trips throughout Gresham.

If you have any questions or comments, or if I can be of further assistance, please do not hesitate to call or Email me.

Attachments:

A. June 12, 2006 Planning Commission Questions and Requests for Additional Information

File: *memo to pc8-14-06*

MEMORANDUM

COMMUNITY & ECONOMIC DEVELOPMENT DEPARTMENT
New Communities & Annexations

STAFF REPORT
TYPE IV HEARING—COMPREHENSIVE PLAN AMENDMENT
BRICKWORKS/HEAVY INDUSTRIAL SPRINGWATER PLAN DISTRICT AMENDMENT

To:	Gresham Planning Commission
From:	Terry Vanderkooy, Manager, New Communities & Annexations Jonathan Harker, AICP, Senior Planner
Hearing Date: Report Date:	June 12, 2006 June 2, 2006
File:	CPA 05-6208
Proposal:	To adopt comprehensive plan amendments to Volumes 1, 2, and 3 of the Community Development Plan to 1) amend the Springwater Plan District by applying it to the approximately 160 acre Brickworks/Heavy Industrial site and 2) make minor amendments to the Gresham Community Development Code regarding Springwater development. The Brickworks/Heavy Industrial site is bounded by Palmquist Road on the north, Hogan Road on the west, the Springwater Corridor Trail on the south, and by Palmblad Road and Low Density Residential lands on the east. The site is currently designated as Heavy Industrial and the proposal would re-designate the site using the Springwater Plan District sub-district designations based on the previously adopted Springwater Community Plan.
Exhibits:	'A' Draft Council Bill 16-06, Amendments to Volumes 1, 2 & 3 of the Gresham Community Development Plan and the Community Development Plan Map: --- Volume 1, Findings, Appendix 44 --- Volume 2, Policies, Appendix C, Community Development Plan Map --- Volume 2, Policies, Appendix G, Springwater Plan District Map --- Volume 3, Development Code amendments 'B' Gresham-Barlow School District Letter, 4/26/06 'C' Housing Needs Report from NewHomeTrends Consulting, 4/28/06 'D' Commercial Needs Analysis Report from Johnson Gardner, 3/22/06 'E' Memorandum from Mark Childs regarding Industrial History, 5/9/06
Recommendation:	Staff recommends **adoption** of the proposed comprehensive plan amendments.

SECTION I
BACKGROUND INFORMATION

Background
The site has been designated as Heavy Industrial (HI) since 1980 and has remained primarily underdeveloped. Two public schools (elementary and alternative high school) were built on the northeast part of the site in recent years based on prior City code which allowed schools on industrially designated land (Gresham's codes no longer allow this). A brick and concrete paver manufacturer and associated surface mining (clay pit operating since 1906) is located on the southern portion of the site. A mini-storage warehouse and a school bus parking lot are also within the overall site area.

In 2001, the City commissioned an economic development report regarding industrial development as part of the State Periodic Review process. The report concluded that the Brickworks/HI site "did not appear suitable" for heavy industrial reuse, but could be a high amenity corporate/business park site. It suggested master planning of the site to address suitability for industrial versus residential/commercial mixed use. The City was also approached by property owners identifying the need to change the HI designation.

The City, in March 2002, identified to Metro that the site may be more suited as a mixed use employment site. The Metro Council considered the change at the time of the expansion of the Urban Growth Boundary (UGB) in December 2002 that included the Springwater industrial areas. The decision, with City concurrence, was to include the Brickworks site in the Springwater study area to address the issues of what industrial uses might be appropriate for the site and if there should be other residential or commercial uses on the site particularly in conjunction with the new lands that would be available for industrial development in Springwater. The Springwater study area included the 1,152 acres of expansion in Multnomah County and about 120 acres of adjacent unincorporated Multnomah County land already in the UGB but for which an urbanization plan has never been developed.

The Brickworks site was therefore included in the Springwater Community Plan development process. In January 2003, the Council initiated a work program to create an urbanization plan for Springwater. In fall 2003, formal project planning began with the formation of an advisory group, the Springwater Community Working Group (CWG). In October 2004, the CWG endorsed a Springwater Draft Concept Plan Map including the Brickworks site. In November 2004, the Council accepted the Draft Concept Plan Map and initiated the legislative process to develop and adopt comprehensive plan amendments to establish the Springwater Plan District. The Springwater Community Plan was adopted by City Council, effective December 1, 2005.

The adoption Springwater Community Plan included:

- *Plan Summary.* This document summarized the planning process, the extensive public involvement process and the major elements of the plan. It summarizes the factual information that is the basis for the Springwater Goals and Policies and for the Springwater Plan District development code.
- *Natural Resources Report.* This 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; a summary of the Economic, Social, Environmental and Energy (ESEE) analysis and recommendations. Recommendations covered 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.

- *ESEE Analysis Decision Report.* This 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).
- *Annexation and Development Strategies Report.* This provides 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.
- *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.
- *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, trails and open space 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.
- *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. One is a map showing flood plain that will be added to the Flood Plain Overlay District. Second is a map showing all slopes 15% or greater that will be added to the City's Hillside Physical Constraint Overlay District. These two Overlay Districts will be applied to lands as annexation occurs.
- *Springwater Plan District Land Use Development Code.* The Springwater Plan District Land Use Development Code establishes the Springwater Plan District. A Plan District approach uses 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.
- *Transportation System Plan (TSP).* This is a long-range plan for developing a Springwater transportation system. It describes how the Springwater TSP was created and how it relates to the City TSP that it will amend and with the Regional Transportation Plan that will be amended based on the Springwater TSP. 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.
- *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.

The major elements of the plan included all Metro Title 11 provisions including; comprehensive plan goals and policies; future land use map and code; water, wastewater and stormwater public facility plans; a transportation system plan; park, trail, and open space plan; urban services plan; and natural resources plan. These plan elements addressed the Brickwork site. The adopted Springwater Plan District map did not include the Brickworks properties. The Advisory Group and staff recommendations for applying the Springwater Plan District sub-district designations were delayed at property owners' requests since there was renewed interest from both existing development on the site (the Mutual Materials facility and the School District) and from potential developers of portions of the overall area. In concurrence with property

owners the City initiated this proposal to complete the Springwater planning efforts and to subsequently include the Brickworks Site.

Proposed Comprehensive Plan Amendments Overview

Volume 1 – Findings
Appendix 44, the Springwater Community Plan Summary, is amended by adding a section that describes inclusion of the Brickworks/HI site into the Springwater Community Plan. The Summary documents the planning process in developing the Springwater Plan District and the inclusion of the Brickworks/HI site. It also summarizes the key elements of the Plan.

Volume 2 – Policies
The Community Development Plan Map & the Springwater Plan District Map are amended by replacing the current Heavy Industrial district with Springwater Plan District sub-districts. The proposed sub-districts are 53.4 acres of Industrial-Springwater (IND-SW), 24.1 acres of Research/Technology – Springwater (RTI-SW), 23.6 acres (with existing schools) of Low Density Residential – Springwater (LDR-SW), 19.1 acres of Townhouse Residential – Springwater (THR-SW), 2.5 acres of Neighborhood Commercial – Springwater (NC-SW) and 35.9 acres of Environmentally Sensitive Resource Area – Springwater (ESRA-SW).

Volume 3 – Code
Minor text changes to the adopted Springwater Plan District code language are proposed. This includes clarifying the definition of green space when development is proposed on small lots in the THR-SW sub-district, and the community service uses allowed in the IND-SW and RTI-SW sub-districts. Exhibit A is in a two-column format showing proposed text in one column and an explanation in the corresponding column.

Staff Report Organization

- Sections II and III identify those current Community Development Plan procedures and policies that apply to the proposal.
- Section IV identifies the applicable development codes that apply to the proposal.
- Section V identifies the applicable Metro Urban Growth Functional Plan (UGMFP) titles that apply to the proposal.
- Section VI identifies the applicable Oregon Statewide Goals that apply to the proposal.
- Section VIII contains specific findings of fact that detail how the proposal is consistent with Sections II through VII:
  - Subsection A is findings of fact for the Community Development Plan procedures.
  - Subsection B is findings of fact for the Community Development Plan policies.
  - Subsection C is findings of fact for the Community Development Plan code.
  - Subsection D is findings of fact for the UGMFP Titles.
  - Subsection E is findings of fact for the State Goals.
- Sections IX and X summarize staff conclusions and recommendations.
- Exhibit 'A' includes the following:
  The proposed amendments to Volume 1, Findings, amending Appendix 44, and Springwater Community Plan Report Summary;

  The proposed amendments to Volume 2, Policies, amending Appendices C and G, the Community Development Plan Map & the Springwater Plan District Map;

  The proposed amendments to Volume 3, Development Code.

SECTION II
APPLICABLE COMMUNITY DEVELOPMENT CODE PROCEDURES

Section 11.0400	Legislative Actions
Section 11.0205	Type IV Procedure – Legislative
Section 11.0300	Public Deliberations and Hearings

SECTION III
APPLICABLE COMMUNITY DEVELOPMENT PLAN GOALS & POLICIES

Section 10.014	Land Use Policies and Regulations
Section 10.100	Citizen Involvement
Section 10.801	Springwater Create a Community
Section 10.802	Springwater Economic Development
Section 10.803	Springwater Sustainability
Section 10.804	Springwater Livability
Section 10.805	Springwater Transportation
Section 10.806	Springwater Natural Resources

SECTION IV
APPLICABLE METRO URBAN GROWTH FUNCTIONAL PLAN TITLES

Title 1	Requirements for Housing and Employment Accommodation
Title 3	Water Quality, Flood Management and Fish and Wildlife Conservation
Title 4	Industrial and Other Employment Areas

SECTION V
APPLICABLE COMMUNITY DEVELOPMENT CODE

Section 4.1000	Plan Districts -- Enabling Legislation

SECTION VI
APPLICABLE OREGON STATEWIDE PLANNING GOALS

Goal 2	Land Use Planning
Goal 5	Natural Resources
Goal 12	Transportation
Goal 14	Urbanization

SECTION VIII
FINDINGS OF FACT

The proposed Community Development Plan amendments attached as Exhibit 'A' are consistent with all applicable procedures, policies and criteria of the Community Development Plan; applicable titles of the Metro Urban Growth Management Functional Plan; and applicable Statewide planning goals as indicated in the following findings. The factual basis and detailed findings for the proposed amendments that will implement the Springwater Community Plan are found in the Volume 1 amendments as contained in Exhibit A.

A. Community Development Code Procedures

1. ***Section 11.0400 - Legislative Actions.*** This section requires that an amendment to the Community Development Code and the Community Development Plan be a legislative action under the Type IV Procedure pursuant to this section. This section applies to this proposal, as it is an amendment to the Community Development Code and the Community Development Plan.

2. ***Section 11.0205 - Type IV Procedure - Legislative.*** This section requires that the Planning Commission shall hold a public hearing and make a recommendation to the Council. The Council shall hold another public hearing and make a final decision. Interested persons may present evidence and

testimony relevant to the proposal. The Planning Commission and Council will make findings for each of the applicable criteria. The section also provides for a hearing process consistent with Section 11.0300. Both the Planning Commission and the City Council, at public hearings in conformance with provisions of this section, will consider this proposal. Findings are made for the applicable criteria in this report or as revised in the record.

3. ***Section 11.0300 – Public Deliberations and Hearings.*** For a Type IV Comprehensive Plan Amendment this section requires that hearings be scheduled, a notice published in a newspaper of general circulation in the City and a copy of the decision be mailed to those required to receive such notice. As the proposed action effects properties' permissive uses a State Measure 56 notice to property owners is required between 40 and 20 days of the first scheduled hearing. Required notice of public hearing for these proposed text amendments has been published in the *Gresham Outlook*, as required by this section and a Measure 56 notice has been mailed to property owners as required by State statutes. The Planning Commission will make a recommendation and the Council will make a decision that will be based on findings of fact contained in this report and in the hearings record and a decision will be sent to those who participated in the hearings. A decision shall be made accompanied by findings and an order.

B. Community Development Plan Goals and Policies (Volume II)

This section identifies the Community Development Plan goals and policies applicable to Springwater Community Plan comprehensive plan amendments. The text (*italicized*) of the policy is followed by corresponding findings and conclusions. The applicable policies are grouped by general categories.

1. General Goals & Policies

Section 10.014 Land Use Policies and Regulations

Goal: Maintain an up-to-date Comprehensive Plan and implementing regulations as the legislative foundation of Gresham's land use program."

Policy 1: The City's land use program will be consistent with state and regional requirements but also shall serve the best interests of Gresham.

Policy 4: The City shall promote a development pattern of land uses in the amounts, types and of sufficient economic values to advance the community's quality of life and its social and fiscal stability.

Policy 11: The City's land use regulations shall identify and protect designated significant natural resources. These regulations shall have sufficient flexibility to allow development to adapt to unique and difficult conditions.

Policy 21: Council may, upon finding it is the overall public interest, initiate legislative processes to change the Comprehensive Plan text and Community Development Plan Map(s) and Development Code.

Policy 23: Gresham shall coordinate the development, adoption and amendment of its land use related goals, policies and implementing measures with other affected jurisdictions, agencies and special districts.

Action Measure 14: Develop and adopt district plans when necessary to enhance opportunities for economic development, social vitality and other quality of life aspects of specific areas.

Findings
These general goals and policies establish the City's intent to use its comprehensive plan (Gresham Community Development Plan [GCDP]) as the basis for appropriate planning processes and resulting land use plans.

The Springwater Community Plan was established by the adoption of CPA 07-8178, effective December 1, 2005. It amended Volumes 1 through 4 of the GCDP: Volume 1 – Findings Document; Volume 2 – Policy Document; Volume 3 – Development Code; and Volume 4 – Transportation System Plan. The Council's adoption was based on comprehensive findings regarding Gresham Development Plan Goal

and Policies. Findings were made for the following goals: General Plan Requirements and Features (10.012), Citizen Involvement (10.100), Natural Resource, Fish and Wildlife Habitat, Water Resources and Ecologically and Scientifically Significant Areas (10.221), Air Quality (10.231),Water Resources Quality (10.232),Thermal Pollution (10.235), Land Use (10.310), Residential Land Use (10.311), Commercial Land Use (10.312, Historic and Cultural Resources (10.316), Transportation System (10.320), Street System (10.320.1), Transit System (10.320.2), Bicycle System (10.320.3), Pedestrian System (10.320.4), Transportation Demand Management (10.320.5), Public Facilities and Services (10.330), Water Service (10.331), Wastewater Systems (10.332), Stormwater Management System (10.333), School Service (10.411), Parks, Recreation, Open Space and Trails (10.412), Community Design (10.413), Intergovernmental Coordination (10.510), Housing General Policy (10.610), Home Ownership (10.630) and Geographic Mix of Housing Choices (10.660).

The findings for these existing Goals (and accompanying policies) established a new set of Goals and Policies specific to the Springwater Plan District. Findings for the applicable new Springwater Goals and Policies are made later in the section.

The Brickworks/HI site was included in the planning efforts made for the Springwater Community Plan. In 2001 the City commissioned an economic development report regarding industrial development as part of State required periodic review of its comprehensive plan. The report[1] specifically addressed the Brickworks/HI site. It noted that "The brickyard area on the southeast side of Gresham does not appear suitable for heavy industrial reuse, but could eventually become a high amenity corporate/business park location – offering rolling topography and direct proximity to new upscale neighborhoods." It also noted that "Part of the master planning for the site should address suitability for industrial versus residential/commercial [mixed use] reuse." And it suggested that "Before transitioning portions of the area out of an industrial designation, it would be appropriate to secure replacement property that could be designated and more readily developed for industrial use elsewhere in the Gresham area."

The City, in March 2002, identified to Metro that the site may be more suited as a mixed use employment site rather than a totally industrial site. The Metro Council considered the change at the time of the expansion of the Urban Growth Boundary (UGB) in December 2002 that included the Springwater industrial areas. The decision, with the City concurrence, was to include the Brickworks/HI site in the study area to address these issues of what industrial use is appropriate for the site and should there be other residential or commercial uses on the site in relationship to the new lands that would be available for industrial development in Springwater.

In brief, the major steps taken to create the Springwater Community Plan including the Brickworks/HI site were:

- An inventory of base conditions and analysis of land use, economic development, transportation, natural resources and infrastructure needs that establishes infrastructure needs and current conditions impacting economic development and housing needs.
- Project work teams of city, other agency and consultant staff are formed for each of the topical elements (natural resources, transportation, economic development, public facilities, land use, public involvement).
- A public involvement plan is established and carried out. It included developing a comprehensive mailing list and periodic newsletter mailings; establishing a 23 including a comprehensive mailing list and periodic mailings(six newsletter and three postcards; establishing a 23-member Community Working Group (CWG) as the stakeholder advisory committee; and holding a series of workshops and open houses..
- Project goals and implementing policies are established. The CWG develops a series of goals and policies that guides development of the plan. The titles of the established goals are: Create a Community; Economic Development; Sustainability; Livability; Transportation; and Natural Resources.
- Four scenarios are developed. Scenario planning involves considering many possible *urbanization concepts for Springwater. The scenario planning participants develop scenarios* by modifying transportation elements and location and number of industrial, office, retail, and

[1] GRESHAM INDUSTRIAL EMPLOYMENT & ECONOMIC STUDY, August 2001, E. D. Hovee

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 the scenarios. These scenarios are compared and common elements are used to formulate three scenarios. A fourth scenario is developed by members of the Community Working Group (CWG).

- The four scenarios are evaluated to determine how well certain elements of the scenarios meet the goals and policies for the project. Evaluation measures include 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 are shown to support the Plan goals better than those of other scenarios. A final concept plan map is developed as a blend of these elements.
- A draft concept plan map is endorsed by CWG in October 2004.
- The Council endorses the draft concept plan map and initiates the Springwater Plan District legislative process in November 2004.
- The Springwater Community Plan is developed based on the Draft Concept Plan Map. Implementing elements include a natural resource plan pursuant to the State Goal 5 ESEE process; an annexation and development strategies Plan, Springwater Goals, Policies and Actions Measures; water, wastewater; stormwater and parks public facility plans consistent with State Goal 8; a Springwater Plan District map and development code; hillside and floodplain constraint maps, and a transportation system plan.
- The Council initiates the Brickworks/HI site comprehensive plan amendment legislative process at a December 6, 2005 Council meeting.
- Additional review by the CWG along with property owner and developer meetings and a public open house occur.

A summary of the major elements of the Brickworks/HI site are:

- An average capacity estimate of 1,586 new jobs and 310 new dwellings.
- 77.5 acres of industrial designation with two sub-districts. There are 53.4 acres of IND-SW located on the south part of the site with frontage along Hogan Road and the Springwater Corridor Trail. The IND-SW sub-district area includes existing manufacturing facilities for a manufacture of brick and concrete blocks with a resource extraction pit that occupies about 43.1 acres of the I-SW land. That leaves about 10.3 acres of vacant I-SW land. There is also 24.1 acres of RTI-SW designated land located north of the IND-SW sub-district with frontage on Hogan Road and Palmquist Road. This designation is primarily to provide for industrial uses including research and technology employment in office like buildings. The RTI-SW is mostly vacant or re-developable except for a mini-storage facility (1.8 acres) and school district service buildings (2 acres). Emphasis for both sub-districts is businesses that are sustainable in nature and utilize green practices.
- A 2.5-acre neighborhood commercial site located at the corner of Hogan Road and Palmquist Road. It provides retail and services for the adjacent residential neighborhoods and the future industrial development.
- Two residential districts. One is 19.1 acres of Townhouse Residential-Springwater (THR-SW) located between the RTI-SW and the existing school district site with frontage on Palmquist Road. And the second is 23.6 acres of Low Density Residential-SW (LDR-SW). The LDR-SW includes a public high school and public elementary school plus seven acres of vacant land just to the south of the school buildings. The LDR-SW sub-district site is located in the northeast corner of the site. The school buildings have frontage on Palmquist Road.
- The adopted Springwater Transportation System Plan identifies a new collector and community street system to serve the Brickworks/HI site. New streets are planned to be green streets utilizing a swale system for stormwater management.
- About 35.9 acres of Environmentally Sensitive Resource Areas-SW (ESRA-SW) land. The ESRA–SW implements the Springwater natural resources plan which is 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. The ESRA-SW designation is proposed for two Johnson Creek tributaries (Bus and Oops Creek) located in a forest canopy and that large mixed grove

including Hogan Cedars located adjacent to the Springwater Corridor Trail and Johnson Creek. The Hogan Cedars grove has been identified as a Springwater Stormwater Master Plan CIP project to enhance the natural resources value for water quality and stormwater management purposes.

- 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.

Conclusion

Policy 1 is addressed as the Brickworks/HI site was identified as a key component of the Springwater Plan District during the Springwater Community Planning effort. The Springwater Community Plan identified an appropriate level of a more flexible and sustainable industrial development with application of the RTI-SW and IND-SW sub-districts while providing some housing and commercial use which will support the future employment both on site and in Springwater. The proposed plan also addresses current uses of the site and lack of site suitability as a Heavy Industrial site.

Policy 4 is addressed by designation of 77.5 acres of Industrial and RTI sub-district Districts along with a 2.5 acre neighborhood commercial area that will provide employment opportunities, economic development and fiscal stability for the City along with the residential areas that provide a transition from the schools and housing support for the new employment areas.

Policy 11 is addressed by the adoption of the Environmentally Sensitive Resource Areas (ESRA) land use sub-district that identifies and provides protection and improvement opportunities for the Springwater natural resources including Johnson Creek and its tributaries while providing for sustainable urban development on Brickworks/HI site.

Policy 21 was addressed by the Council including the Brickworks/HI site in accepted Springwater Concept Plan and by it initiation of the legislative process to add the site to the Springwater Plan District on December 6, 2005.

Policy 23 was addressed through the inclusion of jurisdictions, agencies and districts on the CWG, Springwater work teams and the mailing list as well as by project staff presentations. The coordination continued after the Springwater Plan District was developed during the Brickworks/HI site legislative process.

Action Measure 14 is addressed by adding the Brickworks/HI site to the Springwater Plan District map as it was included in the Springwater Community planning effort.

Goal 10.014 is addressed by amending the Springwater Plan District to include the Brickworks/HI site including new industrial sub-district, housing types and natural resource areas. This action maintains an up-to-date Comprehensive Plan and implementing regulations as the adopted Springwater Community Plan anticipated this action.

The proposal is consistent with the applicable general goals, policies and action measures listed in this section.

2. Citizen Involvement Goals & Policies

Section 10.100 - Citizen Involvement

Goal: The City shall provide opportunities for citizens to participate in all phases of the planning process by coordinating citizen involvement functions; effectively communicating information; and facilitating opportunities for input.

Policy 1: The City shall ensure the opportunity for citizen participation and input when preparing and revising policies, plans and implementing regulations.

Policy 6: The City shall ensure that technical information necessary to make policy decisions is readily available.

Policy 7: The City shall facilitate involvement of citizens in the planning process, including data collection, plan preparation, adoption, implementation, evaluation and revision.

Policy 10: The City shall ensure the opportunity for the public to be involved in all phases of planning projects and issues.

Action Measure 1.c: Establish council advisory groups and ad-hoc committees to advise staff, the Planning Commission, and City Council regarding land use issues by: ... forming specific advisory committees to provide input into land use topics.

Findings

The public involvement goals and policies establish the City's intent that its citizens have meaningful opportunities throughout a planning project to be informed and to affect proposals. When the Springwater Plan District was adopted findings and conclusions for an extensive public involvement program were made. Planning for the Brickworks/HI site was part of this public involvement process.

Public involvement was used early in the planning process to help identify community values and incorporate goals and opportunities identified by members of the public into initial planning efforts. The public involvement process continued through development of the Plan to gain public input, help evaluate issues and alternatives, and guide the process to maximize the interests of all community stakeholders. A public involvement plan (PIP) was drafted and taken to the Citizen Involvement Committee who endorsed the PIP at their November 6, 2003 meeting.

The goals of the public involvement and information program for the Plan were to:

- Maximize the community's voice, provide information about the plan and the process, and to gain community consensus
- Include City and regional stakeholders in the planning process
- Consider the existing diversity of the communities
- Provide specific and relevant information and answers to the public
- Coordinate with Damascus and other regional governments
- Provide community education
- Consider other issues and initiatives

To achieve these goals, the project team developed a public involvement and outreach plan that included the following key methods:

- An extensive multi-media public outreach effort including a project website, six newsletters (including four, full-color newspaper inserts), press releases, and four postcards
- The project website (www.ci.gresham.or.us/springwater/) includes staff contact names and numbers, an e-mail address dedicated to Springwater, a schedule of events, and postings of draft materials
- Stakeholder interviews with 42 area property owners; neighborhood groups; neighboring jurisdictions; and business, natural resource, and other interest groups
- A 23-member Community Working Group which met monthly throughout the project and participated in open houses and workshops
- Development of a Springwater mailing list that included all property owners, residents and business owners in Springwater, interested persons, local jurisdictions (Sandy, Portland, Fairview, Troutdale, Wood Village, Happy Valley, Clackamas County, Multnomah County), Metro, State agencies (ODOT, DLCD, OCED), neighborhood associations, Planning Commission and Council and other affected parties
- Four community open houses and one community workshop used to gain input regarding preferred development patterns, issues to address, and ideas to consider that were held at a local area public school

- Informational displays at the open houses and workshops, and for viewing at Gresham City Hall and the Gresham-Barlow School District
- A brokers panel to answer questions related to property values, annexation and plan adoption and timing
- Two web-based surveys, implemented in conjunction with two open houses, and used to gather community input on the scenarios
- Focus groups used to gather professional experts to discuss issues related to sustainability, industry, residential development, industrial development, natural resources, and the Brickworks site
- Community/Agency briefings with City of Gresham elected officials, appointed commissions, business and neighborhood groups, and interest groups. A comprehensive list of these briefings is included in the Summary document (Exhibit A1) and includes the Transportation, Parks, Historic Resources and Finance Council Advisory Committees; the Neighborhood Coalition; the Planning Commission; the Damascus/Boring Advisory Committee; Metro Council, Multnomah County Commissioners; the Oregon Economic and Community Development Department and Oregon Department of Transportation; and the Johnson Creek Watershed Council
- There were eleven Council and five Planning Commission work sessions on Springwater beginning in 2003
- A postcard was mailed to the Springwater mailing list in June 2005 providing information on the legislative schedule of Public Hearings and how to view and comment on the proposal
- Efforts continued after the Springwater Plan District adoption for the Brickworks/HI site including an updated website, review by the CWG, an open house, a 300 foot vicinity notice of public hearing mailing, and the Measure 56 notice mailing.

<u>Conclusion</u>
Policy 1 is addressed by providing multiple and diverse opportunities for citizen participation. The CWG provided policy advice throughout the project. All CWG meetings were open to the public and an opportunity for public comment at the beginning and end of each meeting. The open houses and workshops provided opportunities to ask questions and give input in group and individual settings. Surveys provided opportunity for input. Newsletters mailings (and as inserts in the *Outlook* newspaper) and web postings provided opportunities to review materials and invited contact by calling or meeting in person with city staff. These occurred throughout all phases on the planning project.

Policy 6 is addressed by posting of materials on website and by making materials available through City staff in the Community and Economic Development Department (CEDD). Technical information was documented throughout the process through a series of technical memorandums and made available to the public.

Policy 7 is addressed by mailings and website postings that informed citizens of opportunities to be involved in open houses, surveys and workshops at the key decision points throughout all phases on the planning process including inventory, goals setting, alternative development and evaluation, implementation and adoption.

Policy 10 is addressed by scheduling CWG meetings and open houses and workshops at key milestones. This meant that citizens would be involved in various phases of planning including inventory, goals setting, plan alternatives and evaluation, implementation and adoption. The Springwater public involvement plan was reviewed and endorsed by the Citizen Involvement Committee to ensure that citizens would be involved throughout the project. It was also addressed by maintaining an up-to-date website and by timely mailings that provide specific information on the project as well as how to obtain detail plans and contact city staff for questions and information.

Action Measure 1.c was addressed by the formation of the CWG that was an advisory group to staff throughout all phases on the plan development.

The *Citizen Involvement Goal (10.100)* is addressed by a comprehensive public involvement plan reviewed and endorsed by the Citizen Involvement Committee, utilized during all phases of the plan

development and adoption and which provided varied and multiple opportunities for citizen involvement that was done throughout the Springwater planning effort and continued through the Brickworks/HI legislative process.

The proposal is consistent with the applicable citizen involvement goals, policies and action measures.

2. Springwater Goals & Policies

10.801 Create a Community

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.

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.

5. Sustainable development will be promoted through a combination of incentives, regulations, and recruitment.

Action Measures:

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.

Findings
The Create a Community goals and policies establish the City's intent that that a primary focus of the Springwater planning would be to focus on a high number of industrial and industrial related jobs in a way that promoted Gresham economic vitality. It also established intent that industrial/employment lands would be complemented by providing a variety of housing options; offering flexibility in development opportunities; using sustainable and green building and development practices, and by supporting the protection and enhancement of natural resources.

The Brickworks/HI site was included in the Springwater Community Plan effort primarily to assess it viability as a Heavy Industrial site and its role in realizing the Springwater Community goals and policies. The Brickworks/HI site was included in all scenario development and evaluation and in the recommended Concept Plan.

The proposal would designate 53.4 acres of the site as IND-SW. This sub-district provides a wide range of uses, including all of the Springwater target industries such as advance materials, specialized software applications, recreational equipment and technology and corporate headquarter and well as traditional industrial uses. The existing brick manufacture use would continue to be a conforming use as allowed under the NAICS 327 Nonmetallic Mineral Product Manufacturing classification. There is also a mineral extraction (clay) long time operation which has been determined by the City (MIS 02-6175) to be recognized as a Nonconforming Situation and has such could continue to operate under the terms of its State Permit.

The proposal would designate 24.1 acres of the site as RTI-SW. This sub-district is intended to provide industrial and related employment opportunities in office buildings. Primary uses include knowledge-based industries (graphic communications, creative services), research and development facilities, professional services primarily serving industrial businesses and workers, and medical facilities. RTI-SW design is intended to create pedestrian friendly area and utilize green development practices.

The proposal would designate 2.5 acres of NC-SW. This sub-district is intended to provide small to medium sized shopping and service facilities. It would meet the currently deficient local shopping and service needs of the surrounding residential neighborhoods plus help serve future industrial development on site.

The proposal would designate 23.6 acres of LDR-SW. This sub-district is intended to provide primarily single-family detached lots at an average lot size of 6,000 square feet. The two existing schools would continue to be conforming as community service uses.

The proposal would designate 19.1 acres of THR-SW. This sub-district is intended to provide for single-family, attached and detached, on small lots. These units will provide affordable home ownership opportunities supporting the attractiveness of the Springwater Plan District area to future industrial developments.

The proposal would designate about 35.9 acres of ESRA-SW. This sub-district is intended to provide a framework for the protection and enhancement of the streams, riparian areas and significant tree groves in the area. The designation in the Brickworks/HI site provide for two Johnson Creek tributaries located in forest canopy and a large mixed grove including Hogan Cedars located adjacent to the Springwater Corridor Trail and Johnson Creek. The Hogan Cedar Tree grove is located within the area that could be used for the clay extraction use as provided for in the "Determination of Non-Conforming Situation) City file MIS-02-6175. The Springwater Stormwater Master Plan identified the acquisition of the Grove as a CIP project to "enhance value of significant forested area adjacent to Johnson Creek mainstream for flood protection and water quality enhancement."

Development in the IND-SW and the RTI-SW will address green building and sustainable site development practices. All development will address green stormwater management practices and be served by green streets.

Conclusion

Goal 1 is addressed by implementing the Springwater Plan District and applying sub-districts for industrial and industrial office uses and for Johnson Creek and the associated wetlands and tributary system.

Goal 2 is addressed by an emphasis on industrial and research/technology industrial development and on the targeted industries identified in the economic development analysis.

Goal 3 is addressed by the implementation of the Springwater Plan District that includes sub-districts for townhouse and standard lot single family homes and small neighborhood commercial. The ESRA sub-district established a green infrastructure background for Springwater and incorporated into the brickwork/HI site.

Policy 1 is addressed as the Springwater Community Plan was developed with the Brickworks/HI site and is the basis for the Springwater Plan District, Public Facility Plan, Transportation System Plan, and other implementing measures that will apply to the Brickworks/HI site.

Policy 5 is addressed by the applying the development standards in the Springwater Plan District that include green practices for stormwater management, green building standards, and Xeriscape landscaping standards to the Brickworks/HI site. Targeted industries include "eco-park" development and could occur in the Brickworks/HI site.

AM 5 is addressed by including the Brickworks/HI site in the Springwater Plan District. The Springwater Plan District was based on study the identified specific issues and opportunities associated with the Springwater area and that study included an analysis of the Brickworks/HI and a determination that it was in the City's interest to include the Brickworks/HI site in the Concept Plan.

The proposal is consistent with applicable Springwater Create a Community goals, policies and action measures.

10.802 Economic Development

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.

Policies

1. Maximize the land area and accessibility for industrial and industry-related jobs.

4. Provide for a range of job opportunities, catering to various skill sets and building on the skills of workers in the East Metro region.

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.

Findings
The Economic Development goals and policies establish the City's intent that the primary reason for bringing the Springwater area into the UGB and its subsequent planning was bringing industrial development and family-wage jobs to east Multnomah County. The Brickworks/HI site was part of the subsequent planning and created Concept Plan establishing it as a component in meeting economic development goals and policies of the Springwater Plan.

The Brickworks/HI site has been zoned as Heavy Industrial (HI) since at least 1980. During the past 35 years the HI designation has not resulted in any consequential industrial development (mini-storage and a school bus storage site). In August 2001 a report[1] was completed for the City that was intended to update its industrial lands inventory and its economic development goals, policies and strategies. A key recommendation of the study was consider rezoning portions or all of the Brickwork industrial areas from HI to BP (Business Park). It noted that "The brickyard area on the southeast side of Gresham does not appear suitable for heavy industrial reuse, but could eventually become a high amenity corporate/business park location – offering rolling topography and direct proximity to new upscale neighborhoods ... sub-area/master planning is recommended to establish framework for this long-term transition."

Subsequent to this report City planning and economic development staff and site property owners engaged in conversations about the future zoning for this site. This ultimately led to joint Metro and Gresham decision to include the Brickworks/HI site in the Springwater Community planning effort with intent to best understand what role the site could have in achieving economic development goals.

The Springwater Plan identified short term target industries that included such industries as specialized software applications, corporate headquarters, and professional services. The RTI-SW sub-district focuses on providing space for industrial users and related enterprises serving industrial clients and on

research and technology employment in office-type buildings. The RTI-SW and the IND-SW were developed to provide for the needs of the targeted industries.

The proposed application of the Springwater Plan District would result in 24.1 acres of RTI-SW and about 10.3 acres of vacant, adjacent IND-SW land [the bulk of the IND-SW is the existing brick and tile manufacturing facility and clay extraction pit]. The Brickworks/HI site has a strong physical and visual connection to Springwater. The Palmblad/Telford collector street system connects the Brickworks/HI site to a planned east/west collector street that connects the IND-SW lands east of Telford to the Village Center and RTI-SW lands west of Telford. The Springwater Corridor Trail and Johnson Creek are important landscape features that tie the areas together.

Average job capacity in the current Springwater Plan District area is an estimated 15,330 (NC-SW 151; VC-SW 339; RTI-SW 5,702; and IND-SW 9,138). The housing average capacity is an estimated 1,609 units (VLDR-SW 175; LDR-SW 563; THR-SW 591; and VC-SW 180 [mixed-use only]). This is a job-to-housing ratio of 9.5:1. As development occurs over time this will greatly reduce the current Gresham jobs-to-housing ratio and resulting in ratios consistent with regional ratios.

The Brickworks/HI site was not included in these numbers as it was not included in the Springwater Plan District adoption. In 2000, the City completed a report[2] that demonstrated that the City met the Metro Title 1 job and housing target capacity. Based on the methodology of that report and on current vacant land, the job capacity for the vacant current HI designation is 780 jobs. The tables below use the same methodology that was used in the Springwater Community Plan and show job and housing average capacity if the proposed Springwater Plan District designations are applied. Using this methodology the average capacity in the Brickworks/HI site is 1,610 jobs and 310 households. These numbers include only developable land and exclude, for example, the existing brick manufacturing and clay resource area.

When these numbers are added to the average capacity for the current Springwater Plan District area the jobs-to-housing ratio is 8.8:1.

The Springwater Community Plan industrial recruitment and marketing plan noted that a modest amount of housing in the Plan area was needed both meet Springwater vision as a community in which people could "live, work, and play" and to accommodate Springwater's employment goals. The townhouse sub-district along with the LDR-SW sub-district housing should attract single, couple and young family buyers that will likely make up much of the white and blue collar Springwater workers. Opportunities for large lot estate housing and other housing were planned in the current Springwater Plan District area.

Jobs Average Capacity						
District	Gross Acres	Net Acres[8]	Average FAR[3]	Sq Footage	Sq Feet per job[4]	Jobs
NC-SW	2.5	2.0	.35:1	30,492	550	55
RTI-SW	24.1	18.8	.55:1	450,410	350	1,287
IND-SW	10.3[5]	8.0	.35:1	121,968	500	244
					Total	**1,586**

[2] Capacity Analysis Report, November 13, 2000, CEDD
[3] Average floor area figures come from the Springwater Title 11 compliance report.
[4] The square foot per job figures come from the Springwater Title 11 compliance report.
[5] The land improved with the existing brick manufacturing plant and used or available for the surface clay mining are not included in the gross acres.

Dwelling Unit Average Capacity				
District	Gross Acres	Net Acres[8]	Average Capacity DU per net acre	Dwelling Units
LDR-SW	9.1	7.1	7.2	51
THR-SW	19.1	14.9	17.4	259
			Total	**310**

Conclusion

Goal 1 is addressed by replacing the current Heavy Industrial District with the Springwater Plan District map sub-district designations of IND-SW and RTI-SW that together have an estimated capacity of 1,610 jobs that focus on flexible and sustainable industrial users.

Goal 2 is addressed by applying the Springwater Plan District which includes businesses with an interest in sustainability in the targeted industries and considering the recruitment of industries to include the marketing of Springwater as an economic, environmental, and socially sustainable place.

Policy 1 is addressed by identifying those lands in the Brickworks/HI suitable for industrial and industry-related jobs by taking into account current uses, such as the public schools; the natural resources areas, demographic and economic development needs for housing; and demographic needs for a small neighborhood commercial area.

Policy 4 is addressed by applying the Springwater Plan District which includes an industrial study that identified targeted industries based on short, medium, and long term possibilities. The marketing and recruitment plan will include the Brickworks/HI site which, as it is already in the City and has nearby City services, may be an early candidate for Springwater development.

Policy 8 is addressed by applying the Springwater Plan District that provides for standards regarding green "LEED" building and green stormwater management practices

Policy 9 is addressed by planning for single-family townhouse and detached lot residential neighborhoods. And by applying the Springwater Plan District design standards provided for the Townhouse residential sub-district.

Policy 10 is addressed by the applying the Springwater Community Plan recruitment plan strategy to target these types of industries to the Brickworks/HI site.

Policy 11 and Policy 12 are addressed by planning for an average capacity of 1,586 jobs in the IND-SW, RTI-SW, and NC-SW sub-districts that will be added to the 15,330 planned jobs in the Springwater Plan District. At build-out this will bring the jobs-to-housing balance in Gresham to a regional figure.

The proposal is consistent with the applicable Springwater Economic Development goals and policies.

10.803 Sustainability

Goal

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.

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.

5. Preserve, restore and enhance natural resources in ways that help ensure its long-term economic, social and environmental benefits as Springwater urbanizes.

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.

Findings

The Springwater Sustainability goal and policies establish the City's intent develop an economically, environmentally and socially sustainable community in Springwater. In the Springwater Community Planning process the Brickworks/HI site with its proximate industrial lands, and connections by important roads, Johnson Creek and the Springwater Corridor Trail, was planned as a key component in reaching the Springwater sustainability goal.

For economic development purposes Springwater is positioned as sustainable community by practices such as targeting companies the produce environmentally-friendly or holistic products; by targeting companies that can benefit from co-location and collaboration in the management of resources; and by requiring and encouraging the US Green Building Council's Leadership in Energy and Environmental Design (LEED) practices. LEED practices improve occupant well-being, environmental performance and economic return of buildings. Both the RTI-SW and IND-SW provide for LEED practices.

Site development practices can also foster sustainability. All development in the Springwater Plan District will practice green or low impact stormwater management practices. This is system that will minimize the potential impact that the high level of industrial and urban development could have on flooding, erosion and water quality and natural habitats. These practices use a system of landscaping features that treat and infiltrate stormwater on the development site instead of using a traditional piped collection and conveyance system. These practices will include minimizing impervious surfaces, using ecoroofs, maximizing the tree canopy, using onsite stormwater treatment facilities such as landscape planters and bioswales and green streets.

There is a large 28.2 mixed grove forest located in the southern part of the site next to the Springwater Trial Corridor. The grove has been identified as a natural resources area and a Springwater Stormwater Master Plan CIP project to "enhance the value of significant forested area adjacent to Johnson Creek mainstem for flood protection and water quality enhancement".

Industrial and commercial developments will also be required to utilize xeriscape landscaping. Xeriscape landscaping promotes water conservation by maximizing native vegetation as well as drought resistant landscaping. It also supports and encourages protection and enhancement of natural areas where development takes place next to the ESRAs.

Sustainability is also promoted by providing for transit opportunities and for walking and biking facilities. The Springwater Transportation System Plan (TSP) identified Hogan Road that fronts along the Brickworks/HI site as a Primary Transit Route. The Springwater TSP includes a proposed hiking trail on the Brickworks/HI site which connects to the Springwater corridor trail and the proposed Springwater Village loop trail. The Springwater TSP provides for all streets to include sidewalk and bike facilities.

Conclusion
Goal 1 is addressed by applying the Springwater Plan District that has standards for green building practices, tree planting, Xeriscape landscaping, and green stormwater practices. Additionally open space strategies include programs to foster good environmental stewardship.

Policy 1 is addressed by applying the Springwater Plan District that includes requirements for green building practices based on LEED criteria.

Policy 3 is addressed by applying the Springwater Plan District that provides that streets will be green streets and by requiring the use of green development practices for all development.

Policy 5 is addressed by a natural resources plan that has identified natural resources to be preserved and the best opportunities for enhancements to the natural resources system. In the Brickworks/HI site ESRA-SW sub-district is applied to two Johnson Creek tributary areas and to a large tree grove near Johnson Creek.

Policy 7 is addressed by applying the Springwater Transportation System Plan (TSP) that plans for primary transit route alternatives on Hogan Road which serves the Brickworks/HI site, by providing trial connections to the Springwater planned trail system and providing for an extensive system of on-street and off-street biking and walking routes.

Policy 8 is addressed by applying the Springwater Plan District tree planting and preservation requirements that are intended to result in a Springwater urban forest canopy and by identifying the large mixed grove as ESRA-SW site.

Policy 9 is addressed by applying the IND-SW and RTI-SW sub-districts that provide for compact development to maximize job opportunities and efficient use of land.

Policy 10 is addressed by applying the IND-SW and RTI-SW sub-districts that are intended to encourage a diverse set of economic activities and to be flexible to accommodate changes in the future and to be part of a City-wide and east region-wide economic development strategy.

The proposal is consistent with the applicable Springwater Sustainability goals and policies.

10.804 Livability

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.

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

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.

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.

11. Build upon Springwater's unique characteristics and location, such as its proximity to and views of Mt. Hood.

Findings
The Springwater livability goal and policies establish the City's intent that livability in Springwater can be achieved by developing a complete, sustainable community that balances the City's need for economic development with natural resource protection and infrastructure development. The Springwater Community Planning process established that the Brickworks/HI site with planned industrial, residential and commercial land uses, planned natural resource protection areas, and with its planned public infrastructure elements is a key component in reaching the Springwater livability goal.

The planned trail system is included in the Brickworks/HI site and offers access to and from the planned Springwater Village Center and pedestrian industrial office district (RTI-SW), the westside residential neighborhoods and the eastside industrial (IND-SW) districts.

The proposed THR-SW and LDR-SW sub-districts provides for a range of single family townhomes and detached lots that are part of the larger range of housing options in the Springwater Plan District that will meet a variety of needs. The planned housing in the Brickworks/HI site will provide housing for potential Springwater employees.

Application of the Springwater Plan District enhances access and use of the Springwater Corridor Trail. Its also provides for access to the planned Springwater community and neighborhood parks, trails and open spaces. It will also provide a good connection between the proposed Sports Center just north of the Brickworks/HI site and the rest of the Springwater Community Plan area.

The planned small neighborhood commercial sub-district will provide for local shopping and service needs both for the new and existing residential neighborhoods and the future industrial employees.

Conclusion
Goal 1 is addressed by applying the Springwater Plan District sub-districts that provide for compact and sustainable industrial development. The Springwater Plan District also promotes livability by requiring pedestrian friendly design in the residential neighborhoods, townhouse district, and the industrial/office district; by connecting the Brickworks sites to the planned community and neighborhoods parks and the open space and trail systems that integrate with Johnson Creek and its tributary natural system; and by a TSP that includes a transit plan with primary, secondary, and neighborhood circulation routes including a primary transit route along Hogan Road; a new arterial and collector system; and an extensive on-street and off-street bicycle and pedestrian system.

Goal 3 is addressed by the integration of the Johnson Creek system via the ESRA-SW sub-district, by taking advantage of Mt. Hood and other views, by planning for a robust mix of industrial and industrial related office businesses, and through regulations and incentives for sustainable and green practices such as green stormwater management and streets, green building practices, and Xeriscape landscaping.

Policy 2 is addressed by applying pedestrian friendly design standards and guidelines, the green building standards in the THR-SW, RTI-SW, and IND-SW sub-districts, and by the safe neighborhood standards in the LDR-SW sub-districts.

Policy 3 is addressed by inclusion of the ESRA-SW district for those areas identified and planned as ESRA-SW in the brickworks/LI site.

Policy 5 is addressed by applying the Springwater TSP and Parks PFP that plans for walking and biking and transit options with a primary transit route on Hogan to serve the Brickworks/HI site and to connect it to the planned Village Center, residential neighborhoods and industrial districts in Springwater. A strong green system is planned along the Springwater Corridor Trail and a natural themed community park is planned adjacent to Johnson Creek and the Springwater Trail.

Policy 6 is addressed by the ESRA-SW that incorporates Johnson Creek and its tributaries that flow through the area and on the Brickworks/HI site and by the planned parks and park blocks and a trail system that ties residential neighborhoods to the open space system and is connected to the Brickworks/Hi site.

Policy 7 is addressed by the Springwater trail system that will connect to the Springwater Corridor System and to the regional trail system west to Pleasant Valley.

Policy 10 is addressed by applying the Springwater Plan District which includes a marketing and recruiting plan identifying targeted industries such as recreational equipment and technology that can take advantage of proximity to Mt. Hood and the Gorge.

The proposal is consistent with the applicable Springwater Livability goals and policies.

10.805 Transportation

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.

7. Encourage alternative modes of transportation within the Springwater community.

8. Provide good connectivity and access to practical destinations.

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.

15. Plan roads to accommodate the movement of goods and services (truck traffic).

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.

Findings
The Springwater Transportation goal and policies establish the City's intent that well-planned transportation system is critical to attracting economic development to Springwater and to achieving the area's goals for livability and sustainable development. The Springwater Community Planning process established that the Brickworks/HI site was part of the Springwater Transportation System Plan.

Key features of the Transportation System Plan as they apply to the Brickworks/HI site are:

- New north-south community street and east-west collector street connecting the site, Hogan Road and Palmquist Rd. to the planned Springwater arterial and collector system.
- Upgrades to Palmquist Rd., 252nd/Palmblad Avenue and to Hogan Road to accommodate biking and waking and to deal with existing safety issues.
- Connect the site to the planned regional and community transit service to Springwater. Hogan Road is planned as a primary transit route which provides 10-15 minute service at peak hours and at least 30 minute service during off-peak hours.
- Hogan Road is planned as an arterial road that will connect to a new Rugg Road arterial system that connects to the planned US 26 interchange. The 252nd/Palmblad/Telford collector system also connects to the Rugg Road arterial near the interchange. These connect the Brickworks/HI site to the Village Center and to the Springwater Industrial districts.
- Green streets are required and are an integral part of the stormwater management system and provide walkable, tree-lines streets.

Conclusion
The Transportation goal is addressed by applying Springwater Transportation System Plan (TSP) that applies to the Springwater Plan District. The TSP details a well-planned transportation system for connectivity within residential neighborhoods and to employment and shopping areas; transit; walking and biking, pedestrian friendly design; green streets; and improvements to US 26 regarding regional freight and transportation centers. The Brickyard/HI site is integrated into the already adopted TSP.

Policy 1 is addressed by the North/South Corridor Study identifying corridor wide projects that will need to be addressed, in part, to accommodate Springwater and the Brickworks/HI site. A future Metro Corridor Study will be undertaken.

Policy 2 is addressed applying the Springwater TSP that requires green streets in Springwater based on Metro and Pleasant Valley past studies and which identify the swale designs needed to handle specified stormwater design flows.

Policy 7 is addressed by applying the Springwater TSP that provides for transit, a bicycle and pedestrian, a trails, and street connectivity within the Brickworks/HI site and to the rest of Springwater.

Policy 8 is addressed by applying the Springwater TSP with a connectivity plan that meets local and regional standards and provides for community and collector streets within the Brickwork/HI site.

Policy 11 is addressed by applying to the Brickworks/HI site a Transit Plan that was created in cooperation with TriMet including designating Hogan Road as a primary transit route.

Policy 12 is addressed by applying the Springwater TSP that provides for improvement to Palmblad, Palmquist and Hogan Road and provides for connections regional arterial system planned for the future industrial development.

Policy 15 is addressed by the planned enhancements to US 26 and by the planned arterials and other street improvements for Springwater including the Brickworks/HI site.

Policy 17 is addressed in the TSP which identifies existing issues that will be improved by the planned system including existing streets fronting on the Brickworks/HI site.

Policy 18 is addressed in the North/South Corridor Study and will be an on-going action.

Policy 19 is addressed in the US 26 Concept Design and Access Plan that was developed under a TGM grant as a companion project to the Springwater planning effort and will support future development of the Brickworks/HI site.

The proposal is consistent with the applicable Springwater Transportation goal and policies.

10.806 Natural Resources

Goal

The plan will preserve, protect and enhance natural resources.

Policies

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.

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.

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.

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.

Findings

The Springwater Natural Resources goal and policies establish the City's intent protect and enhance the extensive natural resource system in Springwater that includes a two-mile section of mainstem Johnson Creek, four miles of major tributaries, and other unique habitat such as "Hogan Cedar Grove" on the Brickworks site. The Springwater Community Planning process included developing a natural resources plan based on a State Goal 5 ESEE analysis that identified significant natural resources found on the Brickworks/HI site and recommended protection measures for them.

A natural resource study and implementation plan was conducted for Springwater and is detailed in the Natural Resources Report and State Goal 5 Economic, Social, Environmental and Energy (ESEE) Analysis Report. A regulatory tool was developed to protect significant natural resources, consistent with

the recommendations of the NR Report and ESEE Analysis. It is known as the Environmentally Sensitive Resource Areas-SW (ESRA-SW) sub-district.

The key steps in completing the natural resources plan were:

- Collecting and reviewing existing information. This included Metro's baseline information for riparian and wildlife resources (Metro adopted significant habitat inventory); from Multnomah County's West of Sandy River Plan; and Oregon Department of Fish and Wildlife (ODFW)
- Conducting field studies and determining fish and wildlife habitat quantity and quality. These field surveys were done by the Springwater environmental consultant, Natural Resource Planning Services, Inc. (NRPS).
- Conducting a local wetland inventory under State rules.
- Preparing map layers of resources. The resources included Johnson Creek and tributaries, wetlands, riparian areas, and wildlife habitat. Johnson Creek is considered by NOAA Fisheries as critical habitat for Lower Columbia River steelhead and Chinook and it has been listed as essential habitat for Coho and Chinook. It is also a DEQ listed water quality limited stream.
- Determining the significance of all resources mapped. This was a three-step process to consider how changes to natural resources change:
    - Identifies broad scale characteristics such as geology, terrain and human infrastructure in which changes occur
    - Identifying functions of water quality, channel dynamics, water quantity, microclimate, fish habitat, organic materials, wildlife habitat, sensitive species and upland interior habitat which are the processes for change
    - Identifying how specific areas have changed in terms or disturbance and resilience in order to determine areas best suited for preservation and for enhancements
- Adopting a ranked list of significant resource sites. Generally sites of Class 2 through 6 were identified as significant resource sites. Those sites functioning well, and/or combining three or more resources, were given the highest rating (Class 6). Whereas those sites that had low habitat/watershed health values or were relatively small and isolated were rated low (Class 1).
- Determining the level of protection by conducting an ESEE analysis. An ESEE analysis involves a determination as to the consequence to resource of allowing, limiting or prohibiting conflicting uses within an impact area. The impact area was determined to be the remaining Plan area situated outside of the resource sites. Conflicting uses are uses that can have economic, social, environmental, or energy consequences depending upon whether or not they are fully allowed or partially allowed within the resource site and adjoining impact area. The ESEE analysis concluded that the best approach in terms of the ESEE elements was to allow all the uses in the proposed IND-SW, RTI-SW, VC-SW, NC-SW, LDR-SW and VLDR-SW Springwater Plan sub-districts in the non-resource lands (impact area) and to allow some uses in the proposed ESRA-SW. The ESRA-SW limits conflicting uses primarily to allowing certain utilities and to allowing a limited amount of development in cases when all or most of the parcel is in the ESRA-SW.
- Determining the final ESRA-SW boundary. A boundary was determined for each resource site utilizing factors of the Springwater goals and policies; the resource significance ratings, Metro's protection standards; and the allowance of limited uses as determined by the ESEE. This boundary is based on Table 7.2 of the ESEE Analysis, which recommended for each creek a minimum development setback that is measured from the top of bank. The purpose of the ESRA-SW is to prevent resource degradation; protect the functional value of the resource site and health of the watershed; and provide where possible opportunities for enhancement of the resource site and overall watershed health.
- Establishing the ESRA-SW sub-district. All lands within the ESRA-SW are protected from urban development. Limited development is allowed and managed in a way that is compatible with the goals of the natural resource protection and the function of the resource site. Opportunity for development is provided for any existing parcel that is completely or substantially within the ESRA-SW.
- Identifying funding strategies. As the area develops, environmentally sensitive habitats and natural features will be protected through a combination of public acquisition and regulation. A natural resource management plan is included in the natural resources plan. It identifies

projects, their value and opportunities for enhancement, rough costs estimates, and potential funding sources.

Three ESRA-SW sites were established in the Brickworks/HI site. The ESRA-SW designation is proposed for two Johnson Creek tributaries (Bus and Oops Creek). Bus Creek (3.6acres) and Ops Creek (4.1 acres) are located in intact riparian areas of a mature conifer and deciduous forest canopy and mixed shrubs. The two tributaries were classified as Class 3 Resources (tributary to Johnson Creek in forest canopy) and the ESRA-SW area encompasses 175 of either side of the top of bank for water quality, riparian/upland connectivity, and large wood recruitment.

The third ESRA-SW site is a large (28.2 acres) mature mixed deciduous/conifer tree grove including Hogan Cedars with good wildlife value as wildlife movement corridor. It is located adjacent to the Springwater Corridor Trail and Johnson Creek. This tree grove was classified as a Class 5 Resource with major contribution to watershed protection based on its combination of tree grove and unique habitat protection qualities. The stormwater capital improvement project list includes acquiring this tree grove to "enhance value of significant forested area adjacent to Johnson Creek mainstem for flood protection and water quality enhancement". Lands south and adjacent of this tree grove have are also ESRA-SW lands and include a planned Springwater Community Park that is "intended to tie together open space, trails, and interpretive opportunities into a respectful and education encounter with the natural environment." The natural areas of this park are a potential synergy with the stormwater management and habitat values of the tree grove. The grove site is included as a potential area for surface mining (clay resources) under an existing Oregon Department of Geology and Mineral Industries permit. The site location was included in a City "Determination of Non-Conforming Situation" (MIS 02-6175) regarding the surface mining operation.

Development under the Springwater Plan District is subject to green stormwater management practices including building green streets. These practices manage stormwater quality and quantity in a manner which limits impacts to and can enhance natural resource riparian areas. Additionally Xeriscape landscaping required for industrial sites promote water conservation and the use of natural planting that can also enhance natural resource areas.

<u>Conclusion</u>
The Springwater Natural Resources goal is addressed by applying the natural resources plan and the accompanying ESEE analysis that has identified significant natural resources on the Brickworks/HI site and which provides protection and enhancement opportunities, and identifies funding strategies.

Policy 1 is addressed as the applied natural resources plan recognized the importance of Johnson Creek by identifying and designating as ESRA-SW two Johnson Creek tributaries and large tree grove adjacent to Johnson Creek that will enhance habitat, water quality and water quantity values of Johnson Creek.

Policy 3 is addressed by the designating as ESRA-SW sub-district the two tributaries and the large tree grove which are part the green infrastructure Johnson Creek system for Springwater and which preserves the areas and provides for future enhancement opportunities.

Policy 4 is addressed by the planned natural resources oriented community park located adjacent to Johnson Creek and the Springwater Corridor trail, and which includes wetland, riparian, and upland habitat potential and which will act in synergy with the Brickworks/HI tree grove that has been identified as CIP eligible stormwater acquisition project.

Policy 7 is addressed by applying the natural resources plan to the Brickworks/HI site. The natural resources plan incorporated inventory work for the entire watershed and considered impact of development in Springwater to the downstream ecosystem. The ESRA-SW areas and standards for green stormwater management practices address this policy.

Policy 8 is addressed in the natural resources plan that specifically identified watershed functions and provided for enhancement opportunities for sensitive species habitat including for the Brickworks/HI Bus and Ops Creeks.

Policy 10 is addressed by applying to the Brickworks/HI site a natural resources plan that is based on the State Goal 5 ESEE analysis that requires the balancing of economic, social, environmental, and energy considerations regarding urbanization and natural resources.

Policy 11 is addressed by the application of ESRA-SW district, by the natural resources plan, and by the Stormwater PFP that identify removal of barriers and systems that will enhance habitat and flood control, by provisions for tree planting, by provisions for green stormwater management, and by provisions for Xeriscape landscaping.

Policy 12 is addressed by application of provisions for erosion control that are consistent with regional and local standards and which uses green development practices.

The proposal is consistent with the applicable goal and policies of the Springwater Natural Resources goal.

C. Community Development Code Plan District Enabling Legislation (4.1000)

(A) A Plan District may be designated when the city finds that conditions within a specific area are such that unique planning and regulatory tools are required to achieve desired results. A Plan District designation may be warranted based on specific land use, economic, transportation, public facilities, historic, or natural conditions found to exist in the area. Plan District designation provides a means to create or modify development districts and standards in ways which address specific opportunities and problems within the plan area. These new or modified development districts and standards are not transferable to properties outside the boundaries of the established Plan District. The Plan District designation is generally not intended to be applied to small areas or to small individual properties.

Findings:
Findings under this section were made for establishing the Springwater Plan District when the Springwater Community Plan was originally adopted. As provided in subsection (B) below a Plan District can be modified when findings are made that it meets the specific criteria required for establishing a plan district.

Conclusion:
The Springwater Plan District (SWPD) has previously been established as consistent with this section and the amending of the (SWPD) by adding the approximately 160 acres of the Brickworks/HI site is consistent with the subsection and the applicable provisions of 4.1000.

*(B) Except as provided in Section 4.1000(E), a Plan District shall be established, **amended**, or removed at the initiative of the Planning Commission or the City Council through the Type IV legislative procedure. In establishing a Plan District, findings satisfying all of the following criteria must be made:*

Findings:
The proposal for amending the Springwater Plan District is being processed under the Type IV legislative procedure.

Conclusion:
The proposal is consistent with the subsection.

(1) The area proposed for the Plan District designation is generally affected by special characteristics or problems of a land use, economic, transportation, public facilities, historic, natural, or transitional use or development nature which are not common to other areas of the city.

Findings:
The following characteristics or problems occur in brickwork/HI site similarly to Springwater and are not common to other areas of the City:

Land use
The site has been zoned as Heavy Industrial since 1980 but has not developed with new industrial uses except for updating of the pre-existing brick manufacturing and clay extraction pit facility. Two public schools and school maintenance facility were recently developed when prior City code provisions allowed schools on industrial zoned land. In 2001 the City commissioned an economic development report regarding industrial development as part of State required periodic review of its comprehensive plan. The report[6] specifically addressed the Brickworks/HI site. It noted that "The brickyard area on the southeast side of Gresham does not appear suitable for heavy industrial reuse, but could eventually become a high amenity corporate/business park location – offering rolling topography and direct proximity to new upscale neighborhoods." It also noted that "Part of the master planning for the site should address suitability for industrial versus residential/commercial [mixed use] reuse." And it suggested that "Before transitioning portions of the area out of an industrial designation, it would be appropriate to secure replacement property that could be designated and more readily developed for industrial use elsewhere in the Gresham area."

The site was analyzed together with the balance of the Springwater Plan Area, taking into account all of the regional employment trends, Metro forecasts, and the project for East Multnomah County's emergence as an increasingly important jobs center. The brickwork/HI site has many of the same advantages and disadvantages for industrial growth as much of the rest of the Springwater Plan area.

The area is relatively flat, but is not very well served by a transportation network which would support intensive industrial development. There are some relatively minor natural resource areas in the northwest portion of the site, and a considerably larger natural resource area being a mature tree grove in the southeast portion of the site. There is abutting existing residential development to the east and the north, in addition to the two existing schools and a small maintenance facility in the northeast portion of the site. The area immediately to the north (across SE Palmquist Avenue) is the site of a slowly developing public sports park complex of several athletic fields.

Generally, considerable analysis and documentation exists to demonstrate that this is not a viable Heavy Industrial site. Given the lack of available Industrial and employment sites in the Metro Area, and given the other elements of the Springwater Plan for those areas to the south and southeast of the Brickworks site, portions of the site identified were as having good potential for future Industrial and/or jobs growth. A significant majority of the overall acreage was identified as viable jobs land. Other areas of the site, particularly those near the schools and the Sports Park were identified as being most appropriate for residential development.

Transportation
The existing transportation system is inadequate for planned uses. Urbanization will require reconfiguration, extension and completing linkages in the arterial, collector and community street system; providing for a bike and pedestrian system; and extension of the transit system to support the RTI-SW and IND-SW districts.

US 26
A key need for industrial and employment development is improvements to US 26. Improvements are intended to occur in phased plan that will be closely tied to development levels and specific development needs and traffic warrants.

Natural Resources
Johnson Creek and associated tributaries and wetlands are a major feature of Springwater. Issues of water quality, a unique five-creek confluence area, and aquatic and other animal habitats are present. Due to little urban development there are major opportunities to preserve and enhance the functions of the creek system. Johnson Creek has water quality DEQ listing issues, Endangered Species Act critical habitat issues and downstream flooding issues that can be impacted by urbanization. The Brickworks/HI site has identified Johnson Creek tributaries plus a unique 28.2 acre forested grove that has been identified as a Springwater Stormwater Master Plan CIP project for flood protection and water quality enhancement.

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[6] GRESHAM INDUSTRIAL EMPLOYMENT & ECONOMIC STUDY, August 2001, E. D. Hovee

Transition
This area has remained largely undeveloped and has a strong visual and physical connection to the Springwater Plan area with frontages on Hogan Road, Palmblad Road and abutting the Springwater Corridor Trail and Johnson Creek. The development of the site will be closely tied to the issues of phasing and incorporation of the Springwater Plan area.

Sustainability
Springwater is planned to be developed as an economically, environmentally and socially sustainable community addition to the City. This starts at the community planning level and continue through the design and construction of individual buildings. The site's proximity to the rest of Springwater makes it critical that the area achieve the same goals as the current Springwater Plan District area.

Conclusion:
The brickwork/HI site in conjunction with the current Springwater Plan District has a number of unique characteristics and problems not generally found in the City that will pose challenges and opportunities that are best addressed by utilizing the Springwater Plan District on the site. The proposal is consistent with this subsection.

(2) Existing development districts and standards applying in the area are inadequate to achieve goals and implementation strategies of the Community Development Code, or to address an identified problem in the area.

Findings:
The Springwater Plan District addresses problems in the Springwater Community Plan area that are not addressed by existing development districts and standards. These will be extended to addressing similar problems that were found in the brickwork/HI site during the Springwater study.

- Springwater including the brickwork/HI site is a unique landscape with a unique plan. The participants in the Springwater planning process recognized that it is a special place and deserves a new and unique perspective on its Plan. Consequently, they created the Plan with a high level of freedom to integrate land use, transportation and natural resources, and explore new ways to create a unique Springwater community addition to the City. Implementing such a vision requires new techniques.
- The THR sub-district is unique to Springwater recognizing unique housing needs and opportunities.
- The IND sub-district is intended to provide for the target industries identified in the economic development study and to provide for large site industrial developments. There is no comparative Gresham district that addresses the NAICS industrial codes that are being utilized as a way to address target industries.
- Gresham's natural resource districts (Water Quality Overlay, Natural Resource Overlay and Open Space Overlay) were not created to fulfill the specific resource protection and enhancement objectives of the resource areas in Springwater. The Goal 5 analysis for Springwater identified the new Environmentally Sensitive Resources Areas sub-district as the appropriate tool for resolving potential resource conflicts.
- The proposed green development practices are part of the City's evolving work in stormwater and water quality regulations but do not include provisions in the existing Gresham code that could be utilized.
- The sustainable practices anticipated for Springwater development are not addressed in existing Development codes.
- A key to successful economic development and recruitment areas in Springwater is its identification as a place. A Springwater Plan District helps identify or "brand" it.

Conclusion:
The Springwater plan identified the brickwork/HI site as a key element of the Plan. The Plan is a carefully integrated plan that includes significant areas of employment in terms of industrial districts and research/technology districts. Two new community parks and a neighborhood park along with a regional trails system is planned including a natural resources system that is part of the community will enhance the brickwork/HI site. It envisions development techniques that create a sustainable environment and

minimizes that negative effect urbanization generally has on water quality, flooding, erosion, and fish and other wildlife habitat. Gresham's existing codes have not anticipated the development of a large area with the unique set of planning and development techniques intended to address the problems and unique characteristics that need to be addressed as Springwater transitions from a rural area to a new urban community in conjunction with development of the brickwork/HI site. The proposal is consistent with the subsection.

(3) The proposed Plan District designation is the result of a study or plan which documents the special characteristics of the study area and includes measures to address the relevant issues.

Findings:
This Springwater Community Plan was developed by the City of Gresham in partnership with Multnomah County and in cooperation with Metro, Clackamas County, and others through an 18-month planning process involving residents and property owners, area stakeholders, City staff and appointed and elected officials, and consultant team members. The brickwork/HI site was included in the Springwater study and the resulting Springwater Community Plan.

Conclusion:
The Springwater Plan District designation was based on the study and subsequent Springwater Community Plan. The brickwork/HI site was included in that study and plan. This proposal is consistent with this subsection.

(4) Any proposed policies, procedures, development standards, or other measures to be implemented are in conformance with the purposes, findings and recommendations of the study or plan which serves as the basis for the Plan District.

Findings:
The Springwater Plan District included adoption of goals, polices, procedures, development standards and other measures that were found to be consistent with the study and resultant Springwater Community Plan. The brickwork/HI site was part of that study and plan and by this proposal would utilize the same goals, policies, procedures, development standards and other measures.

Conclusion:
The proposed comprehensive plan amendments are a direct result of the planning process that resulted in the Springwater Plan District and would implement the Springwater Plan District at the Brickworks/HI site. The proposal is consistent with this subsection.

(5) The Plan District designation and related policies, procedures, standards, and other measures are consistent with applicable policies and implementation strategies of the Community Development Code, and with any applicable locational criteria identified in the Community Development Code.

Findings:
The findings of fact made in Section VIII.B (Policies) are the applicable provisions that apply to the proposed modification of the Springwater Plan District. This section made findings and conclusions that the proposal is consistent with these applicable policies and implementation strategies (and goals and action measures) including the already adopted Springwater Goals.

Conclusion:
Based on the findings and conclusions of Section VIII.B – Findings of Fact, the proposal is consistent with this subsection.

(C) Provisions of the Plan District may modify existing standards and procedures of the Community Development Code. The Plan District provisions may also apply additional requirements or allow exceptions to general regulations. Where there is a conflict between the provisions of the Plan District and those of other portions of the Community Development Code, the Plan District provisions control.

Findings:
This subsection provides authority to modify current and apply additional standards and procedures in a Plan District. It also clarifies that the Plan District applies when in conflict with other portions of the Code. This provision was applied to the adopted Springwater Plan District.

Conclusion:
The Springwater Plan District does modify current and apply additional standards as is authorized by this section. The proposal is consistent with this subsection.

(D) The location and boundaries of each Plan District shall be shown on the Community Development Plan Map.

Findings:
The proposed amended Springwater Plan District map will be adopted as an amendment to Volume II. The Community Development Plan Map will be modified by changing the current HI designation to the proposed Springwater Plan District designations.

Conclusion:
The proposed comprehensive plan amendments include a Plan District Map and an amendment to the Community Development Plan Map. The proposal is consistent with the subsection.

(G) Policies, procedures, standards, and other measures applying within a Plan District may be amended through the Type IV legislative procedure. Any such amendment intended to apply exclusively within a Plan District shall be initiated by the Planning Commission or the City Council, and shall be based on findings demonstrating that it is consistent with the purposes, findings, and recommendations of the plan or study which serves as the basis for the that Plan District.

Findings:
The proposed text amendments to the Springwater Plan District code included as part of this CPA proposal are being processed under the same Type IV legislative procedures as initiated by the Council. The proposed text amendments are minor clarification and findings of consistency with the Springwater Community Plan are included in the commentary column of Exhibit 'C'.

Conclusion:
The proposed comprehensive plan amendments are being processed under the Type IV legislative procedures as initiated by the Council and findings of consistency with the Springwater Community Plan have been made. The proposal is consistent with the subsection.

D. Metro Urban Growth Management Functional Plan

Title 1	Requirements for Housing and Employment Accommodation
Title 4	Industrial and Other Employment Areas
Title 13	Nature in Neighborhoods

The site has been designated as Heavy Industrial since 1980 and has remained primarily underdeveloped. Two public schools (elementary and alternative high school) were built on the northeast part of the site in recent years based on prior City code which allowed schools on industrially designated land (Gresham's codes no longer allow this). A brick and pavement manufacturer and associated surface mining (clay pit operating since 1906) is located on the southern portion of the site. A mini-storage warehouse and a school bus parking lot are also within the overall site area.

In 2001, the City commissioned an economic development report regarding industrial development as part of the State Periodic Review process. The report concluded that the Brickworks/HI site "did not appear suitable" for heavy industrial reuse, but could be a high amenity corporate/business park site. It *suggested master planning of the site to address suitability for industrial versus residential/commercial* mixed use. The City was also approached by property owners identifying the need change the HI designation.

The City, in March 2002, identified to Metro that the site may be more suited as a mixed use employment site. The Metro Council considered the change at the time of the expansion of the Urban Growth Boundary (UGB) in December 2002 that included the Springwater industrial areas (study area 6 and study area 12). The decision, with City concurrence, was to include the Brickworks site in the Springwater study area to address the issues of what industrial uses might be appropriate for the site and if there should be other residential or commercial uses on the site particularly in conjunction with the new lands that would be available for industrial development in Springwater. The Springwater study area included the 1,152 acres of expansion in Multnomah County and about 120 acres of adjacent unincorporated Multnomah County land already in the UGB but for which an urbanization plan has never been developed. The Brickworks/HI site is adjacent to the Springwater plan area.

The Brickworks site was therefore included in the Springwater Community Plan development process. In January 2003, the Council initiated a work program to create an urbanization plan for Springwater. In fall 2003, formal project planning began with the formation of an advisory group, the Springwater Community Working Group (CWG). In October 2004, the CWG endorsed a Springwater Draft Concept Plan Map including the Brickworks site. In November 2004, the Council accepted the Draft Concept Plan Map and initiated the legislative process to develop and adopt comprehensive plan amendments to establish the Springwater Plan District. The Springwater Community Plan was adopted by City Council, effective December 1, 2005.

Land brought into the UGB is subject to Title 11: Planning for New Urban Areas (Urban Growth Management Functional Plan [UGMFP]). Title 11 required development of plans and maps for Springwater regarding annexation/urban services provisions, residential densities, housing diversity, affordable housing, sufficient commercial and industrial lands, transportation systems, natural resource protection and enhancement, public facility and services , and schools. In addition the Metro Council ordinance for the UGB expansion included conditions that the Springwater Plan had to be consistent with. Those included addressing 2040 design types, applying the Metro Goal 5 inventory to the natural resource plan, persevering the identifies for planned or emerging town centers, and addressing RSIA land and lot sizes.

The City submitted a Title 11 Compliance report with the proposed Springwater Plan District comprehensive plan amendments. The Title 11 report did not address the brickwork/HI site as Title 11 only applies to UGB expansion areas and not existing City areas. However the same set of plans that addressed Title 11 was also created to apply to the brickwork/HI site. Metro stated that the Springwater Community Plan was in compliance with Title 11 in a letter to the City dated 9/20/05 from Michael Jordan, Metro Chief Operating Officer.

Title 1: Requirements for Housing and Employment Accommodation
Title 1 has provisions for housing and employment capacity that specify that the City meet capacity targets listed in the Title. Title 1 also has provisions for 2040 design type boundaries requirements. City land uses designations are to be consistent with the general locations of the shown on the 2040 Growth Concept Map. The proposal to change the Brickworks/HI site from Heavy Industrial to the Springwater Plan District affects capacity estimates and the 2040 design type boundaries.

Findings:
In 2000, the City completed a report[7] that demonstrated that the City met the Title 1 target capacity. Capacity targets have since been updated to include the Pleasant Valley Plan area and will be updated in the future to include the Springwater Plan area. The 2000 report identified about 87.0 acres of the site as vacant or refill. The existing brick manufacturing and clay resource and the associated tree grove were identified as developed or constrained. Since that time about 16.5 acres of vacant land has been improved with the public school buildings and about 1.8 acres with a mini-storage facility.

[7] Capacity Analysis Report, November 13, 2000, CEDD

This leaves about 69.0 acres of gross vacant land and net[8] 53.8 acres. The 2000 report used 14.5 minimum jobs per acre figure for HI zoning. By multiplying 55.1 times 14.5 the minimum job capacity for the current HI designation is 780 jobs.

The designations proposed for the vacant/refill acreage includes 7.7 acres of ESRA-SW (natural resources), 7.0 acres of LDR-SW, 19.1 acres of THR-SW, 2.5 acres of NC-SW, 22.4 acres of RTI-SW and 10.3 acres of IND-SW.

Below is a chart that estimates the minimum capacity for both dwelling units and for jobs. The minimum capacity estimate is 219 new dwellings and 1,195 new jobs. The dwellings figure is new capacity and jobs figure exceeds the 780 job capacity estimate for the current HI developable lands. The calculation for dwelling units is based on the minimum required density for the residential districts which is consistent with Title 1 provisions. The minimum job capacity for the NC-SW and for RTI-SW is based on the minimum FAR (floor area ratio) requirements. As there is no minimum job capacity is based on the same calculation used in the Title 11 Springwater Compliance report for the IND-SW. Title 1 has no specific provisions regarding calculating minimum job capacity.

Dwelling Unit Minimum Capacity				
District	Gross Acres	Net Acres[8]	Min Density	Dwelling Units
LDR-SW	9.1	7.1	5.8	41
THR-SW	19.1	14.9	12	178
			Total	**219**

Jobs Minimum Capacity						
District	Gross Acres	Net Acres[8]	Min FAR	Sq Footage	Sq Feet per job[9]	Jobs
NC-SW	2.5	2.0	.35:1	30,492	550	55
RTI-SW	24.1	18.0	.40:1	313.632	350	896
IND-SW	10.3	8.0	.35:1[10]	121,968	500	244
					Total	**1,195**

The current 2040 Design Type designation for the Brickworks/HI site is Industrial. Industrial is defined as "Industrial areas are set aside primarily for industrial activities with limited supporting uses". Although a 2040 Industrial designation will continue to be appropriate for some of this site parts of the site should have different designations.

The Title 11 compliance report proposed 2040 design types for the Springwater Plan District sub-district designations. The proposed 2040 Design Type designations for the Brickworks/HI site generally follow the same recommendations:

NC-SW – this sub-district is appropriate for Employment design type. Employment areas are various types of employment and some residential development are encouraged in employment areas with limited commercial uses." The NC-SW generally allows small and medium sized retail uses with retail stores limited to 10,000 square feet, a grocery store to 35,000 square feet and professional services to 5,000.

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[8] The Title 11 compliance report used a 0.22 reduction to arrive at net. This was based on Metro's 0.25 deduction but excluded 0.03 that accounted for parks as park land was determined for Springwater and netted out.
[9] The square foot per job figures come from the Springwater Title 11 compliance report.
[10] There is no minimum FAR in the IND-SW. The .35:1 FAR was used for the IND-SW in the Title 11 compliance report.

RTI-SW – this sub-district is appropriate for Industrial design type. This sub-district is primarily intended to provide space for industrial users and research and technology employment in office-type buildings. It limits square footage of single retail and professional services to 5,000 square feet and multiple outlets to 20, 200 square feet.

IND-SW – this sub-district is appropriate for Industrial design type. Elsewhere in the Springwater Plan District the IND-SW is RSIA design type that primarily allow for large site industrial users. Industrial is proposed for this site as there is not enough land to put together large site development. The IND-SW limits retail and professional services uses that cater to daily customers to occupy no more than 3,000 square feet of sales or service are in a single outlet, or multiple outlets that occupy no more than 20,000 square feet.

THR-SW and LDR-SW – these sub-districts are not located on a transit street and are appropriate for Inner Neighborhood design type. These areas are residential areas accessible to jobs and neighborhood businesses. The THR-SW provides for small attached and detach dwelling lots at 12.0 to 15.6 net residential acre density and the LDR-SW provides for standard single family lots at a 5.8 to 7.3 residential net acreage.

ESRA-SW – these designations are located within the industrial design type areas and are potential open space areas as there are limited the primarily purpose of the ESRA-SW is to preserve and enhance natural resource areas and as the tree grove has been identified as a Stormwater CIP acquisition project.

Conclusion
The Springwater Community Plan has identified re-zoning of parts of the Brickworks/HI site to THR-SW and LDR-SW, to NC-SW and to ESRA-SW. As detailed elsewhere in this staff report these changes support a variety of goals including economic development and sustainability. The THR-SW and LDR-SW lands should be designated as Inner Neighborhood rather than Industrial and the NC-SW land should be designated as Employment rather than Industrial. The rest of the site remains industrial with the note that the ESRA-SW lands are potential open space area.

The proposal is consistent with Title 1.

Title 4: Industrial and Other Employment Areas
Title 4 seeks to provide and protect a supply of sites for employment by limiting the types and scale of non-industrial uses and to cluster industrial that operate more productively and efficiently in proximity to one another than in dispersed locations. The proposal to change the Brickworks/HI site from Heavy Industrial to the Springwater Plan District affects capacity estimates and the 2040 design type boundaries.

The Brickworks/HI site was part of the subsequent planning and created Concept Plan establishing it as a component in meeting economic development goals and policies of the Springwater Plan.

The Brickworks/HI site has been zoned as Heavy Industrial (HI) since at least 1980. During the past 35 years the HI designation has not resulted in any consequential industrial development (mini-storage and a school bus storage site). In August 2001 a report[1] was completed for the City that was intended to update its industrial lands inventory and its economic development goals, policies and strategies. A key recommendation of the study was consider rezoning portions or all of the Brickwork industrial areas from HI to BP (Business Park). It noted that "The brickyard area on the southeast side of Gresham does not appear suitable for heavy industrial reuse, but could eventually become a high amenity corporate/business park location – offering rolling topography and direct proximity to new upscale neighborhoods ... sub-area/master planning is recommended to establish framework for this long-term transition."

Subsequent to this report City planning and economic development staff and site property owners engaged in conversations about the future zoning for this site. This ultimately led to joint Metro and Gresham decision to include the Brickworks/HI site in the Springwater Community planning effort with intent to best understand what role the site could have in achieving economic development goals.

The Springwater Plan identified short term target industries that included such industries as specialized software applications, corporate headquarters, and professional services. The RTI-SW sub-district focuses on providing space for industrial users and related enterprises serving industrial clients and on research and technology employment in office-type buildings. The RTI-SW and the IND-SW were developed to provide for the needs of the targeted industries.

The proposed application of the Springwater Plan District would result in 24.2 acres of RTI-SW and about 10.3 acres of vacant, adjacent IND-SW land [the bulk of the IND-SW is the existing brick and tile manufacturing facility and clay extraction pit]. The Brickworks/HI site has a strong physical and visual connection to Springwater. The Palmblad/Telford collector street system connects the Brickworks/HI site to a planned east/west collector street that connects the IND-SW lands east of Telford to the Village Center and RTI-SW lands west of Telford. The Springwater Corridor Trail and Johnson Creek are important landscape features that tie the areas together.

The Springwater Community Plan industrial recruitment and marketing plan noted that a modest amount of housing in the Plan area was needed both meet Springwater vision as a community in which people could "live, work, and play" and to accommodate Springwater's employment goals. The townhouse sub-district along with the LDR-SW sub-district housing should attract single, couple and young family buyers that will likely make up much of the white and blue collar Springwater workers. Opportunities for large lot estate housing and other housing were planned in the current Springwater Plan District area.

As detailed in the Title 1 findings the RTI-SW and the IND-SW limit retail and similar uses consistent with the Title 4 Industrial design type designation and the NC-SW limits retail uses consistent with Title 4 Employment design type designation.

Conclusion
The Springwater Community Plan has identified re-zoning of parts of the Brickworks/HI site to THR-SW and LDR-SW, to NC-SW and to ESRA-SW while the remaining lands are designated with the industrial RTI-SW and IND-SW designations. Findings in this staff report have supported the changes as supporting economic development of Springwater, and especially of the industrial districts. It provides for a more viable set of land uses on a site that has not developed industrial uses since it was zoned Heavy Industrial in 1980. It still provides for a cluster of industrial lands that are well connected to the industrial lands south and east in Springwater. The industrial sub-districts are consistent with the Title 4 use limitations.

The proposal is consistent with Title 4.

Title 13: Nature in Neighborhoods
Title 13 seeks to 1) conserve, protect, and restore a continuous ecologically viable streamside corridor system integrated with upland wildlife habitat and the surrounding urban landscape and 2) control and prevent water pollution for the protection of the public health and safety. This title became effective on February 15, 2006 which is after the adoption of the Springwater Community Plan (December 2005).

Findings in this staff report under 10.806 Natural Resources document the extensive natural resources planning efforts including a State Goal 5 ESEE analysis which resulted in implementation of the natural resources plan through the Environmental Sensitive Resource Areas-SW designation (ESRA-SW).

The Springwater planning for natural resources began with an inventory and needs analysis. The natural resources inventory used Metro's adopted regionally significant habitat inventory as its baseline. Consistent with Metro's inventory, the project found most of the riparian areas and waterways is Springwater regionally significant.

The Springwater natural resources planning effort was patterned and executed similarly to the Pleasant Valley Title 11 and Goal 5 natural resource planning effort. The ESRA-SW code is essentially the same as the Pleasant Valley ESRA-PV code. The Pleasant Valley ESRA-PV code and accompanying strategies was model for the Title 13 provisions.

Metro, in a letter from Michael Jordon (CEO), noted that the Springwater Natural Resources plan "meets or exceeds the requirements of Title 11".

The ESRA-SW designation is proposed to be applied to three areas identified in the Springwater Goal 5 ESEE analysis:

Three ESRA-SW sites were established in the Brickworks/HI site. The ESRA-SW designation is proposed for two Johnson Creek tributaries (Bus and Oops Creek). Bus Creek (3.6acres) and Ops Creek (4.1 acres) are located in intact riparian areas of a mature conifer and deciduous forest canopy and mixed shrubs. The ESRA-SW area encompasses 175 feet of either side of the top of bank for water quality, riparian/upland connectivity, and large wood recruitment. The third ESRA-SW site is a large (28.2 acres) mature mixed deciduous/conifer tree grove including Hogan Cedars with good wildlife value as wildlife movement corridor. It is located adjacent to the Springwater Corridor Trail and Johnson Creek. The Springwater Master Stormwater capital improvement project list includes acquiring this tree grove to "enhance value of significant forested area adjacent to Johnson Creek mainstem for flood protection and water quality enhancement".

Conclusion
The Springwater Plan District includes a natural resources plan and implementing regulations that were based on Metro's Goal 5 inventory; that was developed using Goal 5 ESEE analysis; and which was patterned after the Pleasant Valley natural resource plan which provided a model for the Title 13 work. The Springwater Plan meets or exceeds Title 11 requirements. These requirements are being applied to the Brickworks/HI site.

The proposal is consistent with Title 13.

E. Oregon Statewide Planning Goals

The Springwater Community Plan was previously shown and acknowledged (CPA 04-8178) to be in compliance with Metro Title 11; existing Gresham Community Development Policies; and State Goals 2, 5, 11, 12 and 14. In this staff report additional findings have been made for the Gresham Springwater Goals and Policies and for Metro Titles 1, 4 and 13. As both Gresham and Metro are incompliance with Statewide Planning Goals and additional findings have been made for the application of the Springwater Plan District to the Brickworks/HI site the proposal is in compliance with the Statewide Planning Goals. However, as the Springwater planning process is unique and covers a large area, findings for some applicable Oregon Statewide Planning Goals are made.

Goal 2: Land Use Planning. 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.

Guidelines: Preparation of Plans and Implementation Measures. Preparation should be based on a series of broad phases, proceeding from the very general identification of problems and issues to the specific provisions for dealing with these issues. During each phase there should be opportunity to review and comment by citizens and affected governmental units. Sufficient time should be allocated for collection of factual information, refinement of problems, issues and alternative solutions and strategies; incorporation of citizen needs; and the identification and resolution of conflict with other government agencies.

Plan Content: Inventories and other forms of data are needed as the basis for policies and other decisions. Data should be included for natural resources, man-made structures and utilities; population and economic characteristics, and roles and responsibilities of government agencies.

Elements of Plan: Elements should include applicable statewide planning goals, elements that express the special needs or desires of the people in the area and time periods of the plan.

Findings:
Findings and conclusions found in the proceeding sections of this staff report document the planning process including the public involvement process involved in creating the Springwater Community Plan. The Brickworks/HI site was part of the Springwater Community Plan.

Conclusion:
The proposal was created using a comprehensive planning process as suggested by the Goal 2 guidelines and is consistent with Goal 2 – Land Use Planning.

Goal 5: Natural Resources. To protect natural resources and conserve scenic and historic areas and opens spaces. Local governments shall adopt programs that will protect natural resources and conserve scenic, historic and open space resources for present and future generations. These resources promote a healthy environment and natural landscape that contributes to Oregon's livability.

Findings:
The adopted Springwater Community Plan included a natural resources plan and an ESEE Analysis. The natural resources plan is intended to comply with OAR 660-015-000(5) for natural resources. This involves an inventory, significance determination, identifying conflicting uses and an Economic, Social, Environmental and Energy (ESEE) analysis; and developing a program to achieve the goal. The specific steps of a Goal 5 process was documented Springwater Community Plan adoption process. Findings for applying the natural resources plan to the Brickworks/HI site are made earlier in this report.

Conclusion:
The proposal implements a natural resources plan that has previously been shown to be in compliance with conducting a Goal 5 natural resources process.

This proposal is consistent with statewide Goal 5 – Natural Resources.

Goal 11: Public Facilities and Services. To plan and develop in a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Guidelines: Plans providing for public facilities and services should be coordinated with plans for designation of urban boundaries, urbanizable land, and rural uses and for the transition of rural land to urban uses.

Findings:

The adopted Springwater Community Plan included water, wastewater and stormwater public facility plans (PFP) consistent with OAR 660-011-0010. The OAR specifies the elements of a PFP including inventory and assessment, a list of significant projects with a map and written description, rough cost estimates, service provider and estimate of when needed and these elements were included in the PFPs. The PFPs included the Brickworks/HI site and are applied with the proposal.

Conclusion:
The proposal applied already completed and acknowledged PFPs for water, wastewater and stormwater consistent with the applicable OAR and is consistent with Goal 11 – Public Facility Planning.

Goal 12. To provide and encourage a safe, convenient, and economic transportation system.

Guidelines: All current area-wide transportation studies and plans should be revised in coordination with local and regional comprehensive plans and submitted to local and regional agencies for review and approval.

Findings:
The Springwater Community Plan developed a Transportation System Plan that included Planning Framework; Policies and Action Measures; System Inventory and Assessment; Transportation System Alternatives Analysis; Recommended Transportation System Plan including a Motor Vehicle Plan, a Transit Plan, a Bicycle and Pedestrian Plan, a Freight Master Plan, a US 26 Concept Design and Access

and Other Travel Modes; and an Implementation Plan that includes Functional Class changes, Street cross-section, Amendments to Street Project List, Local Street Connectivity Map and Funding needs.

The Springwater TSP amended the City's TSP. It will also be the basis for amendments to the Regional Transportation Plan (RTP) as it has identified those projects of regional significance. The Springwater TSP included the Brickworks/HI site as is detailed in findings elsewhere in this report.

Conclusion:
The proposal implements a TSP that has already been acknowledged as consistent with Goal 12. The TSP is based on an analysis of system needs for planned Brickworks/HI land uses. The proposal is consistent with Goal 12 – Transportation.

Goal 14: Urbanization. To provide for orderly and efficient transition from rural to urban land use.

Findings:
The guidelines for this statewide goal primarily relate to factors to consider in deciding which lands should be brought into an Urban Growth Boundary and thus go from rural to urban land use. The goal emphasizes the need to accommodate long-range urban population growth; housing, employment opportunities and livability; orderly and economic provision for public facilities and services; maximizing efficiency of land; environmental, energy, economic and social consequences; and the type, design, phasing and location of major transportation facilities. The adopted Springwater Community Plan addressed these issues. The Brickworks/HI site, although already in the UGB and City limits, was part of the plan and found to be a key element is realizing the urbanization of Springwater.

Conclusion:
The proposal implements a plan that provides for the orderly and efficient transition from rural to urban land use as it addresses needed land uses including housing and employment; social and cultural values; natural resources; public facilities including water, wastewater, stormwater, schools and parks; and transportation by applying it to the Brickwork/HI site. The proposal is consistent with statewide Goal 14 – Urbanization.

SECTION IX
CONCLUSION

The proposed comprehensive plan amendments attached as Exhibit 'A' are consistent with applicable criteria and policies of the Community Development Plan, the applicable development code of the Community Development Plan; Applicable Metro UGMFP code and the applicable Oregon Statewide Planning Goals; as indicated by findings contained or referenced in Section VIII of this report.

SECTION X
RECOMMENDATION

Staff recommends **adoption** of the proposed comprehensive plan amendments as contained in the attached Exhibit 'A'.

End of Staff Report

DLCD

Community Development Department
City of Gresham

CERTIFICATION OF MAILING

FILE NO.: **CPA 05-6208** PROJECT: **City of Gresham--Brickworks**

I, **Tammy J. Richardson**, CERTIFY THAT I HAVE MAILED THE ATTACHED NOTICE OF FINAL DECISION TO THE FOLLOWING PARTIES:

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SIGNATURE: Tammy J. Richardson

DATE OF MAILING: December 27, 2006