

APPENDIX **E**

**UNDERSERVED
NEIGHBORHOOD AND
PLANNED GROWTH AREA
RECOMMENDATIONS**



APPENDIX E. UNDERSERVED NEIGHBORHOOD AND PLANNED GROWTH AREA RECOMMENDATIONS

INTRODUCTION

This appendix summarizes recommendations for new park acquisition and development in underserved neighborhoods and planned growth areas in Gresham. These recommendations directly informed the development of Appendix F, although not all identified recommendations are included in the Gresham Parks 2035 Capital Improvement Project List.

MEMORANDUM

TO: Gresham Parks 2035 Project Management Team

FROM: Matt Hastie and Jessa Miller (MIG)

RE: Task 3.8 – Recommendations for Underserved Areas and Planned Growth Areas

DATE: July 27, 2025

INTRODUCTION

This memorandum identifies recommendations to better serve underserved areas and planned growth areas in Gresham. These recommendations are informed by findings from the Needs Assessment Report, public engagement, and a review of key planning documents and reports. The goals of these recommendations are to address current and future community needs, enhance park accessibility, and promote equitable recreational opportunities across the city. Recommendations related to trail improvements will be coordinated with the City's Transportation department, particularly those projects that connect to City roads and pathways that are managed by that department.

RECOMMENDED STRATEGY FOR BETTER SERVING UNDERSERVED AREAS

The site recommendations identified by the Juncus Memo provide an excellent starting point for improving Gresham's parks and facilities to better serve community needs. Site recommendations range from updating site master plans to adding new facilities, replacing or enhancing existing site facilities, and acquiring adjacent land to be developed. The recommendations identified in this memorandum build upon these site recommendations; recognizing that some areas of the City will require additional park acquisition and development, connectivity improvements, and trail development to ensure equitable park distribution and access. Recommendations are divided into the following sections:

- Existing Underserved Neighborhoods
- Planning Growth Areas
- Other New Developments

The map on the following page illustrates these recommendations.

Underserved Areas

Underserved areas refers to neighborhoods or other areas in Gresham where residents need to walk further than one-half mile to reach the nearest park, recreation facility or trail.



GRESHAMPARKS 2035

Underserved Neighborhood & Planned Growth Area Recommendations

Recommended Development of Undeveloped Parks

- Community Park Development
- Neighborhood Park Development
- Nature Park Development

Potential Opportunities for Underserved Neighborhoods and Planned Growth Areas

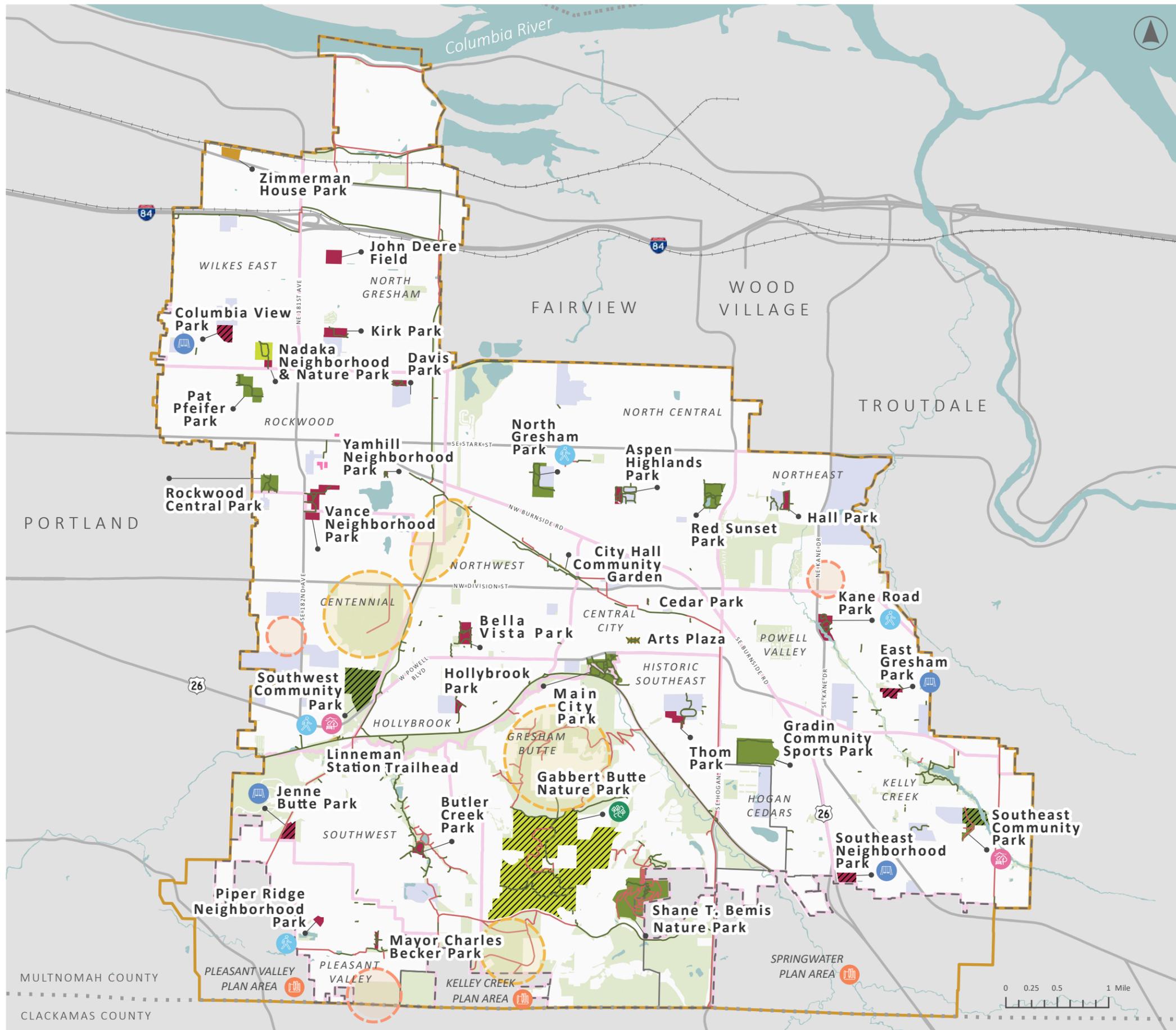
- Potential Parkland Acquisition Target Area
- Possible City-Owned Property Improvement Target Area
- Potential Park Connectivity Improvement
(e.g. sidewalk improvements, safe pedestrian crossings, etc.)
- Planned Growth Area Park and/or Trail Development
- Planned Regional or Community Trail

Gresham Parks and Facilities

- Community Park
- Nature Park
- Neighborhood Park
- Special Use Area
- Undeveloped Park

Base Map Features

- City Boundary
- County Boundary
- Urban Services Boundary
- Plan Area
- Major Arterial
- Non-City Owned Park
- Other Green Space
- School
- Trail
- Water Body



SOURCES: City of Gresham, Metro RLIS.

EXISTING UNDERSERVED NEIGHBORHOODS

The City of Gresham is home to 16 diverse neighborhoods each with their own opportunities and challenges relating to parks and recreation. As described in the Needs Assessment Report, several neighborhoods in Gresham lack access to neighborhood or community parks within a 10-minute walk. As a result, these areas lack easily accessible recreational facilities and amenities such as play areas, picnic shelters, gathering spaces, and other facilities identified as priorities by participants in community engagement activities. The Needs Assessment Report also highlighted areas of the city that lack regional and community connectivity via regional and community trails within a 10-minute walk, which is another priority identified by engagement efforts. To access these park and recreation opportunities, community members are required to travel to other better served neighborhoods in the city.

There are multiple opportunities to address park and recreation needs in existing underserved neighborhoods. Systemwide improvements such as addressing the City's sidewalk gaps and adding signalized pedestrian crossings, particularly along arterial streets, will greatly expand safe pedestrian access to parks. Those projects will be coordinated with the City's Transportation department, particularly those projects that connect to City roads and pathways that are managed by that department. In addition to these and other systemwide improvements which will be further described in other planning documents for this project, potential neighborhood-specific opportunities include:

- Developing planned trails and parks.
- Identifying opportunities for land acquisition for park and facility development where future resources allow.¹
- Identifying opportunities for further development of City-owned properties with park and recreation amenities.
- Identifying opportunities for new off-street trail connections and connectivity improvements.
- Working with partner facilities to expand community access to their facilities.
- Addressing facility needs by adding more elements at partner sites.
- Adding amenities adjacent to or along trails (e.g., outdoor fitness equipment, linear play opportunities, picnic tables, nature viewpoints and interpretive features, etc.).

The following sections describe recommended improvements for 10 of Gresham's neighborhoods. These neighborhoods were selected due to findings from the Needs Assessment Report and the presence of opportunities to address unserved areas of the city. Some of these improvements and strategies may not realistically need to be implemented or be feasible to be implemented during the 10-year timeframe identified for the Gresham Parks 2035 Plan. Ultimately, those projects that are envisioned to be implemented during that timeframe will be included in the Capital Improvements Plan for Gresham Parks 2035. Other identified projects or opportunities will be identified as longer-term efforts.

¹ It should be noted that the City of Gresham has historically faced significant challenges in funding development of new parks, particularly in existing neighborhoods which are already substantially developed. Recommendations for exploring the acquisition of new sites and development of new facilities in such developed areas will require implementation of additional funding sources and strategies by the City both for capital investment and maintenance & operation of these facilities.

Wilkes East

The Wilkes East neighborhood is located in northwest Gresham and is home to Columbia View Park (undeveloped neighborhood park) and Nadaka Neighborhood and Nature Park. Once Columbia View Park is developed, the southern half of the neighborhood will be well served although some residential areas to the north will remain unserved by a park withing a 10-minute walk. This neighborhood also has high social vulnerability based on demographic features.²

Recommended Improvements

- Consider a partnership with Wilkes Elementary to provide additional recreational opportunities and expand community access to them.
- Develop the currently undeveloped Columbia View Park (see Juncus Memo for specific site recommendations).

North Central

The North Central neighborhood borders the City of Fairview in north central Gresham. The neighborhood hosts three developed parks including North Gresham Park, Aspen Highlands Park, and Red Sunset Park. Residential areas to the south of SE Stark Street are well-served by existing parks, although the residential areas to the north of Stark Street are greater than one-half mile from a neighborhood park in some cases. However, these areas are relatively small and the northern half of the neighborhood is largely non-residential. The area also has relatively limited access to regional and community trails.

Recommended Improvements

- Develop planned community and regional trails.
- Consider partnership with Clear Creek Middle School to provide additional recreational opportunities and expand community access to them.
- Consider sidewalk or other pedestrian or bicycle connectivity improvements to North Gresham Park from the residential areas to the north of SE Stark Street in the area shown on the accompanying Future System Map.

Northwest

The Northwest neighborhood is located to the south of NW Burnside Road and the north of W Powell Boulevard and is home to Bella Vista Park and the City Hall Community Garden. The southern half of the neighborhood is well served by Bella Vista Park while the northern half could use additional investment, especially considering this area has high social vulnerability based on demographic factors.

Recommended Improvements

- Develop planned community and regional trails.
- Develop amenities such as fitness equipment, small picnic areas, or other small nature play spaces along Gresham-Fairview Trail.
- Consider developing amenities and/or trails in the green space/natural area on the City-owned

² The Needs Assessment element of Gresham Parks 2035 includes a map illustrating the social vulnerability index associated with Gresham's neighborhoods based on Metro's social vulnerability index last updated in 2024.

property between NW 13th Street and NW 14th Drive – consider connections between this property and the potential parkland acquisition to the west adjacent to Gresham Station.

[Insert call-out box here or on a previous page: The Needs Assessment element of Gresham Parks 2035 identifies neighborhoods or other areas with a higher social needs based on Metro’s social vulnerability index last updated in 2024. Demographic characteristics incorporated in the vulnerability index include age (young and elderly residents), lower incomes, disabilities, ethnic minorities, health issues, unemployment, multi-family housing, overcrowding, and similar factors.]

Powell Valley

The Powell Valley neighborhood is located along the eastern border of the City in central Gresham and is home to Kane Road Park and the undeveloped East Gresham Park. Once East Gresham Park is developed, the majority of the neighborhood will be well served though there are unserved areas in northwest corner of the neighborhood (which also has high social vulnerability based on demographic features) and to the east and west of Gordon Russell Middle School. This area also has relatively limited access to regional and community trails.

Recommended Improvements

- Develop East Gresham Park (see Juncus Memo for specific site recommendations).
- Develop planned community and regional trails and explore additional trail connections.
- Consider partnership with Gordon Russell Middle School to provide additional recreational opportunities and expand community access to them.

Northeast

The Northeast neighborhood is located in the northeast corner of Gresham, bordering Wood Village and Troutdale. The neighborhood is home to Hall Park. Notably, the neighborhood is also the location of Mt. Hood Community College. Most of the northern half of the neighborhood is well served by Hall Park, Hall Elementary School, and Red Sunset Park in the adjacent neighborhood, while the southern half of the neighborhood lacks access to a park within a 10-minute walk. This area also has relatively limited access to existing regional and community trails.

Recommended Improvements

- Consider partnership with Mt Hood Community College to provide additional recreational opportunities and expand community access (campus includes multiple playing fields, pools, tennis courts, etc.).
- Evaluate potential parkland acquisition and development (vacant land present east of Kane Dr/NE Division St).
- Consider sidewalk or other pedestrian or bicycle connectivity improvements to Kane Road Park in the Powell Valley neighborhood across NE Division Street in the area shown on the accompanying Future System Map.

Centennial

The Centennial neighborhood is located in west-central Gresham along the City of Portland border. Centennial is home to two developed parks (Vance Neighborhood Park and Linneman Station) and one undeveloped park (Southwest Community Park). Notably, the neighborhood also includes multiple school campuses (Centennial Middle School and Meadows Elementary, Centennial High School and Powell Butte Elementary, and Portland Adventist Elementary as well as Grant Butte, a large natural area with multiple public ownership (Metro, Gresham Water, Gresham Watershed, Rockwood Water). Once Southwest Community Park is developed the southern portion of the neighborhood will be well served. Future development of Vance Park, including potential development of a regional park in this area in collaboration with Multnomah County, Metro and other partners also will improve services in this area.

Recommended Improvements

- Consider partnerships with the above-mentioned schools to provide additional recreational opportunities and expand community access.
- Evaluate potential parkland acquisition and development (vacant land present to the west of SE 182nd and south of SE Marie Street).
- Consider developing amenities and/or additional trails in the green space/natural area on the City-owned property south of NW Division Street and to the west of the Gresham-Fairview Trail (Grant Butte).
- Develop planned community and regional trails, and work with Metro on identifying ecologically sensitive trail improvements on co-owned Grant Butte parcels where appropriate.
- Consider sidewalk or other pedestrian or bicycle connectivity improvements to Southwest Community Park when developed from the residential areas across Highway 26/W Powell Boulevard in the Hollybrook and Northwest neighborhoods in the area shown on the accompanying Future System Map.

Southwest

The Southwest neighborhood is located in the southwest quadrant of Gresham and is home to Butler Creek Park and the undeveloped Jenne Butte Park. Once Jenne Butte Park is developed the neighborhood will be much better served, although a large portion of the area will still lack access to a park within a 10-minute walk. It should be noted that those areas have relatively low population densities and a limited number of homes and residents.

Recommended Improvements

- Develop Jenne Butte Park (see Juncus Memo for specific site recommendations) while protecting amphibian migration routes from trail impacts.
- Develop planned community and regional trails.
- Consider partnership with Butler Creek Elementary School to provide additional recreational opportunity and expand community access.
- Consider sidewalk or other pedestrian or bicycle connectivity improvements to Jenne Butte Park when developed from the planned residential areas in the Pleasant Valley neighborhood to the south in the area shown on the accompanying Future System Map.

Gresham Butte

The Gresham Butte neighborhood is located in the south-central area of Gresham. The neighborhood hosts part of Main City Park, Hogan Nature Park, and the undeveloped Gabbert Butte Nature Park. The area is also home to a significant amount of city-owned green space dispersed throughout the neighborhood's residential areas.

Recommended Improvements

- Re-establish Metro partnership momentum to develop Gabbert Butte Nature Park (see Juncus Memo for specific site recommendations).
- Develop planned community and regional trails.
- Consider adding amenities adjacent to or along planned trails in the green space/natural areas on City-owned properties to the north and south of Gabbert Butte Nature Park (e.g., outdoor fitness equipment, linear play opportunities, picnic tables, nature viewpoints and interpretive features, etc.).
- Explore trail connections between Gabbert Butte and green space/natural areas where feasible.

Kelly Creek

The Kelly Creek neighborhood is located in the southeast corner of Gresham to the east of NW Burnside Road. Today, Kelly Creek does not have any developed parks although it does include two undeveloped parks: Southeast Community Park and Southeast Neighborhood Park. Once these parks are developed a large portion of the neighborhood will be well served, excluding the northwest and southeast corners of the neighborhood. This area also has relatively limited access to regional and community trails.

Recommended Improvements

- Develop Southeast Community Park (see Juncus Memo for specific site recommendations).
- Develop Southeast Neighborhood Park (see Juncus Memo for specific site recommendations).
- Develop planned community and regional trails.

Pleasant Valley

The Pleasant Valley Neighborhood is located in the southwest corner of Gresham and includes a portion of the Pleasant Valley District Plan Area. The neighborhood is still being built out and includes Mayor Charles Becker Park and Piper Ridge Neighborhood Park which is currently under development. Once this park and adjacent roads are developed, a large portion of the neighborhood will be well served although park development and safe connections to parks should be prioritized as the neighborhood continues to be developed.

Recommended Improvements

- Develop planned community and regional trails and those identified in the Pleasant Valley District Plan maps.
- Evaluate potential parkland acquisition and development (Proposed Pleasant Valley Public Land Subdistrict).

PLANNED GROWTH AREAS

The City of Gresham includes three planning areas that are expected to accommodate future growth and development. These areas include:

- Pleasant Valley Plan District Area
- Springwater Plan Area
- Kelley Creek Headwaters Plan Area

The City has developed concept plans for these areas that identify the need for future neighborhood and/or community parks. It has begun implementation of these plans as development has occurred in those areas. The sections below provide more information about each of the planning areas, completed park development to date, planned park development to accommodate future growth, and any other recommendations relating to parks and recreation.

Pleasant Valley Plan Area

The Pleasant Valley Plan Area is a 1,532-acre area that has been partially annexed into southwest Gresham. The Pleasant Valley Plan District (the District) was created in 2004 and is in the process of being updated. The District is imagined as a new, urban community that supports a quality living environment and a unique sense of place. To achieve this vision, the District's implementation includes compact mixed-use neighborhoods, a town center, neighborhood edges and centers, parks, trails, transportation options, pedestrian friendly urban design, and integration of the area's diverse natural resources.

The Pleasant Valley District Plan indicates that parks and natural resources are an integral part of the District and are critical to Pleasant Valley's sense of place and quality of life for people living, working, and spending time in the area, now and in the future. The District currently includes two parks within Gresham City limits, including Mayor Charles Becker Park and Pleasant Valley Neighborhood Park. Mayor Charles Becker Park has been developed while Pleasant Valley Neighborhood Park remains undeveloped. Each of these parks are identified in the Proposed Pleasant Valley Plan District Map dated December 19, 2024. They also align with the locations of neighborhood parks B and D shown on the Pleasant Valley Plan District Parks and Open Space map (see Figure 1).

As mentioned previously the City is currently updating the Pleasant Valley District Plan to determine how best to meet community needs in the Pleasant Valley area, much of which has not yet developed at urban densities. The following is a summary of recommendations included in the Pleasant Valley Plan District Public Planning Commission Draft dated January 8, 2025. Recommendations will continue to be incorporated into Parks Plan 2035 as the Plan is finalized.

- The Pleasant Valley Plan District Planning Commission Draft establishes a Public Land Sub-district to apply to existing land held for future parks, schools, or other public uses to facilitate its development for those uses. Parks and schools continue to be allowed in most sub-districts through Special Use Review. As a result, the draft Pleasant Valley Plan District map no longer shows the nine (9) neighborhood parks and one community park that were identified in the prior version of the Plan. These preferred locations and locational criteria for these facilities were removed because it was identified as an ineffective approach. The Public Land Sub-district is located in three areas as shown in Figure 1 on the next page. Mayor Charles Becker Park and Pleasant Valley Neighborhood Park (undeveloped) are identified on the map. The City should

consider land currently owned by the School District in Pleasant Valley as a potential community park site if the District determines that it is not needed for a school as originally intended.

- The Pleasant Valley Plan District Planning Commission Draft removed the Parks and Recreation section included in the prior version of the Plan and recommends addressing park and recreation facility needs in this area as part of the Parks Master Plan (i.e., the Gresham Parks 2035 process).
- Require residential developments over 1.5 acres to provide a minimum of 15% of the gross land area of the development site (excluding land within the Natural Resource Overlay designation and Hillside and Geologic Risk Overlay) as open space. The open space can be dedicated as public property if the City is willing to accept it. Such dedicated lands could then be used to support community park and recreation needs.

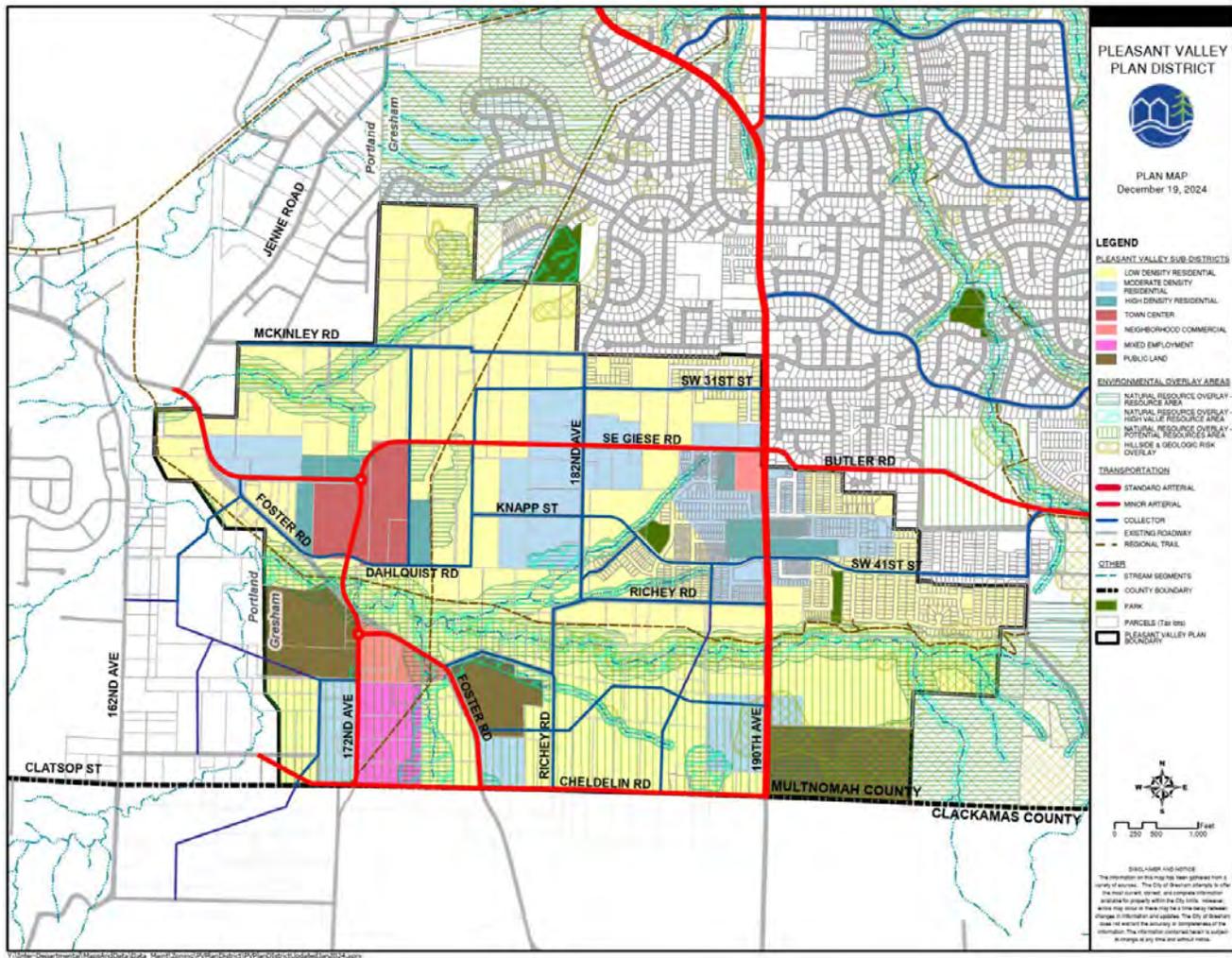
Development of a system of parks that includes parks within the Public Lands Sub-District areas, as well as a park within the Town Center area, coupled with the existing designated parks in the area would generally meet the City's desired one-half-mile service area for neighborhood and community parks. Similarly development of planned trails within or adjacent to identified natural resource corridors in the area would meet the City's service area goals for community and regional trails. Additional information about park type and acreage for these parks will be included in the Gresham Parks 2035 Capital Improvements Plan for any parks anticipated to be developed within the Plan's 10-year horizon.

Ultimately, the future acquisition of land and development of new parks in this area would be expected to be funded through a combination of developer dedications and System Development Charges. Proactive identification and acquisition of sites for such parks will be important, particularly if parks are needed outside the designated Public Land Sub-District areas.

[Insert call-out box: The Pleasant Valley Plan District (Volume 2) includes these goals for development of future trails and pathways to serve pedestrian and bicycle travel in the area:

3. Provide a pedestrian and bicycle system that provides for safe, convenient, attractive, and accessible routes that connect existing on-street and multi-use paths and trails, transit connections, and key destinations. The design will consider connections to existing on-street and multi-use paths and transit connections. The experience of pedestrians and bicyclists will be considered to encourage active transportation as an attractive, safe, and viable travel option.
4. Provide a multi-use trail that serves as the backbone of the active transportation system. Connections to the multi-use trail system will be encouraged to provide additional opportunities for pedestrians and bicyclists to access the system and connect to schools, parks, commercial areas, and neighborhoods within Pleasant Valley.]

Figure 1: Pleasant Valley Plan District Proposed Map



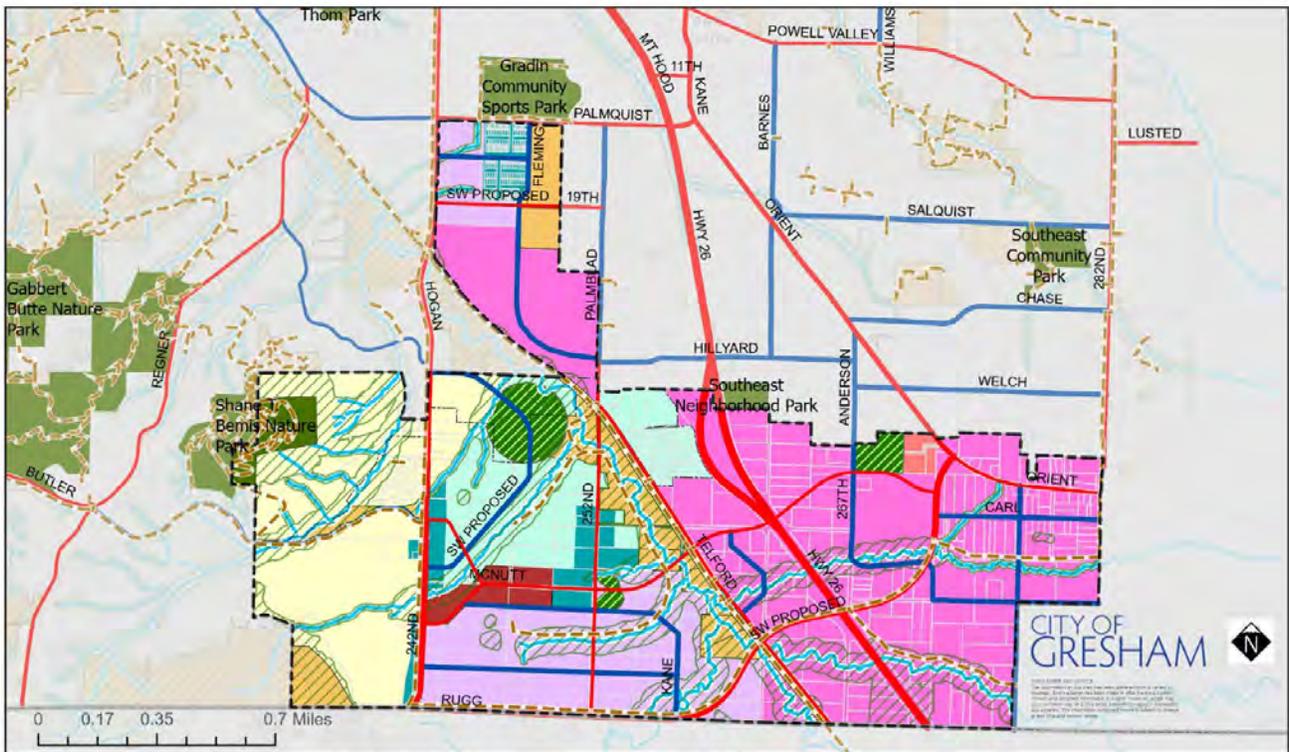
Source: City of Gresham

Springwater Plan Area

The Springwater Plan Area (Springwater) is a 1,405-acre area located in Multnomah County south (to the Multnomah/Clackamas County border) and east (as far as 282nd Avenue) of the current Gresham city limits. To date, no public parks have been developed in Springwater. The Springwater trail Corridor bisects the planning area and provides access to regional trails in this area. The Springwater Concept Plan and Concept Plan Map were adopted in 2005. The Plan recommends the creation of two (2) neighborhood parks (Park Blocks and Village Center Park and Plaza) and two (2) community parks (Springwater Community Park and East Springwater Park), including recommended size and program elements. Figure 2 below shows the location of the recommended parks. Development of parks in these locations would meet the City's desired half-mile service area for neighborhood and community parks. Additional information about park type and acreage for these parks will be included in the Gresham Parks 2035 Capital Improvements Plan for any parks anticipated to be developed within the Plan's 10-year horizon.

Similar to the Pleasant Valley planning area, the future acquisition of land and development of new parks in this area would be expected to be funded through a combination of developer dedications and System Development Charges. Proactive identification and acquisition of sites for such parks will be important in this area as well.

Figure 2: Springwater Plan District Plan Map



Springwater Plan District

-  Springwater Plan District
-  County boundary
-  Parks
-  Potential Springwater Parks
-  Trails and Paths
-  Gresham City Limits Line
-  NRO Resource Area
-  Publicly Owned Land

- Streets Functional Class**
- | Color | Descriptor |
|------------|---|
| Red | Principal Arterial (ODOT) |
| Orange | Major Arterial; Proposed Major Arterial |
| Yellow | Standard Arterial; Proposed Standard Arterial |
| Light Blue | Minor Arterial; Proposed Minor Arterial |
| Dark Blue | Major Collector; Proposed Major Collector |
| Light Blue | Standard Collector; Proposed Standard Collector |

- Springwater Landuse Adopted**
- | | |
|------------|-----------------------------------|
| Yellow | Very Low Density Residential - SW |
| Light Blue | Low Density Residential - SW |
| Teal | Townhouse Residential - SW |
| Red | Neighborhood Commercial - SW |
| Dark Red | Village Commercial - SW |
| Pink | Industrial - SW |
| Purple | Industrial (Office Bldg) - SW |

Source: City of Gresham

Kelley Creek Headwaters Plan Area

The Kelley Creek Headwaters (KCH) Plan Area is a 220-acre area located near the southwest corner of Gresham and is directly east of the Pleasant Valley Plan District. It is directly north of the Multnomah/Clackamas County line and the City of Damascus (in Clackamas Co.). Adopted in 2003, the Kelley Creek Headwater Urbanization Plan recognizes trails and natural areas as an integral part of the area to strengthen community bonds and protect natural resources. The proposed Metro regional trails identified in the Plan should be developed (Figure 3).

requirement, the City could develop a more detailed set of requirements for providing park space and/or recreational amenities for developments over a certain size (likely measured in units). This strategy has been pursued in a number of cities in Oregon, including Sandy, Forest Grove, Bend, and others. In pursuing this approach, the City should consider a variety of factors, including the following:

- Determine the most appropriate threshold for development size to which requirements would be applied.
- Decide where requirements should live within the code and how they are related to other code requirements.
- Ensure that standards are clear and objective, consistent with state requirements for residential code standards.
- Specific requirements for the characteristics of sites to be used for park or recreation facilities (e.g., size, shape, topography, presence of constraints or hazards, etc.).
- Required amenities within new facilities.
- Whether to require dedication of only land or for new facilities or dedication of both land and facilities.
- Relationship between these requirements and the City's SDC methodology to ensure that the City is not requiring something of a developer that is funded through that development's SDCs.
- Incorporate a fee-in-lieu mechanism for projects where a dedication of land and/or facilities may not be practical, given specific development or site considerations.
- Establish whether the required facility will be dedicated to the public or can be a privately owned facility.
- Determine whether all dedicated facilities should be maintained by the City or potentially maintained by the City.