

10.900 Kelley Creek Headwaters Urbanization Plan

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Statewide Planning Goal 14: Urbanization

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

Introduction

In December 2002, Metro brought 18,700 acres of previously unincorporated rural land into the Metro area Urban Growth Boundary (UGB) for future urbanization. Metro is required by the State to expand the UGB to accommodate future population growth for the next 20 years. This expansion included the 220 acre Kelley Creek Headwaters (KCH) area.

Before urban development can happen in KCH a comprehensive planning effort is required that results in a plan to guide future urban development. Oregon state law (Planning Goal 14) requires planning for newly urbanized areas in order to ensure orderly, efficient growth. Title 11: Planning for New Urban Areas of the Metro Urban Growth Management Functional Plan has requirements for the UGB expansion area that the City needs to address and adopt into its comprehensive plan.

The first urbanization planning effort was conducted from 2003 through 2005 for an area that included both KCH and the future City of Damascus. Clackamas County, Metro, Damascus are residents, and the cities of Happy Valley and Gresham participated in this effort. The result was the Damascus/Boring Concept Plan. This plan informed later planning efforts but Gresham was not required to follow it if it developed its own urbanization plan for KCH.

In 2006, Gresham City Council directed staff to develop a KCH urbanization plan. As a first step in this process, Council directed staff to develop an IGA agreement with Metro that would allow Gresham to access Metro Construction Excise Tax funds to help fund the project. Metro and Gresham signed the IGA in 2007. In addition, the City and County revised an IGA that gives the City authority to conduct urban planning in urban reserve areas. The amendment added KCH to the areas covered by the IGA. The KCH urbanization planning project began in early 2008 and then became part of the Comprehensive Plan in September 2009. This plan will serve as a guide for urban development, including future land use, the provision of public facilities and protection of natural resources after properties are annexed into the City.

The major steps in the planning process were:

- Inventory and mapping of base conditions such as existing land uses, topography, natural resources, public facilities, ownership patterns, etc.
- A field inventory of streams and wetlands by a natural resources consultant firm (Pacific Habitat Resources).
- Development and adoption of Comprehensive Plan amendments that comply with Title 11 of the Metro Urban Growth Management Functional Plan, including:
 - Urban Growth Diagram maps, which show proposed land use designations (zoning) for KCH;
 - Measures to protect natural resources;
 - A public facilities concept plan that describes the public facilities (sanitary sewers, water, stormwater facilities, etc.) that are needed to serve urban development; and
 - A description of the City's annexation requirements.
- An outreach effort that involved KCH property owners who helped to provide guidance for the planning effort.

What follows are the goal, policies and action measures that are part of the urbanization plan.

Kelley Creek Headwaters Goal, Policies, and Action Measures

GOAL

The urbanization plan will balance development and the extension of urban services with the protection of natural features in Kelley Creek Headwaters.

Policies

1. The urbanization plan will comply with state, regional and local goals and requirements. It will serve as the guide to developing Kelley Creek Headwaters.
2. Kelley Creek Headwaters will be a community of low density residential development.
3. Natural features will be protected with the environmental overlays that apply to the butte areas of the City north of Kelley Creek Headwaters.
4. Green development practices, including green streets, will be utilized. Development and infrastructure plans should enhance the natural hydrological system. Employing green practices shall be the fundamental approach to managing stormwater runoff in a way that maintains or improves the water quality of streams and groundwater.
5. Annexation of Kelley Creek Headwaters properties will be done with the majority consent of affected property owners and the City.
6. Gresham will coordinate with public works and transportation planning staff from adjacent jurisdictions and urban service providers to share information about planned capital

improvements and discuss policy issues affecting the provision of public facilities. Gresham will also work with these entities to develop, when necessary, urban services/intergovernmental agreements to ensure clarity regarding ownership of public facilities.

7. Trail placement in Kelley Creek Headwaters, as shown on the Urban Growth Diagram, is conceptual and is based on the East Buttes Loop Trail and Scouter Mountain Trail concepts of the Metro Regional Trails Plan, Metro Resolution No. 02-3192.
 - a. The final trail alignments are subject to negotiation with affected property owners. The City will not require property owners to dedicate land for trails nor will it use condemnation to acquire rights-of-ways for trails.
 - b. Trail placement will, where feasible, avoid the unconstrained (most developable) parts of properties, and will be located on public property where feasible.
 - c. Urban Growth Diagram Map No. 1 which shows regional trails shall be amended to reflect changes to conceptual trail alignments in the Metro Regional Trails Plan or changes that occur as a result of future Metro/City trails master planning efforts and to accurately reflect the locations of built trails.

Action Measures

1. Upon annexation, properties will be given the following land use designations, as applicable, and as shown on the Urban Growth Diagram:
 - a. Low Density Residential (LDR-7);
 - b. Hillside and Geologic Risk Overlay on landslide prone area; and
 - c. Natural Resource Overlay along streams, riparian areas, wetlands and publicly owned upland habitat..
2. Green practices will be promoted by:
 - a. Managing stormwater by utilizing the green development practices of the Gresham Green Development Practices Manual. These practices rely on infiltration, bioretention, and evapo-transpiration and other processes that mimic the natural hydrologic cycle;
 - b. Incorporating green street design features, per the Gresham Green Street Standards, into the future improvement of Rodlun Road and other KCH streets;
 - c. Designing culvert improvements for existing and proposed stream crossings so that barriers to fish passage are eliminated;
 - d. Designing public stormwater facilities that utilize natural approaches to retain and filter stormwater such as swales, trees, vegetated planters and artificially constructed wetlands.

- e. Controlling noxious vegetation within available resources and densely planting streamside areas with native vegetation wherever possible to improve stream shading, stream bank stability and aquatic habitat.

Public Facilities

3. In regard to water services, the following apply:
 - a. Update the SDC Capital Improvement Project list to include relevant near term projects.
 - b. Continue to coordinate with Clackamas County, the City of Damascus, the Sunrise Water Authority, and other stakeholders to establish plan for providing water service for the area south of Kelley Creek Headwaters.
4. In regard to wastewater services, the following apply:
 - a. Continue to coordinate with the City of Damascus and/or Clackamas County Environmental Services to determine the appropriate wastewater service provider for Sunshine Valley in Damascus.
 - b. If Gresham is to provide treatment for any portion of the Damascus wastewater, participate with the City of Damascus and/or Clackamas County Environmental Services on a study to identify the appropriate alignment of a new sewer interceptor to convey sewage to Gresham's wastewater treatment plant.
5. In regard to transportation facilities, the following applies:
 - a. Gresham and Clackamas County will work toward developing an intergovernmental agreement, if necessary, to ensure the provision of necessary municipal infrastructure in County roads for that part of Clackamas County that is adjacent to Kelley Creek Headwaters. The agreement will comply with the provisions of ORS 195 for urban service providers.
6. In regard to stormwater management and natural resources improvements, the following apply:
 - a. Stormwater management will have a net negative impact on nearby streams, wetlands, groundwater and other water bodies.
 - b. The quantity of stormwater after development shall be equal to or less than the quantity of stormwater before development, wherever practicable.
 - i. Development shall mitigate all project impervious surfaces through retention and onsite infiltration to the maximum extent practicable for up to the 25-year storm event. Stormwater discharges from on-site facilities shall be conveyed via an approved drainage facility.

