

Round Table Discussion Briefing Packet  
UGB Expansions and Farmland Protection  
In East Multnomah County  
October 1, 2002  
10:00 a.m. – 12:00 p.m.  
Multnomah Building, First Floor  
Commissioners Boardroom 100

Format: There will be 15 minute presentations by the City of Gresham and Oregon Department of Agriculture to kick off the round table discussion.

*Invitees: American Farmland Trust, Cities of Gresham, Sandy and Troutdale, Clackamas County, East Metro Economic Alliance, Farm Bureau, Johnson Creek Watershed Council, Metro, Oregon Department of Agriculture, 1,000 Friends of Oregon, 2 Rural property owners from the area, Trust for Public Lands*

Background materials attached:

- Draft West of Sandy River Transportation and Land Use Plan –
  - background and draft policies
  - supplemental nursery farm data
  - farm interview memo
  - Map – lands in farm and forestry use
- Oregonian article – January 7, 2002
- Gresham Trends newsletter – winter/spring 2002
- Opinion page – The Gresham Outlook, Saturday August 17, 2002
- Prospectus for Springwater – A New Eastside Region 2040 Center

# West of Sandy River Transportation and Land Use Plan

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The West of Sandy River Transportation and Land Use Plan is an integrated land use and transportation plan that contains specific policy direction and implementation measures for the West of Sandy River rural area.

## West of Sandy River Area Vision

A Task Force composed of thirteen citizens from the area participated in plan formulation in 16 meetings between September 1999 and November of 2001. The Task Force included one Planning Commissioner, a representative of the elected County Commissioner from the area, and a representative from the Sandy River Basin Watershed Council who served liaison roles during the process. The citizen task force created a vision to help guide the planning process, as follows:

*As residents and landowners in the area between the cities of Gresham and Troutdale and the Sandy River, our vision is that we will continue to enjoy our rural lifestyle. We value all of the features that make this a rural place including the quiet open spaces, vistas of productive farm and forest lands and of Mt. Hood, country roads, healthy air, soils and streams, and a night sky where we can clearly see the stars.*

*We envision that the Orient and Pleasant Home rural centers will continue to prosper within defined areas in order to provide for the needs of residents and visitors. We want our roads to continue to serve as the transportation network for the area, while remaining usable for people enjoying the country and accessing the Sandy River, with opportunities for exercise by walking, running, bicycling and horseback riding.*

*In order to maintain this vision, we recognize that the planned density of residential development must not increase, that the agricultural economy of the area must remain strong, and that development of new non-agricultural businesses should serve the needs of the local area. This plan is intended to help us in our stewardship of the environment, our lifestyle, and our community over the next 20 years.*

## LAND USE

### INTRODUCTION

This section provides a description and inventory of the existing land use patterns in the West of Sandy River Plan area's five zoning districts.

One of the primary objectives of the inventory and analysis was to measure and describe the role of farm and forest uses in the plan area. In keeping with this, the area's Exclusive Farm Use (EFU), Multiple Use Agriculture (MUA-20) and Commercial Forestry Use (CFU) zones are analyzed in some detail. An inventory of the Rural Residential (RR) zone is also included in this section. Planning for the Rural Communities of Orient and Pleasant Home is also a significant element of the Plan. This work is included in the following section entitled Rural Center.



### The Agricultural Economy in the West of Sandy Area

In recent years, the state's nursery industry has grown at almost twice the rate of the industry nationwide. Much of this activity has been focused in and around the Portland metropolitan area. In fact, over 80 percent of the state's nursery output comes from the Portland Metro area counties and Marion County combined. Together, these areas contain about 1,000 small locally owned firms, employing over 10,000 workers. In 1997, there were 205 nursery farming operations in Multnomah County, and they generated \$32,000,000 in gross sales. There were 2,900 acres in nursery production, and the gross sales per acre was \$11,103 (source: Oregon Nursery Greenhouse Survey, 1997). Based on 1999 figures from the Oregon Agricultural Statistics Service, approximately 70% of the total \$59.3 million dollar value of farm crops produced in Multnomah County was from nursery and berry crops.

One significant cluster of nursery activity is situated in the area that contains and surrounds the West of Sandy River study area. The area also continues to support berry farming, although the acreage dedicated to this crop has been decreasing. Several characteristics of this area explain the relative strength of its nursery cluster. First is its proximity to the metropolitan area. Location allows these farms access to transportation wholesalers, saving time and cost in the transport of nursery stock. In addition, this location allows nursery owners closer connections to suppliers and the urban labor force, an essential component of an industry dependent upon seasonal labor.

The cluster of nursery businesses stimulates competitive practices and innovation, and at the same time, promotes cooperation among farms in resolving common concerns. Within the West of Sandy River area, there are approximately 130 Oregon Department of Agriculture licenses for nursery-related operations. These operations include cash buyers, Christmas tree growers, greenhouse growers, nursery stock growers, nursery dealers and landscape contractors, and

wholesale produce dealers. Nursery stock growers constitute the bulk of nursery-related businesses found in the study area.

The nursery cluster in the West of Sandy River area has also stimulated the development of a network of support industries. This area contains not just nursery and farming operations, but over 20 businesses that focus specifically on agricultural and farm services, nursery supplies, feed stores, landscaping, trucking and warehousing, food processing and farm production/raw materials. Working together, all of these businesses contribute to the continued strength of a strong community network.

Telephone interviews with local nursery owners confirmed that the study area includes a vital cluster of nursery activity. Nursery owners indicated that the proximity of other nurseries in the area results in a mutual support network. The farmers in the area commonly share trucking services, and labor when it is mutually beneficial. Some of the farmers indicated that they also share equipment and consult with each other. The availability of equipment and supplies was generally described as adequate with the exception of a large producer who felt a co-op is needed and the area could use more equipment dealers and vendors. A major area of nursery support is located in the Canby/Woodburn area and daily delivery services come from there.

Most farmers in the area employ both full and part-time workers, many of whom are of Hispanic descent. The eight farms contacted report a total of 100 full-time and 115 part-time workers. Part-time jobs can be described as jobs that are seasonal over several months rather than partial days, and work seasons vary by crop type. For example, production cycles for evergreen trees are different than for bare-root trees. Many of the workers go to Mexico from November to February, and some work other jobs in the area when they are not working in nurseries. Several farmers noted that some of the farm workers have settled in the area, purchasing homes and raising families.

Most nursery farmers interviewed lease parcels in addition to their own holdings. The usefulness of a parcel for growing nursery stock depends on size and its location relative to other land being farmed by the operator. If the parcel is adjacent to existing farmed areas, parcels of 1 – 2 acres or less are useful. For stand alone parcels, most respondents stated that 4 – 5 acres was the minimum size needed to manage effectively. The location of existing development on parcels was also cited as potentially having an effect on the ability to use the parcel. The consensus is that the soils in the study area that are not too steep are generally very good for nursery stock.

Nursery farm management in the area has been affected by the relatively close proximity of dwellings and urban areas. Most of the farmers contacted reported some kind of impacts, including conflicts with traffic on area roads, complaints from residents, and a need to limit some management activities. A majority said that moving farm equipment on roads can be a problem due to the increasing traffic on area roads that do not have adequate shoulders or turn-outs. The need to move equipment around the area is driven by the relatively high parcelization in the area, the common practice of leasing parcels that are not contiguous to the main farm operation, and the competition for production land.

## **INVENTORY AND ANALYSIS**

This section includes an inventory and analysis of the following zoning districts:

- EFU (Exclusive Farm Use)
- CFU (Commercial Forestry Use)
- MUA-20 (Mixed Use Agriculture – 20 Acre)
- RR (Rural Residential).

This section also includes information regarding parks and open spaces, public facilities and natural hazards. The rural centers of Orient and Pleasant Home are discussed in the following section. Each subsection includes its own inventory and analysis followed by findings and conclusions and finally a description of new policies recommended through this planning process.

A map of zoning districts within the West of Sandy River study area is provided in Figure 4. As shown on the map, the West of Sandy River planning area is heavily focused on agriculture. The EFU zone and the MUA-20 zones contain the bulk of the area's agricultural uses, and comprise approximately 70 percent of the acreage in the study area. An additional 20 percent of the acreage is in the CFU zone, primarily along the Sandy River.

Table 3 below indicates the five zoning districts within the West of Sandy River area, showing the amount of land in each zoning district that is in active farm or forestry use. The table includes both land shown as tax deferred by the County Assessor as well as land that is being used for agricultural production, but not included as tax deferred.

**Table 3 : Total Acres by Zone and Farm/Forest Use**

| Zoning Designation | In farm or forest use | Not in farm or forest use | Total Acres  |
|--------------------|-----------------------|---------------------------|--------------|
| EFU                | 3,284                 | 389                       | 3,673        |
| CFU                | 772                   | 1,236                     | 2,008        |
| MUA-20             | 1,780                 | 1,391                     | 3,170        |
| RR                 | 248                   | 342                       | 590          |
| RC                 | 16                    | 135                       | 151          |
| <b>Total Acres</b> | <b>6,115</b>          | <b>3,495</b>              | <b>9,610</b> |

**Table 4: Number of Vacant and Improved Parcels by Zone**

| Vacant Status | Zoning Designation |            |            |            |            | Total Parcels |
|---------------|--------------------|------------|------------|------------|------------|---------------|
|               | CFU                | EFU        | MUA-20     | RC         | RR         |               |
| Dwelling      | 78                 | 205        | 767        | 68         | 116        | 1,234         |
| Vacant        | 43                 | 96         | 172        | 30         | 35         | 377           |
| Other Imp     | 45                 | 5          | 13         | 38         | 103        |               |
| <b>Total</b>  | <b>166</b>         | <b>306</b> | <b>952</b> | <b>136</b> | <b>155</b> | <b>1,715</b>  |

\*The term "other imp" represents non-residential improvement.

A comparison of the number of vacant and improved parcels by zone shows that a significant number of new dwellings are possible in the MUA-20 zone because they are an outright use.

**Table 5: Size of Parcels by Zone**

| Parcel Size Class in Acres | Zoning Categories |     |        |    |     |       |
|----------------------------|-------------------|-----|--------|----|-----|-------|
|                            | CFU               | EFU | MUA-20 | RR | RC  | Total |
| 0-3                        | 52                | 89  | 648    | 81 | 128 | 998   |
| 3-5                        | 26                | 44  | 158    | 34 | 3   | 265   |
| 5-10                       | 33                | 52  | 103    | 35 | 2   | 225   |
| 10-20                      | 29                | 68  | 29     | 2  | 3   | 131   |
| 20-50                      | 19                | 48  | 13     | 3  |     | 83    |
| 50-200                     | 7                 | 5   | 1      |    |     | 13    |

\* Source: RLIS database.

### **Exclusive Farm Use Lands (EFU)**

Statewide Goal 3 addresses agricultural lands, and is intended to protect farming lands and farm uses. Agricultural lands are designated with respect to an area's underlying soil type. In western Oregon, land with predominantly class I – IV soils and that is located in EFU zones, is considered agricultural land.

State statutes for Goal 3 outline procedures for counties to designate agricultural lands as EFU areas in their comprehensive plans and zoning ordinances.<sup>1</sup> State administrative rules give more specific guidelines on the activities that counties may allow, or must prohibit, in these areas.<sup>2</sup> Counties have the option of being more restrictive than the state, but they may not be less restrictive. Generally speaking, EFU areas throughout Oregon may include activities such as farm stands, wineries and other commercial uses that occur in conjunction with farm uses (e.g., fertilizer sales, food processing). Home occupations and utility facilities are also allowed in EFU areas. Non-farming activities are only allowed in EFU areas when counties can show that they won't have a negative effect on surrounding farm uses.

### **Overview of Land Uses in the West of Sandy River EFU Zone**

The following points provide a general description of land use activities occurring in the EFU zone. Please refer to the land use map (Figure 4) and Tables 3 and 4, which contain data that provided the basis for this analysis.

- EFU land totals approximately 3,673 acres in 306 parcels. The parcels that range in size from less than one-quarter acre to 102 acres, and the average parcel size is 11 acres. Table 5 shows the range of parcel sizes by zone in the plan area.
- 89% of the EFU zoned land in the study area is in farm use as indicated by Table 3
- There are about 1,095 acres of vacant EFU-zoned land in 96 parcels. Most of these parcels are still in active farm use. Some may be components of a tract (e.g., contiguous parcels under common ownership). In addition, about 208 parcels in the EFU zone are classified as being in single-family use.
- Roughly 110 acres of land in the EFU zone is in use as parks or open space.

<sup>1</sup> Please see ORS 215.203, Exclusive Farm Use Zones.

<sup>2</sup> Please see OAR 660-033, Agricultural Land.

- There have been about 11 new residential building permits in the EFU zone over the past ten years.

There are approximately 96 vacant parcels in the EFU zone. Four are greater than 40 acres; 12 are between 20 acres and 40 acres, the remaining are smaller than 20 acres. New development in this zone is subject to income test requirements required by the state. This zone also allows for lot-of-record provisions as provided by County regulations. There are opportunities for owners who are raising commercial farm products, especially nursery stock, to seek dwelling approvals in this zone.

Multnomah County's provisions for permitted and prohibited uses in the EFU zone are generally similar to those provided by the state. Multnomah County's required minimum parcel sizes in EFU areas follow the state guidelines of 80-acre minimum parcel sizes. It should be noted that in the West of Sandy River study area, there are no parcels large enough to partition into 80-acre tracts.

In a few cases, the County has chosen to be more restrictive than the state. One example is the existing Lot of Record provisions that require contiguous parcels under same ownership to be held together in 19 acre blocks. Restrictions also apply to less common uses, such as mining, processing of aggregate and mineral resources, personal use airports, firearm facilities, on-site filming, and destination resorts. These are uses that the county either does not allow, or allows only with specific conditions.

State guidelines require counties to determine allowable uses based on the Soil Conservation Service mapping of soil types as high value farmlands. A subset of agricultural lands, high value farmlands are areas of soil classes I and II, as well specific soil types within classes III and IV in Willamette Valley<sup>3</sup>. Most of the EFU-zoned land in the West of Sandy River study area consists of Powell series soils that meet the description of high value farmland.

In most cases, state planning regulations for high value farmlands are more strict than those regulations pertaining to non-high value agricultural areas. In particular, applications for new dwellings on tracts comprised of high value farmlands must show that farm sales have generated at least \$80,000 of gross farm income during each of the last two years, or during three of the previous five years.<sup>4</sup> Based on the statewide average gross sales receipts for nursery stock of \$11,103 (1997), this threshold can be met on less than eight acres.

To help illustrate the extent of farming activity in the West of Sandy study area, the project team drew from several sources of information to inventory current land uses activities. Assessment records were first consulted to track the number of properties with farm tax deferred status.<sup>5</sup> A field investigation was also conducted to complete these records, as this study area contains many properties without tax-deferred status that are in farm use. Table 3 shows the total acreage in each of the study area's zones that are estimated to be in active farm use. Additionally, Figure 5 illustrates lands in the West of Sandy River area in active farm or forestry use. This figure shows the significant use of both EFU and MUA-20 zoned land for farming.

#### Existing Policies and Strategies for EFU Lands

The County's existing Framework Plan policies for EFU areas are contained in Policy 9: Agricultural Land. They generally provide that the County will:

- Maintain those areas that are most appropriate for farming. Such areas must meet the prescribed soil classifications, contain parcel sizes suitable for commercial agriculture, and be in agricultural use.
- Prevent agricultural areas from being impacted by urban services,

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<sup>3</sup> Please see OAR 660-033-0020.

<sup>4</sup> Different requirements apply to requests for dwellings where the applicant has owned their land since January 1, 1985.

<sup>5</sup> Farms that are being used and have been used during the previous year exclusively for farming qualify for farm use assessment.



- Designate non-agricultural areas surrounded by agriculture as agricultural to prevent impacts on the surrounding farmlands.

Framework Policy 9 also lists the County's strategies for achieving the above policies. These strategies generally provide for the following:

- A base minimum lot size for agricultural lands
- Allowing farms as primary uses and non-farm uses as conditional
- Allowing retail sales of farm products
- Providing for aggregation of contiguous substandard lots under single ownership (tracts)
- Providing for lot-of-record provisions for existing parcels
- Use of special conditions to permit most types of dwellings.

### Policies and Strategies for EFU Lands

#### Policy 11

The County's policy of the West of Sandy River rural area is to help ensure a viable farm economy in the area by preserving agricultural lands for farm uses.

#### Strategies:

- 11.1 Multnomah County generally does not support zone changes that remove productive agricultural land from the protection afforded under Goal 3 of the Oregon Statewide Planning Program (Farm Lands).
- 11.2 Continue to require approval of dwellings and other development to be contingent upon compliance with Lot of Record standards as contained in the existing EFU zoning code.
- 11.3 Include provisions in the zoning code that limit new non-agricultural uses, and expansion of existing non-agricultural uses, in both type and scale to serve the needs of the local rural area. This will result in a farm protection program for the area that is more restrictive than what state statutes and rules require.

### **Forestry/Commercial Forest Use (CFU) Zone**

Multnomah County's CFU zone is intended to preserve forestland for forest resource use pursuant to the provisions of Statewide Planning Goal 4. As with agricultural lands, the State has outlined a number of activities that counties may choose to permit in forest areas, as well as some activities that counties must prohibit. The State allows counties to permit uses such as forest operations and forest products processing, conservation activities, communication towers, mining and aggregate resource uses, temporary forestry operation structures, farm uses, utility lines, private hunting and fishing, labor camps and destination resorts. Multnomah County has chosen to permit most of these uses.

The County's CFU provisions for new dwellings are more restrictive than state rules in that two of the three dwelling opportunities are included in the current zoning code for the area. The CFU zone provides for large acreage (160 acres or larger) and template dwellings, but does not provide for lot of record dwellings (Heritage Tract). The template dwelling provisions also limit the circumstances under which a parcel qualifies more stringently than state law requires. In addition, the ordinance contains an aggregation requirement similar to that used in the EFU zone that is not required by state law.

#### Overview of Land Uses in the West of Sandy River CFU Zone

The following provides a general description of land use activities occurring in this zone. Please refer to Figure 6, and Table 3 , which contain data that provided the basis for this analysis.

Multnomah County's parcel size provisions require 80-acre minimum lot sizes for new parcels created, with a variety of provisions for template dwellings and lot of record provisions.

- CFU lands in the West of Sandy River area comprise approximately 2,008 acres. Parcels in this zone, of which there are approximately 166, average about 11.5 acres apiece.
- Predominant land uses include parks and open spaces (primarily Oxbow Regional Park). About 989 acres of land is classified in this category.
- There are about 290 acres of vacant CFU land, and about 714 acres of land, consisting of about 78 parcels, classified as single-family residential use. About 15 acres are in use as public facilities.
- There have been about 8 new residential building permits in this zone over the past ten years.
- As noted earlier, a good portion of land in the West of Sandy River CFU zone is under public ownership. While Multnomah County's provisions for new dwelling units in this zone are stricter than those of the state, the high level of parcelization in the area may allow owners to seek building permits through the County's template provisions. In addition, there are not a great number of parcels in this category that appear to be part of a tract.

#### Existing Policies and Strategies for CFU-Zoned Lands

The County's Framework Plan policies for CFU zoning countywide are contained in Policy 11: Commercial Forest Land Area. They generally provide that the County will:

- Designate and maintain commercial forestry areas that are suitable for commercial use and woodlot management, as well as potential reforestation areas, and in particular, areas not impacted by urban services. Protection of large parcels necessary for watershed protection, or that may be subject to environmental damage, and potential recreation areas or areas of scenic significance.

The implementing strategies are:

- Require 80-acre minimum lot sizes, and aggregation of lots in single ownership.
- Permit farm and forestry uses permitted as primary uses
- Opt for stricter standards than those provided by the State for large acreage dwellings and template dwellings.
- Allow for mortgage lot provisions and lot of record provisions.

Given the restrictive nature of the CFU zone, and the fact that much forestland is under public ownership, the existing policies and regulations generally appear appropriate for maintaining the area's rural character. Two new policies and three associated strategies are recommended to further protect the area's rural character and to protect the existing farm and forest operations in the study area.

### Policies and Strategies

#### Policy 12

Maintain existing forestlands from further parcelization that detracts from forest operations and incidental protection of open space, wildlife habitat, and rural community values.

#### Strategy:

- 12.1 Multnomah County generally does not support zone changes that remove productive forest land from the protections of Goal 4 of the Oregon Statewide Planning Program (Forest Lands).

#### Policy 13

Allow new dwellings and other development on lands designated for commercial forest use consistent with state requirements, and will be permitted when upon demonstration that they will have no significant impact upon farm or forest management.

#### Strategies:

- 13.1 Continue to require that applications for new development comply with Lot of Record standards described in the existing CFU zoning code.
- 13.2 Continue to allow new template dwellings under the current standards of the CFU zone that are more restrictive than state requirements.

### **Multiple Use Agriculture Lands**

The MUA-20 zone contains the areas for which the County has justified an exception to either Goal 3 or Goal 4 Agricultural Lands and Forest Lands. Because of this, many of the restrictions on new dwellings and other uses that apply in EFU and CFU zoned areas do not apply to the MUA-20 zone. New residential uses are permitted outright. Wholesale and retail sales of farm and forest products grown in the vicinity are permitted, under prescribed conditions, and a wider range of commercial and retail activities are permitted as conditional uses.

The Framework Plan description of the MUA land classification as contained in Policy 10 states that it is intended to conserve land that is not predominately Agricultural Land as defined by Statewide Planning Goal 3, and that has been impacted by non-farm uses. The plan states that conservation of these areas provides for diversified agricultural and other uses, and protects adjacent EFU lands. The soils in the zone are predominately the same type and class as are the high-value soils in the EFU zone. Data about farm use indicates that nearly half of the MUA-20 land area is in farm use (see Figure 5 and Table 3). For the West of Sandy River plan area, the main difference between EFU and MUA-20 land appears to be parcel size.

#### Overview of Land Uses in the West of Sandy River MUA-20 Zone

The following points provide a general description of activities occurring in this area. Please refer to Figure 6 (Land Use) and Tables 3 and 4, which contain data that provide the basis for this analysis.

- The MUA-20 zoned land in the plan area is roughly 3,167 acres. It contains approximately 952 parcels ranging in size from less than one-quarter acre to 56 acres, and averaging 3 acres in size.
- A large portion of this zone, comprising approximately 2,381 acres in 767 parcels, is classified as single-family residential.
- There are about 717 acres of MUA-20 land classified as vacant. Approximately one-half of this land is in farm deferral indicating farm use, the remaining half is non-deferred.
- Other uses in this zone consist of public facilities and forest deferred lands.
- About 54 new residential building permits were issued in this zone during the past ten years. In addition, approximately 30 businesses such as nurseries, contracting and construction, food processing and a variety of home occupations are currently operating in the MUA-20 zone.
- The MUA-20 zone contains about 172 vacant parcels. Only about seven parcels are larger than the 20-acre minimum lot size outlined in the zoning codes, though the zoning code does allow for lot-of-record provisions. Discounting parcels under public ownership or parcels that are right-of-way strips, there could be about 140 parcels/property owners seeking permits for new construction in this area.

#### Existing Policies and Strategies for MUA-20 Lands

The County's Framework Plan policies for these areas are contained in Policy 10: Multiple Use Agricultural Land Area. They generally provide that the County will:

- Designate and maintain those lands that are generally agricultural in nature, though more characteristic of small-scale farm use than commercial agricultural use.
- Provide for a higher level of services than EFU areas.
- Restrict the uses permitted in MUA-20 areas to those that are compatible with EFU areas.

The County's strategies for this zone are:

- Provisions for minimum lots sizes
- Varied uses such as farming and forestry, residential, commercial and tourist uses
- Lot-of-record provisions and mortgage lot provisions

This area has experienced more marked change in recent years, though the area still contains a good deal of farm use. Development pressures are most likely to occur within this area due to the approximately 170 parcels that are vacant and the zoning regulation that allows dwellings. The zone also provides for a wide range of conditional uses and community service uses that have the potential to impact farm use in the plan area. One new policy and two associated strategies are recommended to help curtail the types of development that may have a negative impact on farm uses in the area.

### Policies and Strategies for MUA-20 Lands

#### Policy 14

Protect farm land from encroachment by residential and other non-farm uses in a manner that is consistent with the existing Framework Policy 10 Multiple Use Agricultural Land Area and the associated strategies.

#### Strategies:

- 14.1 Ensure that new, replacement, or expanding uses minimize impacts to farmland by requiring "right to farm" measures to be implemented. This shall be accomplished by requiring recordation of a covenant that recognizes the rights of adjacent farm managers to farm their land.
- 14.2 New non-agricultural businesses should be limited in scale and type to serve the needs of the local rural area through provisions in the zoning ordinance.

## West of Sandy River Transportation and Land Use Plan

Supplemental Nursery Farm Data, Prepared for the February 4, 2002 Planning  
Commission Hearing

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This information has been collected in order to better describe the scope of nursery activity in the West of Sandy plan area. The state does not publish the full range of collected data for specific areas of counties. There is some limited data that is published by zip code area, however these areas do not correspond to the WSR plan area and the information is so general that it is not very useful for this purpose. Therefore, the information that most closely relates to the plan area is in significant part from unpublished sources.

### State of Oregon Context

1. Of Oregon's top 40 farm commodities for 2000, greenhouse and nursery products ranked #1 in dollar value at \$611,540,000. The second place commodity was cattle and calves at \$496,028,000.<sup>1</sup>
2. "The nursery industry gained \$110 million in sales, and livestock increased \$112 million over the past two years (1998/2000), for a total of \$212 million increase in Oregon's top two commodities. The nursery industry increase is mostly from expanded production and sales, while the livestock industry gain is largely due to better prices from higher consumer demand."<sup>2</sup>
3. "The numbers indicate that the recovery in cattle prices and the growth in the nursery industry are keeping the industry afloat – together they account for 37% of total cash receipts by producers. The next 18 of the top 20 commodities account for 47% of total receipts. The other 200+ commodities make up the balance (16%)."<sup>2</sup>

### Multnomah County

4. Multnomah County was the 5<sup>th</sup> highest in gross sales of greenhouse and nursery products in the state in 2000 with \$36,068,000 in sales.<sup>1</sup>
5. Multnomah County greenhouse and nursery products gross sales of \$36,068,000, accounted for over half (57%) of the total \$63,374,000 sales of farm products in the county in 2000.<sup>1</sup>
6. In 1999, the 216 nursery and greenhouse operations reported in Multnomah County were using a total of 3,140 acres of land.<sup>1</sup> Together with the gross sales of nursery stock in the County, gross sales for nursery and greenhouse products in 1999 can be calculated to equate to \$11,079 per acre for Multnomah County (\$34,790,000 divided by 3,140 acres).

7. The acreage of nursery stock on Sauvie Island at this time is approximately 800 out of the total 3,140 acres reported for the county in 1999.<sup>3</sup>
8. The Oregon Association of Nurserymen's map of nurseries indicates a total of 22 nurseries in Multnomah County outside of UGB. Two of them are shown on Sauvie Island, one is in the NW Hills, one east of the Sandy River near Corbett, and the eighteen others are located in the WSR plan area.<sup>8</sup>

#### West of Sandy River

9. Staff references a documented estimate for the per acre value of nursery stock from one farm in the West of Sandy River plan area of \$20,350 per acre. This may represent the high estimate, and is contained in a 2001 Primary Farm Dwelling approval.<sup>4</sup> Staff has heard that the low end estimate is in the \$8,000 to \$9,000 per acre range.
10. There are approximately 1,045 acres of nursery stock in the MUA-20 zone in the West of Sandy plan area.<sup>5</sup> This represents gross sales of between \$11,577,000 (@ \$11,079/acre) and \$21,265,000 (@ \$20,350/acre) per year from MUA-20 zoned land.
11. Employment: Eight farms interviewed reported 100 full time and 115 part-time jobs.<sup>6</sup>
12. Approximately 10,000 semi loads of nursery stock were shipped from the nurseries west of the Sandy River in 1999.<sup>7</sup> This is approximate because the shipping area boundaries include areas within Clackamas County, and the number of loads is an estimate based on dollar volume.

#### Data Sources:

1. *Oregon Agriculture: Facts and Figures*. Oregon Agricultural Statistics Service and Oregon State University Extension Service, April, 2001.
2. Electronic Mail Message from Brent Searle, Oregon Department of Agriculture Economist, November 26, 2001.
3. Personal communication with Shirlen Wilson of Bailey Nurseries, on 1/17/02.
4. Multnomah County Land Use File No. PRE 0-7, Approved 2/23/01.
5. County staff analysis of 1997 digital aerial photographs using GIS and field checking on 1/17/02 and 1/18/02.
6. January 17, 2001 memo from staff to WSR Task Force summarizing telephone interviews with area nursery farmers.
7. Memo dated 10/22/99 from Norbert Kinen, Task Force Member.
8. Map compiled by the Mt. Hood Chapter of the Oregon Association of Nurserymen, 1999-2001 edition.



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## **Memorandum**

To: West of Sandy River Planning Area Task Force

From: Chuck Beasley

Date: 1/17/01

Subject: Farm Interviews-Nurseries

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### **Summary of Nursery Farmer Responses**

Telephone interviews conducted 11/7 and 11/8/00

This memorandum is a summary of the responses to a telephone survey of eight area nursery operators. Although this is a relatively small sample, most of the themes were brought up by two or more farmers and are assumed to be representative of the area. The purpose of the interviews was to briefly describe some aspects of nursery farming in the area, and to identify any issues that may need to be addressed during the rural area plan process.

Most nursery farmers interviewed lease parcels in addition to their own holdings. The usefulness of a parcel for growing nursery stock depends on size and its location relative to other land being farmed by the operator. If the parcel is adjacent to existing farmed areas, parcels of 1 – 2 acres or less are useful. For stand alone parcels, most respondents stated that 4 – 5 acres was the minimum size needed to manage effectively. The location of existing development on parcels was also cited as potentially having an effect on the ability to use the parcel. The consensus is that the soils in the study area that are not too steep are generally very good for nursery stock.

The proximity of the nurseries in the area to each other does result in a mutual support network and cooperative relationships among farmers. The farmers in the area commonly share trucking services, and labor when it is mutually beneficial. Some of the farmers indicated that they also share equipment and consult with each other. The availability of equipment and supplies was generally described as adequate with the exception of a large producer who felt a co-op is needed and the area could use more equipment dealers and vendors. A major area of nursery support is located in the Canby/Woodburn area and daily delivery services come from there.

Most farmers in the area employ both full and part-time workers, many of whom are of Hispanic descent. The eight farms contacted report a total of 100 full-time and 115 part-time



workers. Part-time jobs can be described as jobs that are seasonal over several months rather than partial days, and work seasons vary by crop type. For example, production cycles for evergreen trees are different than for bare-root trees. Many of the workers go to Mexico from November to February, and some work other jobs in the area when they are not working in nurseries. Several farmers noted that some of the farm workers have settled in the area, purchasing homes and raising families.

Nursery farm management in the area has been affected by the relatively close proximity of dwellings and urban areas. Most of the farmers contacted reported some kind of impacts, including conflicts with traffic on area roads, complaints from residents, and a need to limit some management activities. A majority said that moving farm equipment on roads can be a problem due to the increasing traffic on area roads that do not have adequate shoulders or turn-outs. The need to move equipment around the area is driven by the relatively high parcelization in the area, the common practice of leasing parcels that are not contiguous to the main farm operation, and the competition for production land.

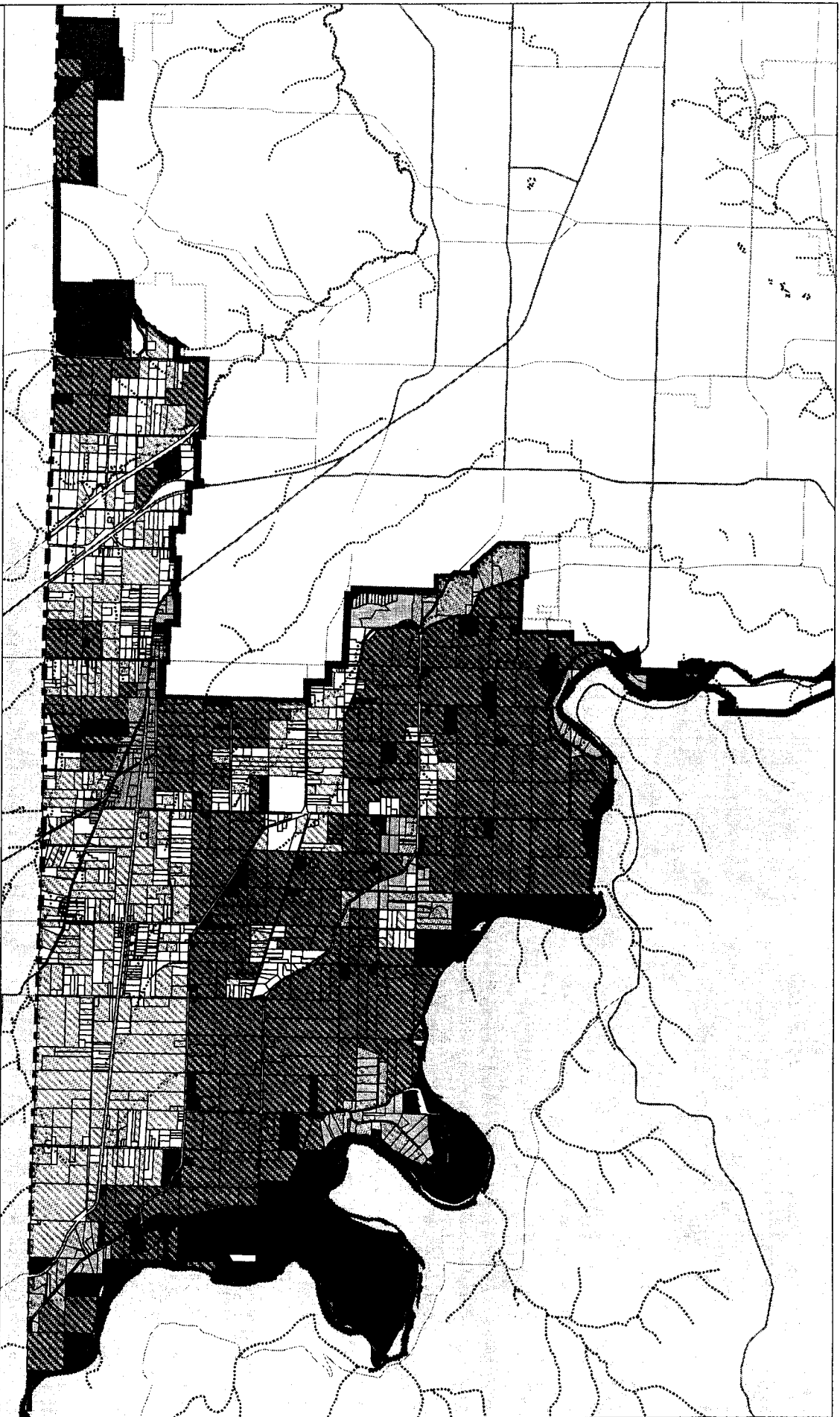
The types of complaints from residents were described as often coming from people new to the area who are unaware of farm practices and react to dust from tilling, noise from machinery, management activities that continue before or after normal working hours and days, and chemical spraying. Several farmers noted that they now spray less than they'd like to or are more careful of wind conditions doing this and when cultivating fields. One stated that he had planted a hedge in order to buffer his field from a new dwelling constructed on adjacent land near a producing field. One respondent noted that housing is bidding up the price of land, but that the effect could be limited because most parcels are already built on.

In summary, there appear to be three areas, land supply, roads, and proximity of residential uses, where existing and future conditions impact farm use. The survey responses suggest that the nursery industry in the plan area can continue to prosper, but that growth or expansion of crop areas may be limited by the land supply. The assumption by one farmer that most parcels are already developed with dwellings is not necessarily supported by the inventory data that indicates an additional 170 parcels that have the potential to be developed with dwellings in the MUA-20 zone. In addition, only 424 acres of land in the MUA-20 zone is not in farm deferral and not developed with a dwelling. This suggests that the amount of land available to be converted to nursery use is small. It is unclear whether the 1252 acres of MUA-20 land that is developed with a dwelling and is also not in farm deferral represents a land base that could be incorporated into nursery use given topography and soil suitability, market conditions, and owner preferences.

The use of the relatively narrow roads in the area by vehicles and pedestrians has already been identified as an issue by the Task Force. The dual use of these same roads by both farm and non-farm vehicles adds to the burden on the road system, and this may increase as nearby urban areas continue to develop. Policy language to address the road system has already been drafted as part of the transportation policy section.

In addition to the apparent limitations of available land and area roads, nursery farming in the area will likely continue to be impacted to some degree by the close proximity of dwellings to

farm uses. This proximity is built in to the area by large areas of MUA-20 zoned land adjacent to EFU land areas, and the relatively higher parcelization of MUA-20 areas. Since dwellings are allowed outright in the MUA-20 zone, all of the vacant parcels may be able to be developed. Even relatively small 4 to 5 acre parcels can be valuable for nursery use, and such parcels are common in MUA-20 zoned areas. This has resulted and will continue to create, a land use pattern of dwellings in relatively close proximity to farm uses. While the history of conflicts in the area between residential and farm use suggests successful coexistence for the most part, the prospect of more people who are unfamiliar with farming moving into the area from the nearby urbanizing metro area suggests a need for some initiative.



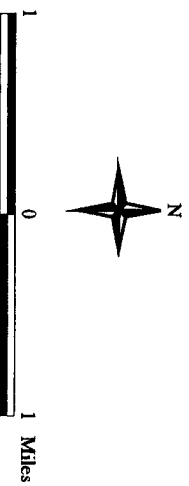
West of Sandy River Rural Area Plan

**Figure 5**

Lands in Farm and Forestry Use

- Farm or Forestry Use
- CFU (Commercial Forestry Use)
- EFU (Exclusive Farm Use)
- MUA90 (Mixed Use Agriculture - 90)
- RC (Rural Center)
- RR (Rural Residential)

County Lines      Urban Growth Boundary



"I wanted to see the president and take pictures," LaTasha said. "Now I'm getting the opportunity to put the pieces together."

As their black Ford Escort pulled up near Parkrose High at 10:30 a.m., LaTasha and her mom, Joyce, were greeted by police who blocked the entrances to the school parking lots. Roadblocks lined the streets. Police on horseback patrolled the crowd. Black and red suits pooled around the school.

"Now, it's starting to seem real," she said.

LaTasha whipped out a black umbrella to protect her just-styled hair. Her schoolmates Alan Dang,

**Parkrose High senior LaTasha Brown, 17, sings a photo of her parents, Joyce and Paul. The Browns sat in the specially designated bleachers two rows up from where the president spoke, garnering them a spot on television news.**

ball team, sings in her church youth choir, was recently elected as Parkrose Snow Ball Queen and is on her way to becoming a debutante through Les Femmes, an African American women's leadership and community organization.

When Bush finally swept in to a standing ovation around 3 p.m., LaTasha leapt to shake his hand as he walked across the blue carpet to the podium. She stood and clapped when the president spoke of his concern about Oregon's large unemployment numbers. She jumped up again with the crowd when he touched on water shortage in the Klamath Basin. And again when he reassured the

ports that, basically, it's just let my dreams float."

Then she unfurled her black umbrella, coif protected and made her way to her mom's car. She said she'd watch the news that night. She'd be on the left, just behind the president.

"My interpretation of everything changed after seeing this," LaTasha said. "This opened up my eyes a little more. I will tune in a lot more to understanding what's going on in the United States."

*You can reach Tracy Jan at 503-294-5970 or by e-mail at [cjjan@news.oregonian.com](mailto:cjjan@news.oregonian.com).*

# Planning Commission considers plan, takes comments

plan began in September 1999.

The planning commission hearing will be 6:30 p.m. today in the cafeteria of Sam Barlow High School, 5105 S.E. 302nd Ave. The commission will take testimony and make a recommendation to county commissioners, who will hold at least one more public hearing before a final vote.

The Sandy River forms both the east and north boundaries of the planning area, which is bounded by Clackamas County on the south and generally by Gresham and Troutdale city limits on the west.

The 9,610-acre area is 70 percent farmland and has about 1,200 dwellings. Only the county's Sauvie Island area — nearly all farms — is more rural and has fewer homes. The plan area includes Orient and Pleasant Home, both unincorporated communities.

**WEST OF SANDY PLAN**

**What:** The 192-page draft of the "West of the Sandy River Plan" is available from the Multnomah County Department of Community Development's Web site at [www.multnomah.lib.or.us/dscd/landuse](http://www.multnomah.lib.or.us/dscd/landuse)

**Hearing:** The Multnomah County planning commission hearing is at 6:30 p.m. today in the cafeteria of Sam Barlow High School, 5105 S.E. 302nd Ave.

the quiet open spaces, vistas of productive farm and forest lands of Mount Hood, country roads, healthy air, soils and streams, and a night sky where we can clearly see the stars."

To keep those things, the vision statement says, the area should not plan for increased residential development. The agricultural-based economy, which is dominated by nurseries, should be maintained.

Russ Plaeger, watershed coordinator for the Sandy River Basin Watershed Council, worked with the citizen task force as a technical adviser, and said he was impressed that the citizen members "really value the rural character of the area and worked to maintain that." He said he was generally satisfied with the ways the plan aims to protect waterways.

The county started its rural area planning program in 1993. A West Hills plan was adopted in 1996, a plan for east of the Sandy River was adopted in 1997 and a Sauvie Island-Multnomah Channel plan in 1997. The remaining planning area covers the Columbia River Gorge National Scenic Area.

The plan includes transportation goals that are largely dependent on money becoming available for road and other construction. Multnomah County planner April Siebenaler dealt with the transportation issues in the plan, and Chuck Beasley is the land use planner.

*You can reach Peter Farrell at 503-294-5937 or by e-mail at [terfarrell@news.oregonian.com](mailto:terfarrell@news.oregonian.com).*

OREGONIAN 1/7/02

# Trends

Current Socioeconomic Trends in the City of Gresham, Oregon

Winter/Spring 2002

## EMPLOYMENT IN GRESHAM – DO WE HAVE ENOUGH?

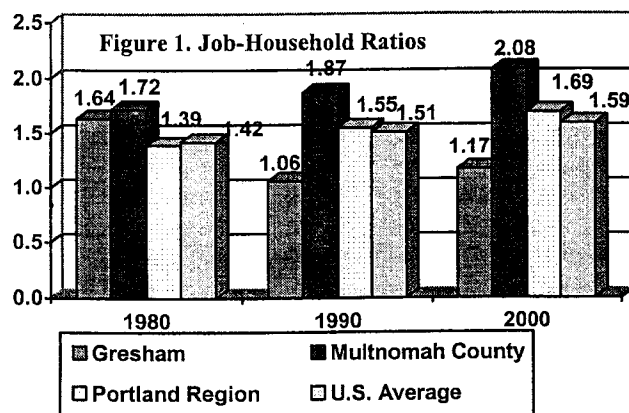
The focus of this issue is on economic and employment trends important to Gresham residents and businesses. The purpose is to help frame issues and summarize data from research completed to date. Gresham is moving forward with aggressive economic and employment initiatives. The importance of these initiatives is particularly apparent in the current recession, which has led to significant plant closures and layoffs in Gresham and the region.

### Job Growth Compared to Population

A variety of measures indicate that Gresham and east county have a low number of jobs compared to population and a low percentage of county and metro area jobs. Jobs increased in Gresham from 27,535 in 1990 to 38,945 in 2000. Job growth was positive but did not catch up with the countywide job base – especially compared to housing. In 1990, Gresham had 6.0% of Multnomah County's jobs and 12.0% of the county's population. In 2000, Gresham had 7.1% of the county's jobs and 13.7% of the county's population (Gresham Employment & Economic Study (GE&ES), July 2001).

### Jobs-Household Balance

With population outpacing job growth for two decades, Gresham today lacks a sufficient economic base to support the local services that its growing population needs. Data indicates the number of jobs in Gresham is out of balance with the amount of households. Figure 1 (below) compares how the ratio of jobs to households has changed over time. In 2000, Gresham had 1.17 jobs for every household – significantly below the county, regional and U.S. ratios. Regionally more persons per household are working now than in 1990, the ratio increased from 1.55 to 1.69. Gresham's ratio also increased from 1.06 to 1.17, but remains low (GE&ES).



### Commute Trip Length

Gresham retains a lower percentage of its own workforce. Due to the relatively low number of jobs compared to population, residents find work in other communities. Almost 40% of the Gresham workforce travels more than 10 miles and the average work trip is 7.7 miles. Only Tualatin residents travel further.

Figure 2. Commute Trip Length

| Regional Center<br>(place of residence) | 10 miles +<br>(% of workforce) | Work Trip<br>(average length) |
|---|--------------------------------|-------------------------------|
| Gresham                                 | 37.7%                          | 7.7 miles                     |
| Portland CBD                            | 4.5%                           | 3.2 miles                     |
| Tualatin                                | 41.0%                          | 8.4 miles                     |
| Washington Square                       | 9.6%                           | 5.8 miles                     |
| Clackamas TC                            | 8.6%                           | 5.4 miles                     |
| Beaverton                               | 8.2%                           | 5.4 miles                     |
| Hillsboro                               | 28.3%                          | 7.1 miles                     |

Source: 1995 Metro study using 1990 Census data

Gresham also experiences occupational mismatches, further contributing to fewer residents finding work nearby. The resident workforce supplies a higher proportion of managerial, clerical, and sales occupations, while the demand by local employers is skewed toward services, production, and assembly jobs (Gresham E&ES).

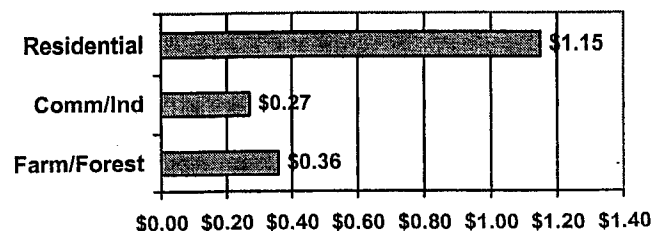
### Metro Sub-regional Analysis

In August of 2001, Metro completed an analysis of regional centers in metropolitan Portland and the sub-regions they serve. This analysis looks at all population and jobs within 4 miles of the regional center, regardless of jurisdictional boundaries. The Gresham regional center area, which includes most of the East County population: Gresham, Fairview, Wood Village, Troutdale and east Portland, is dramatically underserved by employment opportunities with an employment to population ratio of 0.34 -- lower than the 0.69 average ratio for all centers in the Metro area.

### Cost of Services

A healthy supply of industrial and commercial uses not only creates jobs, but also helps provide needed services to residents. National studies indicate the cost of providing services for residential is higher than revenue generated. The cost of services to commercial or industrial is significantly less than revenue generated (even in states without sales tax). The American Farmland Trust has compiled the results from 83 U.S. suburban and rural communities (none in Oregon) to compare residential, commercial/industrial, and farm/forest land. Figure 3 illustrates the median cost - per dollar of revenue raised - to provide public services to different uses. Residential uses typically demand \$1.15 in services for every \$1.00 in revenue. Commercial/Industrial uses only demand \$0.27 in services for every \$1.00 in revenue (source: American Farmland Trust, September 2001).

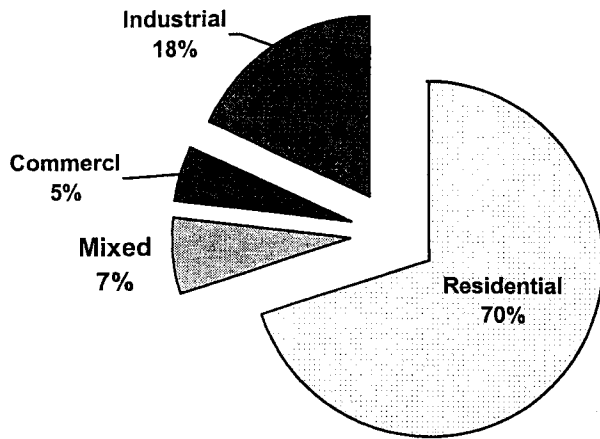
Figure 3. Cost of Service Studies



## Land Supply

In terms of land supply, Gresham is predominately a residential community. The pie chart below compares the land area within the Gresham City limits designated for residential, commercial, mixed or industrial use:

Figure 4. Plan Designations



Land designated for residential use totals 10,004 acres, or 70% of total land area within the Gresham city limits. Additional development potential exists in these districts – 927 acres are vacant, 9.3% of land in residential districts. Mixed use districts (1,012 acres) accommodate both residential and commercial land. Commercial designated land totals 723 acres and industrial designated land totals 2,577 acres.

### Gresham Industrial Land Supply – Reality versus Myth

Over the past decade, the supply of vacant industrial land has quickly dwindled in Gresham. An inventory completed in 1991 revealed a supply of 1,620 vacant acres. In 2000, only 853 vacant acres remain – half of the 1991 supply. Environmental, ownership, and infrastructure constraints limit the suitability of this remaining land for near-term development. Some of the remaining industrial land supply is remotely located and lacks good transportation access – especially highway access. Only 166 acres of vacant land are unconstrained. If you take into account access to Interstate 84 through an adequate arterial system, only 127 acres of unconstrained land remains.

Parcel size is also a significant issue for industrial land supply. Only six vacant parcels are larger than 40 acres, while 160 parcels are below this size and 102 parcels are smaller than four acres in size. All of the largest parcels are constrained in some way.

Under current jobs/households growth trends, an additional 1,850 to 2,445 business park-related jobs are forecast over the next 20 years – requiring 133 to 176 acres of land. The City currently has 114 acres of unconstrained vacant/underdeveloped business park land, leaving a net deficit of 19-62 acres (Gresham E&ES).

### Additional Employment Land

In addition to land designated for business park, light industrial or heavy industrial, Gresham has an additional 723 acres designated for commercial and 1,012 zoned for mixed-use. These districts have potential for job creation. In commercial districts, 80 acres are vacant. In mixed use districts, 118 acres are vacant. Most of the vacant parcels in these districts are small, averaging 0.70 acres in size, thus limiting the impact of individual development. Cumulatively, development in these districts could have a favorable impact on Gresham's employment picture.

## Regional Industrial Land Study

Gresham is not alone in its shortage of ready-to-build industrial sites. A recently completed "Regional Industrial Land Study, Phase 3 (RILS)" suggests that a regional shortage of industrial land may exist. The study forecast a demand for 6,300 net acres over 20 years. Total supply of industrial land in the region is currently 9,200 acres, but only 2,400 are unconstrained and ready to develop. There is also a lack of large industrial sites, which could have market consequences. The report states:

"The availability of ready-to-build parcels is constraining market potential. Regionally the forecasted demand for small (less than 3-acres) and large (over 50 acres) individual industrial parcels may exceed the existing unconstrained industrial supply unless proactive public policies interact with market forces to enhance and preserve strategic industrial holdings (RILS, 2001)."

The 3,900 acre regional shortfall of industrial land will have to be made up through improvements to constrained lands and through the designation of additional industrial land. The region is forecast to add another 188,400 industrial jobs over the next 20 years – over one-fourth of these jobs are projected to require tech/flex space (RILS, 2001). Based on past trends, the City is projected to add 6,720-8,860 industrial jobs over the same planning period. This equates to 6%-7% of the Region's projected job growth (Gresham E&ES). Gresham is considering an option to seek a larger share of job growth than in the past decades.

### Characteristics of Jobs in Gresham

Existing and emerging employment trends in Gresham include (Gresham E&ES):

- Service sector. This sector grew by 7,100 jobs between 1990 and 2000 – 56% of job growth in the City. This sector is now the largest employment sector in the City.
- Small companies. Over 80% of Gresham companies had 19 or fewer employees in 2000 – employing 25% of workers. Thirty-one employers (16% of all businesses) with over 151 or more employees provide 38% of the total job base.
- Competitive advantage. Gresham has strength in the high tech, tourism, machinery, aerospace, graphic communications and creative services economic sectors.
- High tech. Despite recent cutbacks at local plants, Gresham is still competitive for sectors of high tech industry such as research and development, and customized software.
- Medical facilities and research. Gresham currently has several health care facilities. Additional medical research and health services could emerge to serve the growing elderly and family population.

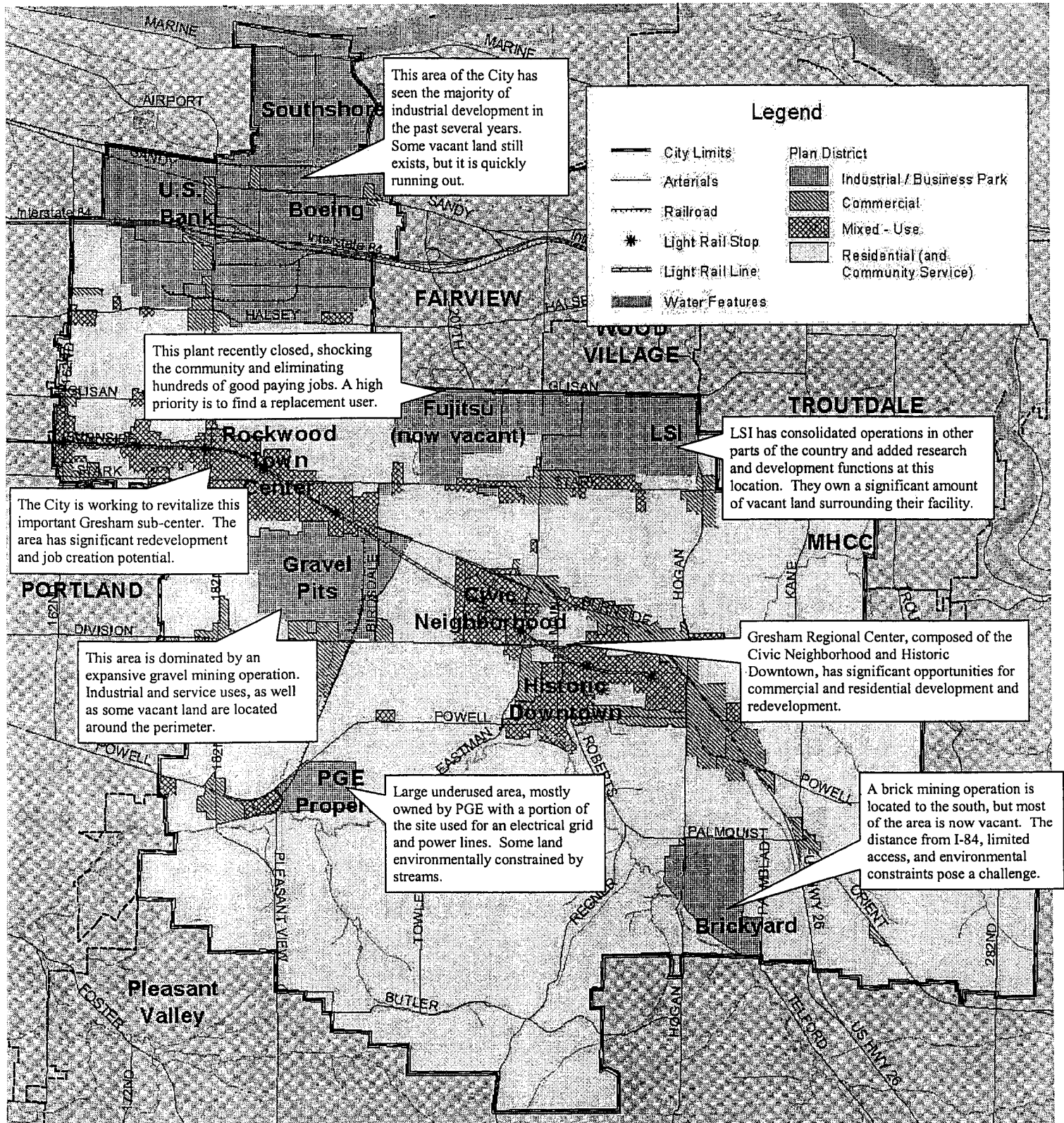
### Regional Trends to Watch

The success of the regional and local area economy will largely depend on how well emerging national economic trends are accommodated, including (RILS, 2001; and ULI on the Future, ULI, 2001):

- Flex space. Companies are moving away from large manufacturing facilities towards smaller more flexible facilities and more research and development facilities.
- Expedited commerce. Advances in technology will lead to more "just-in-time" inventory for stores and direct shipments to consumers, reducing the need for warehouse space, but increasing the need for sophisticated distribution facilities.
- Warehousing. Fewer warehouses will likely be needed, but new buildings will be larger, with more storage volume and fewer employees. (continued on back page)



# Gresham Industrial and Commercial Plan Districts



Source: City of Gresham, Comprehensive Planning

For more information go to the City of Gresham web site at [www.ci.gresham.or.us](http://www.ci.gresham.or.us) (click on "Community Profile" button)

## Regional Trends to Watch (continued from page 2)

- **Connectivity.** The availability, speed and reliability of Internet connections and telecommunication facilities will become increasingly important for office, as well as industrial users. In distribution facilities “information will replace inventory” allowing products to be quickly shipped as needed.
- **Quality matters.** The quality of life offered by a community will become just as important as transportation and utilities in companies locational decisions. A quality community will attract quality employers.
- **Skilled workforce.** Future industries will need a skilled and educated workforce that can quickly adapt to changing technologies.

## Proactive Approaches to Economic Development

The research outlined in this report indicates that Gresham residents need more local opportunities for jobs. The City has a low jobs-housing ratio and residents are forced to travel long distances to find work. The supply of ready-to-build land for employment use is running low. The City recognizes that a proactive approach is necessary to overcome these challenges and ensure economic success.

## Mayor's Economic Development Action Plan

In 2000, Gresham Mayor Charles Becker established an economic development forum composed of business, community, educational, civic and governmental leaders. The *Mayor's Economic Development Action Plan* is a direct result of this forum's work. The action plan provides a forward-looking vision and goal framework to guide future economic development efforts, as well as a detailed list of objectives and actions steps (for more information contact Shelly Parini at 503-618-2821, [parini@ci.gresham.or.us](mailto:parini@ci.gresham.or.us)).

## Economic Development and Planning Efforts

In support of the Mayor's economic plan, the Community & Economic Development Department (CEDD) is working with elected officials to create more jobs in Gresham by overcoming “demand” and “supply” obstacles. On the “demand” side, the department is recruiting businesses, helping existing businesses grow, partnering with education institutions on workforce training, facilitating small business development and fostering entrepreneurship. On the “supply” side, the department is making sure that an adequate land supply exists; pursuing funding for infrastructure improvements to better serve industrial land; and considering changes to policies and regulations to better support job creation.

Specifically, CEDD efforts to expand the economic base of Gresham and attract business to Gresham include the following initiatives and partnerships:

### Expand the economic base

- **Industrial/Employment Initiative.** The City is looking at ways to increase the supply of ready-to-build land, encourage redevelopment, and encourage companies to locate in the City (contact Ron Bunch, Jonathan Harker or Jeff Beiswenger at 503-618-2760).
- **New policies and regulations.** Revisions to the Comprehensive Plan, Community Development Code and other regulations will be proposed to help protect the existing supply of industrial land, add additional land and encourage redevelopment for next 20 years (contact Ron Bunch, Jonathan Harker or Jeff Beiswenger at 503-618-2760).
- **Transportation Improvements.** Gresham will adopt a 20 year Transportation System Plan, which details specific

improvements that will open additional land for employment use (contact Ron Papsdorf at 503-618-2806, [papsdorf@ci.gresham.or.us](mailto:papsdorf@ci.gresham.or.us))

- **Urban Growth Boundary Expansions.** Gresham is working with Metro to ensure that new land area added to Gresham in the future contains significant employment components (contact Ron Bunch at 503-618-2529, [ronald.bunch@ci.gresham.or.us](mailto:ronald.bunch@ci.gresham.or.us)).
- **Rockwood Renewal.** To support job creation, as well as community revitalization efforts for all of Gresham, an urban renewal plan is under development for the Rockwood area, incorporating some industrial land. Urban renewal can give the community a set of redevelopment tools otherwise not available, such as: focused infrastructure investments; assistance loans and grants; park improvements; and redevelopment assistance (contact Deb Meihoff at 503-618-2195, [deb.meihoff@ci.gresham.or.us](mailto:deb.meihoff@ci.gresham.or.us)).

## Business Attraction

- **Business Assistance Program.** Area industries meet regularly with local governments and other business groups to exchange information and address issues related to the local business climate (contact Kristine Leibrand at 503-618-2854, [leibrand@ci.gresham.or.us](mailto:leibrand@ci.gresham.or.us)).
- **Manufacturers Assistance Program.** Gresham partners with Troutdale, Fairview and Wood Village to address issues that are affecting area manufacturers and establish economic development direction (contact Shelly Parini at 503-618-2821, [parini@ci.gresham.or.us](mailto:parini@ci.gresham.or.us)).
- **Workforce development.** The Business Assistance Program helps connect local businesses with a dynamic network of partners to provide training and educational services (contact Shelly Parini at 503-618-2821, [parini@ci.gresham.or.us](mailto:parini@ci.gresham.or.us)).
- **Oregon Science & Technology Park (OSTP).** Gresham is working with other East County partners to implement the vision for this facility. OSTP will create a premier research, education and training center for biotechnology, semiconductor, information technology and other knowledge based disciplines and promote collaboration between colleges and universities (contact Shelly Parini at 503-618-2821, [parini@ci.gresham.or.us](mailto:parini@ci.gresham.or.us)).
- **Site Locator Service.** The service helps connect businesses with realtors, land owners and developers who have space or land available within Gresham (contact Kristine Leibrand at 503-618-2854, [leibrand@ci.gresham.or.us](mailto:leibrand@ci.gresham.or.us)).
- **Rockwood Business Assistance Program.** This program will address issues that affect Rockwood businesses and enhance the job base (contact Kristine Leibrand, at 503-618-2854, [cindy.knudsen@ci.gresham.or.us](mailto:cindy.knudsen@ci.gresham.or.us)).
- **Rockwood Business Incubator.** The City is partnering with the Oregon Association of Minority Entrepreneurs (OAME) to open a business incubator site in the heart of Rockwood. (contact Shelly Parini at 503-618-2821, [parini@ci.gresham.or.us](mailto:parini@ci.gresham.or.us)).
- **Law enforcement partnerships.** A safe and secure community creates more jobs. CEDD is partnering with the Gresham Police Department and a variety of other community organizations on a federal Weed & Seed grant. This grant will help provide additional resources for law enforcement and community revitalization activities (contact Jeff Beiswenger, at 503-618-2416, [beiswenger@ci.gresham.or.us](mailto:beiswenger@ci.gresham.or.us)).

*Trends* is a newsletter focusing on demographic and economic trends significant to the City. *Trends* is produced by City of Gresham Community & Economic Development Department staff. For more information contact Jeff Beiswenger at 618-2416 or by e-mail, [Beiswenger@ci.gresham.or.us](mailto:Beiswenger@ci.gresham.or.us).

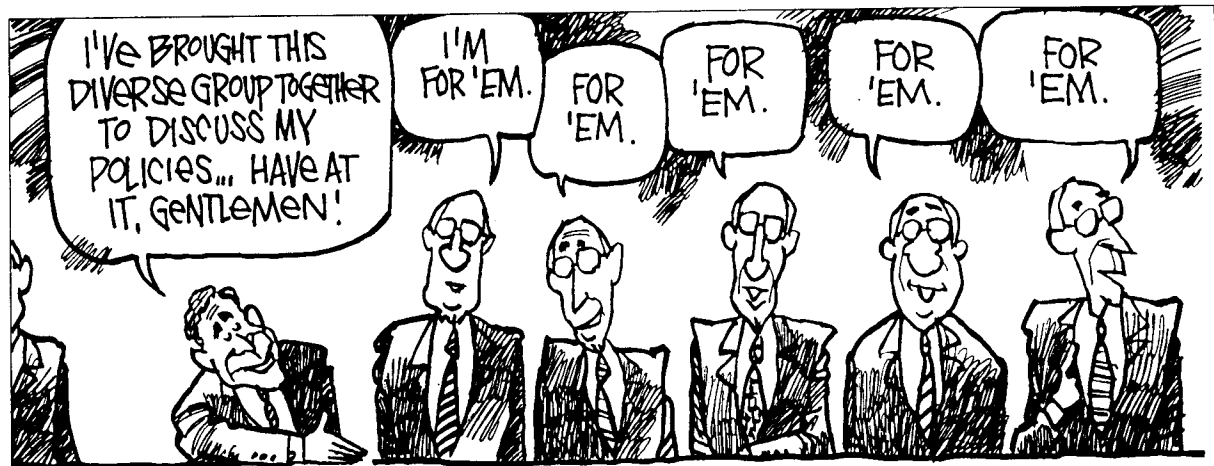
[www.ci.gresham.or.us](http://www.ci.gresham.or.us) -- click on “Community Profile”



# OPINION

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THE GRESHAM OUTLOOK SATURDAY, AUGUST 17, 2002 Page 14A



## The President's Economic For 'Em

*Mike Keefe THE DENVER POST 2002* www.caglecartoons.com

## Eastside deserves more industrial land

**M**etro faces some critical choices this year. Will the region embrace massive growth in new places? Can the region do more to nurture our existing urban centers? Can the region still protect nearby farmlands?

While Metro Executive Officer Mike Burton proposes the largest urban growth boundary expansion ever, most growth is slated for Damascus/Boring. This area requires years of planning, service, governance and finance decisions before it can urbanize. State law dictates this path.

Metro studies, however, say that our economy needs at least 5,700 buildable acres of new industrial land today. (This proposal provides only a fraction of that.) How does this help existing communities?

In coming months, the Metro Council must balance the growth equation with a clear economic vision for stronger urban centers. Metro's cities and eight designated 2040 Regional Centers (including downtown Portland) are the region's economic heart. Metro's best bet is those places that can give us stronger centers and timely jobs.

The Gresham Regional Center is one the most successful. It's a national model for transit-oriented development. It nourishes the "east grove" of the region's Silicon Forest (anchored by LSI Logic and the new Microchip Technology). Success is fragile. Among regional centers, Gresham suffers the lowest share of households who work locally (38 percent vs. 53 percent region-wide). Lagging local jobs, plus explosive growth, produce the region's longest commutes,



GUEST OPINION

HIROSHI MORIHARA

stressed tax bases and households that shop less locally.

As a result, the East Metro area has launched some bold economic initiatives. Major industries, Mt. Hood Community College, Oregon universities and neighboring governments are teamed to develop an Oregon Science and Technology Park System. This premier research and development center will connect the region's new educational and family-wage job opportunities. Buildable local industrial land is critical to this venture. In order to assure that the Technology Park will have a well-trained workforce, local school districts are building the Center for Advanced Learning and Mt. Hood Community College has been undertaking a bond campaign to build the University Center at its campus.

For today's 92,000 residents, Gresham has only 166 buildable acres of industrial land, most in small sites. Gresham is asking Metro for about 1,000 acres of industrial urban growth boundary expansion directly south of Gresham along both sides of Highway 26 to the county line. This is one of the region's rare industrial sites on an uncongested major highway. The

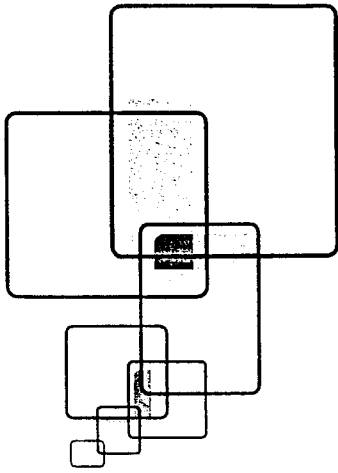
Burton proposal doles out only 175 buildable acres of industrial lands for Gresham.

Gresham can readily host more land for jobs. Since the 1980s, Gresham has annexed and delivered services to mid-county. Gresham has acted to create a real Regional Center, renew its Rockwood Town Center and plan Pleasant Valley. From a services and market standpoint, Gresham needs a critical mass of industrial lands on Highway 26 to efficiently size, finance and extend services. Services start here that should allow orderly growth southward in the Johnson Creek basin, an area Metro also wants to urbanize.

Past urban growth boundary decisions have polarized between protecting farmland or creating urban jobs and housing. For "smart growth," this region must find better ways to grow our urban and agricultural economies together. The East Metro area supports a thriving nursery industry. Most lands sought for new industry south of Gresham are zoned rural "exception" lands, not exclusive farm use. East Metro's emerging research and development industry can even find ways for our nearby nurseries to be more productive.

With Metro's support, East Metro can deliver its share of healthy urban centers, new family-wage jobs, new industry and new educational horizons for the region.

*Hiroshi Morihara is co-chairman of the East Metro Economic Alliance, a coalition of Gresham-area business, educational and government leaders.*



PROSPECTUS FOR

# Springwater

A New Eastside Region 2040 Center

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**September 12, 2002**

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# Summary

This Prospectus responds to Metro Executive Mike Burton's recommendation to add approximately 2,200 net acres of employment land to the region, approximately 40% of the needed employment land identified by Metro. This recommendation included less than 200 acres of employment land for Gresham.

Based on discussions with Metro and other partners, Gresham is revising its request to Metro for expansion of the Urban Growth Boundary (UGB). This request for expansion by 1,400 total acres is significantly modified as described in this Prospectus for **Springwater**, a new form of 2040 community and industrial employment center. The proposal is first and foremost a partnership with Metro and the City of Gresham. The partnership is intended to develop **Springwater** as a premier Eastside employment center that supports Gresham's Regional Center, improves the Eastside jobs/housing imbalance, and supports Eastside educational initiatives, which include the Oregon Science & Technology Park (OSTP), Mt. Hood University Center, and the Center for Advanced Learning (under construction). (Private Investment Follows Public Commitment)

The City of Gresham is committed to fulfilling Region 2040. It does so by providing Eastside leadership, transforming its Regional Center into a quality mixed-use center, and by initiating investment and innovation for jobs and education. Gresham fully understands that the success of Region 2040 depends on the success of centers — livable concentrations of activity and investment.

**Springwater** will be designed, constructed, and operated in direct support of the Gresham Regional Center, and will be guided by Metro's *Ten Principles*

*for Achieving Region 2040 Centers*, as well as the tools of Smart Growth, Sustainability, and Habitation/Agricultural balance. This is not another industrial park or campus — **Springwater** will be a new community.

## Implementation of Metro's *Ten Principles of Achieving Region 2040 Centers*

The *Ten Principles for Achieving Region 2040 Centers* are new strategies to assist the region's communities and Metro. They propose transforming Metro's focus from that of regulator to implementing partner. This is logical now that the 2040 concept is established. Evolution of centers needs help though. The Principles apply to small or large centers and all levels of government. The Principles are currently being translated into new Metro "centers and jobs" policies. They include partnering, coaching, removing barriers, supporting local leadership, seeking financial tools, assisting with marketing and communications, and similar efforts. *(The ten principles are applied throughout this document, illustrating how **Springwater** will implement and realize Metro's regional center vision.)*

**Springwater** is a pilot to employ these new center policies, tools, and Metro focus. **Springwater** provides a pioneering opportunity to establish a long-term Eastside alliance and partnership in support of a regional center. Gresham is generally regarded as one of the region's most advanced regional centers, exhibiting many of the elements that 2040 envisions in Gresham's Civic Neighborhood and Downtown — housing, retail, mixed-use, and employment. *(Celebrate Success)*

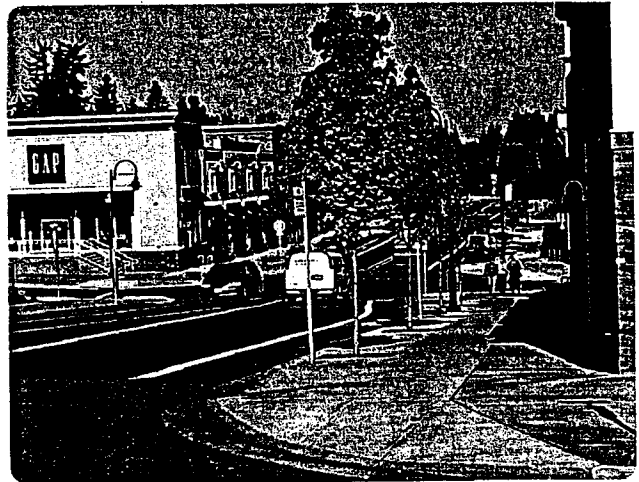
# Summary

## A Metro, Gresham, and Eastside Alliance

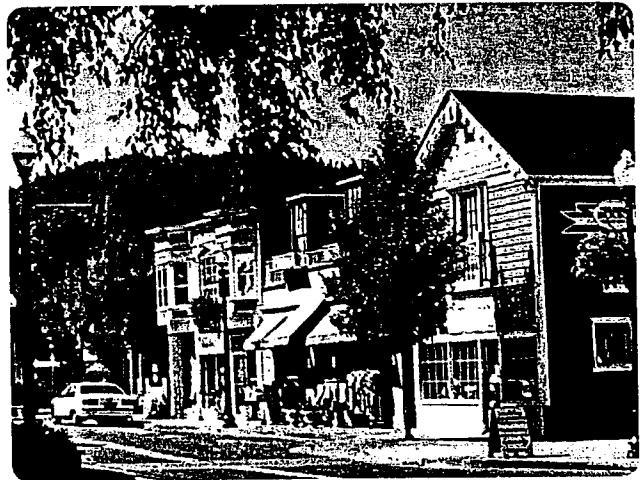
**Springwater** is as much about partnership, strategic investment, and sustained cooperative effort as it is about land use. Gresham has initiated the development of partnerships and received support from the cities of Troutdale, Wood Village, Fairview, and Sandy; Multnomah and Clackamas counties; and Metro. (*Reward Leadership*) In the very near future this alliance will develop formal intergovernmental agreements with specific goals, responsibilities, decision-making processes, staffing commitments, and related partnership agreements. Gresham recognizes its leadership role in initiating this alliance must be long-term to be effective.

Expansion of the UGB is just the first step of local implementation. Gresham, its local partners, and Metro will work in partnership over the next 5 to 10 years to fully implement **Springwater**. (*Take the Long View*) Although specific site planning in **Springwater** will be done locally, Metro and state support will be critical.

Metro and the State will play a key role in assisting **Springwater** and guiding it in ways that support both local goals and the regional linkages that **Springwater** must make to its neighboring centers and the region. (*Metro as Coach*) Gresham will look to Metro and the State for resources and solutions to maximize the success of **Springwater**. The City of Gresham and its neighboring jurisdictions look forward to working with Metro to further research desired manufacturing and technology uses, as well as community components.



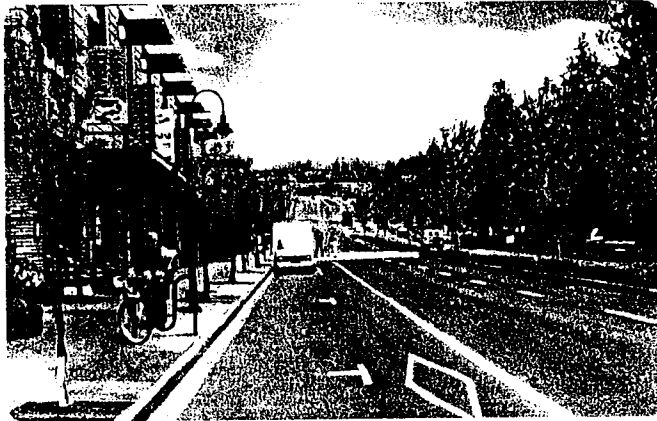
*Civic Neighborhood looking north*



*Historic Downtown*

# What is the Springwater Concept?

**Springwater** is both a new community and a new center. (*All Centers Are Not Created Equal*) New forms of centers are needed to fulfill the Region 2040 concept. Simply put, the **Springwater** concept addresses, head on, possibly the most significant barrier to the future of the Gresham Regional



*Rendering of Division Blvd. after improvements*

Center – reversing the Eastside’s very serious jobs/housing imbalance by attracting business leadership through a high quality, market competitive, business and living environment.

In real property terms, **Springwater** involves a core mixed-use center serving local day-to-day needs for a significant employment sector and a large and highly attractive executive housing community. **Springwater**, as a community with a true center, will provide upscale housing and an Eastside base for scientific, technical, manufacturing, and idea-based employment.

## The Development Program – A Phased Approach

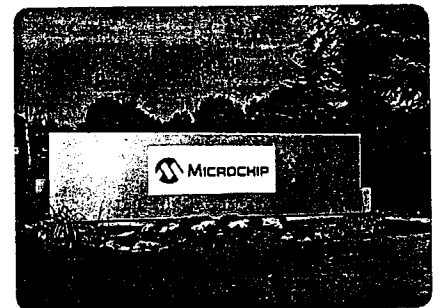
As shown in Figure 1.1, the fully developed **Springwater** community and center is 3,400 acres – a necessary size to reverse present Eastside market trends by creating a significantly defined

community. (*Build Communities. Not Projects*) To be built in two major phases, the first phase must be of sufficient size to attract the highly discretionary housing and job markets that are presently attracted to the Portland region’s Westside. Hence, each of the components – center core, employment sector, and executive housing community – must work together and support each other, and be strong enough in both design, quality, and capital strength to provide livability and assurance of success. (*Understanding Market Impact*)

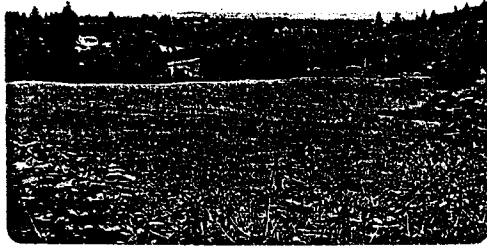
The key element of **Springwater** (Phase I) is 621 net acres of environmentally friendly manufacturing and technology/science employment lands on both sides of US 26. Approximately 50–60 net acres would be dedicated to a “village” center, the purpose of which is to support the employment center. The uses within the center could include support services such as banks, restaurants, a hotel and civic center, and attached housing.

Phase I will include approximately 160 net acres of executive housing. This housing is needed

in order to support the executives who will be running the companies that choose to locate in **Springwater**, as well as providing executive housing for existing Gresham companies such as LSI, Boeing, and Microchip. Gresham is very deficient in this housing opportunity. The vision is to locate housing on the western edge of **Springwater**, near the Persimmon Country Club and Hogan Road, capturing the views of Mt. Hood.



*Microchip Technologies, Inc.*



Sunshine Valley, Clackamas County

Phase I is the core of a much larger vision. Gresham has the infrastructure in place to serve this area immediately. As Phase I develops, Phase II, south of Phase I and west of 282nd Avenue in the Upper Johnson Creek Basin (Sunshine Valley, Clackamas County), can be cooperatively planned. Phase II would provide an additional 875 net acres of employment land and an additional 325 net acres of executive housing. The concept for Phase II would be similar to that of Phase I. The “village” center would be designed in such a manner to support both phases.

Figure 1.1 — Potential Development Program

| Area Designation   | Phase I    | Phase II     | Total        |
|--|------------|--------------|--------------|
| <b>Total Land Area</b>                                     | 1,400      | 2,000        | 3,400        |
| Less Primary Circulation Area (10 percent)                 | -140       | -200         | -340         |
| Less Property Holdouts (15 percent)                        | -210       | -300         | -510         |
| Less Natural Resources (15 percent)                        | -210       | -300         | -510         |
| <b>Equals, Adjusted Gross Development Area (NET ACRES)</b> | <b>840</b> | <b>1,200</b> | <b>2,040</b> |
| <b>Center Area</b>   |            |              |              |
| Retail Shops, Services, and Office                         | 25         | 0            | 25           |
| Civic / Community Uses / Transit                           | 3          | 0            | 3            |
| Public Open Space  | 5          | 0            | 5            |
| High Density Housing                                       | 10         | 0            | 10           |
| Medium Density Housing                                     | 10         | 0            | 10           |
| Local Center Circulation Area (13 percent)                 | 7          | 0            | 7            |
| <b>Total, Center Area (NET ACRES)</b>                      | <b>60</b>  | <b>0</b>     | <b>60</b>    |
| <b>Employment Area</b>                                     |            |              |              |
| Manufacturing  | 215        | 350          | 565          |
| Technology / Science                                       | 360        | 460          | 820          |
| Local Employment Circulation (8 percent)                   | 46         | 65           | 111          |
| <b>Total, Employment Area (NET ACRES)</b>                  | <b>621</b> | <b>875</b>   | <b>1,496</b> |
| <b>Executive Housing</b>                                   |            |              |              |
| Estate Lots (2 to 3 per acre)                              | 70         | 55           | 125          |
| Large Lots (3 to 4.5 per acre)                             | 50         | 75           | 125          |
| Standard Lots (4.5 to 6 per acre)                          | 25         | 75           | 100          |
| Small Lots (6 to 8.5 per acre)                             | 0          | 90           | 90           |
| Local Residential Circulation (10 percent)                 | 15         | 30           | 44           |
| <b>Total, Executive Housing Area (NET ACRES)</b>           | <b>160</b> | <b>325</b>   | <b>484</b>   |

# Concept Elements, Benefits, and Opportunities

Any center, whether it is the city center, a Regional or Town Center, a Station Area community, or a new to-be-defined center (such as **Springwater**), is really a complex mix of many uses. To be a successful center, **Springwater** must have these elements:

## High-Value Manufacturing and Technology/Science Employment Center

**Springwater** will be a high-value manufacturing and technology/science center based on emerging Oregon Science & Technology Park (OSTP) system initiatives and regional strengths. Initial recruitment and new enterprise targets will include life sciences and bio-manufacturing, semiconductors, information and security technologies, sustainable/green technology industries, and other knowledge-based industries.

## Supports the Oregon Science & Technology Park System and Educational Initiatives

**Springwater** will provide a critical Eastside focal point for development of the Oregon Science & Technology Park (OSTP) and related education and training initiatives. OSTP is a nonprofit government-university-industry partnership (GUI). Its mission is to encourage development of an Eastside network of education and training, scientific research and development, technology transfer, incubation, and manufacturing activities in cooperation with other regional partners. Eastside communities — Gresham, Fairview, Troutdale, and Wood Village — are partners in OSTP. Key OSTP-supported education initiatives include:

- Mount Hood Community College (MHCC) education and training programs organized to serve the specific needs of industry, including the allied health and biotech programs.

- MHCC regional library, a resource to industry throughout the Eastside area.
- The University Center at MHCC (similar to the Capital Center in Washington County and the University Center in Bend), where several institutions (PSU, OHSU, OSU, UO) will offer academic programs to meet the specific needs of the Eastside region.
- The Center for Advanced Learning (CAL), a regional resource that provides advanced programs for several high schools including advanced training in medical health care, information technology, and pre-engineering/advanced manufacturing.



*Center For Advanced Learning at Gresham Station under construction*

- Pacific Northwest National Laboratory (PNNL), located at Hanford, presents major opportunities to collaborate on research and development activities throughout the region.

## Provides Opportunities for Sustainable/Green Development

**Springwater** presents opportunities for sustainable/green development in five categories — sustainable project planning, green building,



horticultural research and development, eco-industrial development, and sustainable infrastructure including application of new green technologies to building a new community.

**Springwater** can become a regional laboratory to advance the quality of sustainable development.

### Executive Housing, Business Leadership, and Center Success

The correlation between the location of office-based and professional and scientific jobs and the location of executive and managerial housing is universally consistent – they locate near each other. A business owner or executive makes the decision where a business will locate. The presence of most office buildings in close-in Portland Westside, Kruse Way, and the Sunset Corridor is not surprising. Adjacent high-income census tracts explain that relationship.

Lack of office concentrations on the Eastside is explained by these same phenomena – lack of concentrations of wealth, which results in lack of concentrations of executive and managerial housing. (*Remove Barriers*) For the region and for the Gresham Regional Center to grow and succeed, it must have more jobs.

Jobs are dependent upon business location decisions – the core issue and barrier to this regional center achieving its vision.

Despite all of the efforts that communities put

forth to attract new industry, the single largest determinant of business location is the distance of the business to the executive's home. Therefore, for new businesses to locate in the eastern part of the

Metro region, executive housing must also be located nearby in order to shorten commutes. "Executive housing" can be summarized as high-end, larger-lot, single-family residential products.

- **Springwater** housing, in particular, must instill "Place Making" confidence from the beginning.
- The executive housing section of **Springwater** will provide an array of products characterized primarily by large and standard lot detached housing. Through the mechanism of executive housing and wealth concentrations and the jobs that will follow, medium and higher density middle income, market rate, and affordable and attainable housing will be developed in other parts of the city, including the Regional Center.
- **Springwater** will also attract the expanded business leadership that a Regional Center and self-sustaining satellite city (Gresham) need to inevitably lead and fund increased programs and facilities for the arts, cultural facilities, higher education, expanded medical facilities, care for the less fortunate, and more. This executive leadership is essential if this Regional Center is to fully evolve. This leadership will benefit not only Gresham, but its nearby municipal and county partners as well.

### High Quality Transportation Connections

**Springwater** is blessed with top-notch regional connections.

US 26 gives quick access to the Portland International Airport, Interstates 84 and 205, and Central Oregon. The heart of **Springwater** is the 21-



*View of Mt. Hood from  
Persimmon Golf and County Club*



*Springwater Trail*

mile Springwater Trail Corridor between central city Portland, the Gresham Regional Center, and Boring. Gresham will soon tie this Corridor north to the Columbia River with the Gresham/Fairview Trail. High-capacity transit will connect Springwater to MAX, north to Mt. Hood Community College, the Oregon Science & Technology Park, and south to emerging urban areas in Damascus/Boring and Sandy.



*Gresham MAX Station at Cleveland*

- More Eastside jobs will reduce today's intolerable commutes, optimize the existing transportation network, and reduce pollution and miles traveled. Gresham has Oregon's longest urban commutes (27.3 minutes for cities over 40,000) and the lowest share of residents who work locally of *all* regional centers. Commute impacts include: costly peak-direction road and transit, more congestion/air pollution, lower bike/pedestrian use, less local household shopping and services. The Gresham Regional Center with **Springwater** is ideally located to reverse these troubling trends, for both Gresham and the Damascus/Boring area.

- At one of the major gateways to the metropolitan area, **Springwater** is especially well located for businesses within the Portland metropolitan area, as well as Central and Eastern Oregon businesses. Freight and commuter accessibility will also be essential to **Springwater's** success. Enhanced road connections to I-84 as called for in the Regional Transportation Plan (RTP) will allow manufacturing and technology businesses in **Springwater** to thrive without adding unnecessary truck traffic through the Gresham Regional Center.
- East Multnomah and Clackamas Counties will detail these transportation and economic connections in a *2002-03 North/South Corridor Study*.

### **Establishes a Village Center**

With a critical mass of housing and employment, **Springwater's** "heart" will be a compact Village Center with commercial and civic uses that will primarily support the residents and employees of **Springwater**. **Springwater** will support the neighboring Gresham Regional Center and the future Damascus Town Center within a network of Eastside centers.

- The Village Center's 60 acres will also include some medium and high density housing, which is always a component of successful centers.
- High-capacity transit from the Gresham Regional Center will pass through the Village Center, giving residents and employees easy access to Gresham and Eastside communities.

## Promotes Jobs/Housing Balance and Job Growth

The Eastside's ability to sustain and grow a vital Gresham Regional Center is directly related to the strength of the local economy, which in turn depends on business investment and well-paying jobs.

- Current trends indicate the future of the Eastside economy and the Gresham Regional Center may be at risk. For example, Gresham's stagnant jobs to household ratio of 1.17/1.0 is significantly lower than the region's average of 1.7/1, and much lower than Multnomah County's ratio of 2.08/1.
- These new lands help Gresham address its Comprehensive Plan policy objective of achieving a ratio of jobs to households on par with that of the rest of the Portland metropolitan region. This shortage exists because there are inadequate employment lands, particularly industrial properties, within the current city limits. The City's economic development efforts focus on economic sectors and industries that hold the most promise for the creation of a diverse economic base, family-wage job growth, and career opportunities.

## Provides Infrastructure Readiness East and West of US 26

Gresham has been a full service city since 1905, and has demonstrated the financial and organizational capacity to quickly serve regional-scale industry (e.g., existing Southshore and the LSI/Microchip high-tech cluster). Gresham today provides sewer service to three cities, fire service to four cities and adjacent rural areas, and has cooperative partnerships for a variety of law

enforcement services.

- As long as Metro provides sufficient industrial lands for **Springwater** Phase I, Gresham has the infrastructure in place to serve this area immediately.



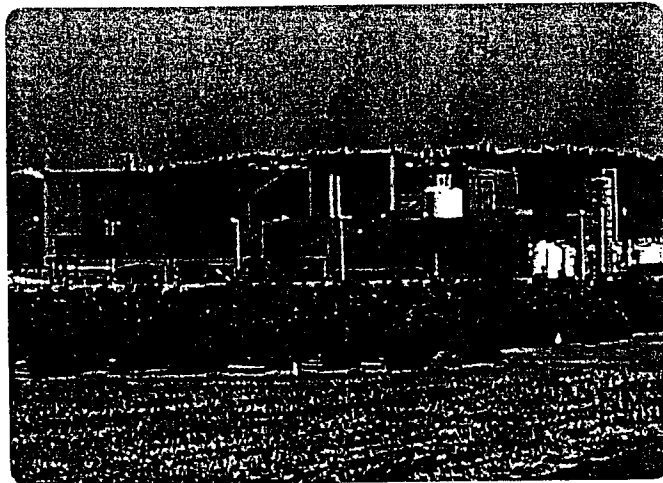
*Springwater Concept Lands Site looking at US 26 and Southeast Gresham*

- Within 5 years, Gresham estimates that it could extend infrastructure south into adjacent areas of the Upper Johnson Creek Basin, which Metro proposes to bring into the UGB (rest of Area 12, parts of 10, 11).
- Infrastructure for **Springwater** must come from both sides of US 26. Existing Gresham water tanks outside the UGB (east of 282nd Avenue) can serve all of **Springwater** Phase 1. The Water Master Plan requires a new main across US 26, from the existing 282nd Avenue main to reservoirs west of Hogan Road. Gresham's Johnson Creek sewer interceptor is immediately north of **Springwater** at SE Telford Road and Palmblad, and can readily be extended to both sides of US 26. **Springwater** Phase 1 must span both sides of US 26 to assure efficient urban access to US 26. A US 26 crossing and a central east-west boulevard will tie both

sides of **Springwater** Phase I with Hogan Road and Orient Drive.

- A critical mass of industrial lands spanning US 26 is essential to allow the City and its partners to efficiently size, extend, and fund these needed facilities.

### Allows Coexistence on the Rural/Urban Edge: Industry, Nurseries, Watersheds, and a Green Gateway



*LSI Logic Plant with neighboring Nursery in foreground*

Valuable industries and nurseries can coexist and thrive at the region's east edge. One million nursery trees on the LSI campus attest to this.

- Gresham and Multnomah County are working together to create a strong, stable industrial/nursery edge area. Steps are being considered to minimize edge conflicts, including concept planning, land use policies and codes, transportation management, and innovative conservation measures such as a *West of Sandy River Land Trust*.

- In addition, Gresham's *Johnson Creek Master Plan* update will provide green solutions for the stream corridors, confluences, and watershed west of 282nd Avenue. *Gresham's Resolution 2550* supports the *Green Corridor Agreement* that separates Sandy and Gresham on US 26. To reinforce that, Gresham proposes to create a *Green Gateway* to the metropolitan region along US 26 in Springwater Phase I.

### Complements Clackamas County, Damascus/Boring Needs

Gresham has met with and is ready to enter into agreements with Clackamas County and affected communities to assure timely, coordinated community planning, urban service delivery, concept planning, transportation, and economic development for Springwater and adjacent Damascus-Boring communities. These common efforts are critical to launch a successful new center.

- Together with the Regional Economic Development Partners, Gresham and Clackamas County have agreed to identify a strategy, with affected communities, to address the collective need for additional Eastside employment land as concept planning occurs for **Springwater** and Damascus/Boring.
- The Committee for the Future of Damascus "strongly supports" **Springwater**, citing to Metro the need to build a substantial Eastside jobs and education center that serves the Gresham area and future urban areas in Damascus/Boring.

# Implementation Schedule

As described in this Prospectus, the infrastructure is available to begin Concept Planning now, followed immediately by simultaneous marketing, site preparation, and development. Special studies are needed as part of the planning process, such as exploring innovative ways to interface agriculture (nurseries) with human habitation (jobs or housing), and do so in a manner that benefits both land use sectors. The following outlines “next steps” to implement the **Springwater** Regional Center:

## 2002

December

- Metro approves UGB expansion

## 2003

January – March

- Concept Plan Scope of Work (including detailed infrastructure and finance plans)

January – December

- Begin major infrastructure improvements for Springwater Phase I
- Participate with adjacent jurisdictions and communities in planning for other UGB expansions and unmet jobs needs
- Develop *North/South Corridor Study*

March

- Update 2002 Multnomah County/Gresham *Memorandum of Understanding* (MOU) and implementation schedule for priority measures

April – December

- Develop Concept Plan for **Springwater** Phase I

## 2004

January – December

- Complete major infrastructure improvements for **Springwater** Phase I
- Continue to implement Multnomah County/Gresham MOU
- Initiate annexation program, begin annexations for **Springwater**
- Initiate marketing program (include builders, lenders, developers)

October 03 – March 04

- Develop **Springwater** Implementation Program (infrastructure and economic incentives, annexation, marketing)

## 2005

January – December

- Groundbreaking – initial phases of **Springwater**
- Continue to implement Multnomah County/Gresham MOU

# The Ten Principles for Centers

1. All Centers are Not Created Equal
2. Understanding Market Impact
3. Private Investment Follows Public Commitment
4. Reward Leadership
5. Build Communities, Not Projects
6. Remove Barriers
7. Metro as Coach
8. Balance the Automobile
9. Celebrate Success
10. Take the Long View

# Springwater Concept Area Map

