



**Oregon**  
Theodore R. Kulongoski, Governor

**Department of Land Conservation and Development**

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## NOTICE OF ADOPTED AMENDMENT

04/20/2009

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

**FROM:** Larry French, Plan Amendment Program Specialist

**SUBJECT:** City of Gresham Plan Amendment  
DLCD File Number 009-08

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

Appeal Procedures\*

**DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL:** Friday, May 01, 2009

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

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

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

**Cc:** John Pettis, City of Gresham  
Gloria Gardiner, DLCD Urban Planning Specialist  
Jennifer Donnelly, DLCD Regional Representative  
Bill Holmstrom, DLCD Transportation Planner

<paa> YA/ph

# Notice of Adoption

THIS FORM MUST BE MAILED TO DLCD  
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION  
 PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18

|                                      |                                     |                                 |
|--------------------------------------|-------------------------------------|---------------------------------|
| <input type="checkbox"/> In person   | <input type="checkbox"/> electronic | <input type="checkbox"/> mailed |
| <b>DEPT OF</b>                       |                                     |                                 |
| APR 13 2009                          |                                     |                                 |
| LAND CONSERVATION<br>AND DEVELOPMENT |                                     |                                 |
| <small>For DLCD Use Only</small>     |                                     |                                 |

Jurisdiction: **City of Gresham**

Local file number: **CPA 08-294**

Date of Adoption: **4/7/2009**

Date Mailed: **4/10/2009**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Yes** Date: 11/26/2008

- |                                                                       |                                                           |
|-----------------------------------------------------------------------|-----------------------------------------------------------|
| <input checked="" type="checkbox"/> Comprehensive Plan Text Amendment | <input type="checkbox"/> Comprehensive Plan Map Amendment |
| <input type="checkbox"/> Land Use Regulation Amendment                | <input type="checkbox"/> Zoning Map Amendment             |
| <input type="checkbox"/> New Land Use Regulation                      | <input type="checkbox"/> Other:                           |

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".  
 Adopts updated findings, goals, policies and action measures for the Gresham Downtown Plan.

Does the Adoption differ from proposal? No, no explanation is necessary  
 No substantive changes.

Plan Map Changed from: **NA**

to:

Zone Map Changed from: **NA**

to:

Location:

Acres Involved:

Specify Density: Previous:

New:

Applicable statewide planning goals:

- |                          |                                     |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |
|--------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| <b>1</b>                 | <b>2</b>                            | <b>3</b>                 | <b>4</b>                 | <b>5</b>                 | <b>6</b>                 | <b>7</b>                 | <b>8</b>                 | <b>9</b>                 | <b>10</b>                | <b>11</b>                | <b>12</b>                | <b>13</b>                | <b>14</b>                | <b>15</b>                | <b>16</b>                | <b>17</b>                | <b>18</b>                | <b>19</b>                |
| <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Was an Exception Adopted? ☐ YES ☒ NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

☒ Yes ☐ No

If no, do the statewide planning goals apply?

☐ Yes ☐ No

If no, did Emergency Circumstances require immediate adoption?

☐ Yes ☐ No

DLCD file No. 009-08(17255)[15471]

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Metro

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Local Contact: John Pettis

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Address: 1333 NW Eastman Parkway

Fax Number: - -

City: Gresham

Zip: 97030-

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## ADOPTION SUBMITTAL REQUIREMENTS

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

1. Send this Form and TWO Complete Copies (documents and maps) of the Adopted Amendment to:

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

2. Electronic Submittals: At least **one** hard copy must be sent by mail or in person, but you may also submit an electronic copy, by either email or FTP. You may connect to this address to FTP proposals and adoptions: [webserver.lcd.state.or.us](http://webserver.lcd.state.or.us). To obtain our Username and password for FTP, call Mara Ulloa at 503-373-0050 extension 238, or by emailing [mara.ulloa@state.or.us](mailto:mara.ulloa@state.or.us).
3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the Notice of Adoption is sent to DLCD.
6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can now access these forms online at <http://www.lcd.state.or.us/>. Please print on **8-1/2x11 green paper only**. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518; or Email your request to [mara.ulloa@state.or.us](mailto:mara.ulloa@state.or.us) - ATTENTION: PLAN AMENDMENT SPECIALIST.

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

CB 05-09

## ORDINANCE NO. 1671

### AMENDMENTS TO VOLUME 1, FINDINGS, GRESHAM COMMUNITY DEVELOPMENT PLAN, APPENDIX 37, AND VOLUME 2, POLICIES, GRESHAM COMMUNITY DEVELOPMENT PLAN, SECTION 10.314, REGARDING THE DOWNTOWN PLAN

THE CITY OF GRESHAM DOES ORDAIN AS FOLLOWS:

Section 1. Volume 1, Findings, Gresham Community Development Plan, Appendix 37 is  
deleted and replaced with the following new Appendix 37:

### APPENDIX 37 GRESHAM DOWNTOWN PLAN

#### SECTION 1

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##### Introduction

The purpose of this document is to summarize the planning process, public involvement, and the major elements of the Downtown Plan for the City of Gresham. This document summarizes the factual information that is the basis for the proposed Downtown Goals and Policies and the Downtown Land Use Framework Plan found in Volume II. This Downtown Findings document replaces the Findings document of Volume I – Appendix 37. The Gresham Downtown Plan of April 1995.

Metro has identified the Downtown Gresham area as one of seven Regional Centers. Regional Centers are defined by Metro as compact, mixed-use areas of economic activity with high density housing, employment and retail opportunities. Regional Centers such as Downtown Gresham/Civic Neighborhood are to be pedestrian oriented and well-served by public transportation and roads. Downtown Gresham/Civic Neighborhood is the Regional Center for East Multnomah County.

The 2008-2009 Downtown Plan as described in the Community Development Plan Volumes reflects the current community aspirations and needs for the Downtown and sets the stage for the vibrant redevelopment of Downtown Gresham.

##### 1.1 EXECUTIVE SUMMARY

The Downtown Plan was developed by the City of Gresham through a 2 year planning process involving residents and property owners, area stakeholders, City staff, appointed and elected officials, and consultant team members.

The Downtown Plan District contains approximately 330 acres. It is bounded by NW Division Street to the north, NE Burnside Road and NE Hogan Drive to the east, Powell Boulevard (both sides) to the south and NW Eastman Parkway to the west.

The Downtown Plan is the blueprint for a Downtown that is an exciting center of mixed land uses which function as the focus of the community. Downtown Gresham is to be a special place that is visually interesting with excellent design quality. The Downtown will have a multi-modal transportation system that is pedestrian friendly, providing for the safe and efficient movement of people, bicycles, automobiles, transit venues and other vehicles. The Gresham Transportation System Plan and the Capital Improvement Plan support the Regional Center concept through provisions for motorized and non-motorized vehicles and pedestrians. Light rail and frequent transit serves this area with two stations to ensure good connectivity with other Regional Centers and Downtown Portland.

The Downtown is envisioned as a wonderful place where people live, work, shop and play in an exceptional, sustainable environment. It will have a series of linked extraordinary public and private parks, plazas, courtyards, gardens and pedestrian pathways to enhance the livability of the Downtown. The Downtown is planned to have a capacity for approximately 1,800 housing units and 7,700 jobs through a mix of commercial, office, mixed-use and residential uses that provide unique opportunities for excellent development while allowing the flexibility to respond to market conditions.<sup>1</sup>

The Downtown is to be seamlessly connected to the Gresham Civic Neighborhood northwest of the Downtown Plan area into the Gresham Regional Center. With active public-private partnerships and broad community support, the Downtown will be a successful mixture of exciting new developments and reinvigorated existing developments.

## **Insert new Final Downtown Plan and Summary**

### **FIGURE 1 –FINAL DOWNTOWN PLAN**

#### **The Downtown Plan Process Summary.**

There were two major planning efforts in the creation of the new Downtown Plan. The first planning effort began in 2007, the second in 2008.

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<sup>1</sup> Rick Williams, 2008 Regional Transportation Update and Rick Williams Consulting Center Parking strategy memorandum, June 23, 2008.

### 2007 Downtown Regional Center Development Strategy (DRCDS).

The first planning effort, entitled the Downtown Regional Center Development Strategy (DRCDS), began in 2007 to examine and update the 1995 Downtown Plan with a new land use and urban design framework plan. This 2007 DRCDS planning effort included the following major steps:

- Obtain a Transportation Growth Management Grant: This \$86,000 grant opportunity enabled the City to initiate the process to revise its Downtown Plan.
- Create a Scope of Work: A scope of work was created for the City and its hired consultant to follow throughout the 8 month Downtown Plan process.
- Form Downtown Advisory Groups: The Stakeholder Advisory Committee (SAC) was formed of a group of individuals representing the Gresham Downtown Development Association, the Downtown Neighborhoods, business owners, developers, real estate agents, DCNARS and Planning Commission. At the same time, a technical staff called the Technical Advisory Committee (TAC) was also established. TAC consisted of City staff, Metro, Department of Land Conservation and Development, Oregon Department of Transportation and the Gresham Downtown Development Association.
- Perform Research and Analysis: This phase involved preparing an existing conditions inventory and analysis of base conditions and reviewing the current policy, plan and "best practices." Once the inventory was completed, projections of land-use, transportation, parking, resources, and infrastructure needs were created. This step also included an inventory of Downtown stakeholders' perceptions regarding living, working and owning a business Downtown.
- Prepare Market Analysis: The consultant evaluated current market conditions and trends generally impacting economic development of the Downtown. Growth forecasts, an evaluation of land supply and an examination of socio-economic changes was also performed.
- Prepare Opportunity Sites Analysis: This step, also performed by the consultant, addressed development potential associated with three opportunity sites in the Downtown study areas. The process included site identification, possible use evaluation, development programs outline, project costing, financial analysis and strategies to overcome financial gaps.
- Assess Transportation System: The existing transportation system and the current Gresham Transportation System Plan in place were evaluated relative to pedestrian, motorized and non-motorized vehicular and transit functions, designs and connections. This phase of the project also included: an evaluation of the parking availability and needs; an evaluation of the Capital Improvement Projects related to transportation; and recommendations for transportation improvements and funding strategies in the future.
- Identify Assets, Barriers and Opportunities: This step analyzed the assets, barriers and opportunities for Regional Center type development in Downtown.

- Provide Recommendations: This concluding step of the 2007 process included recommendations regarding the following:
  - Development Plan Changes
  - Revised Architectural Requirements
  - General Land Use Strategies
  - Incentives for Desired Development
  - Funding Strategies

#### 2008 Regional Center Planning Implementation (RCPI or the Downtown Plan).

A second planning effort was initiated in 2008 to look more carefully at the Downtown Regional Center Development Strategy (DRCDS) work completed in 2007 with goals of refining the 2007 project, securing greater community feedback on the Downtown Plan and implementing the recommendations and strategies necessary to realize the Downtown Vision. This second planning effort, entitled the Regional Center Planning Implementation (RCPI) or the Downtown Plan, began in 2008 and included these major steps:

- Establish Project Goals and a Work Plan: This phase involved establishing the goals for the project and then planning the Downtown project chronologically with its numerous phases and tasks.
- Form Advisory Committees: The City formed several project advisory groups. An internal Downtown Technical Advisory Staff Project Team was formed to evaluate the technical veracity of the Downtown Plan. A Downtown Focus Group was created that included members of the Gresham Downtown Development Association, the development community, real estate professionals, the neighborhood associations and representatives from the Downtown Civic Neighborhood Architectural Review Committee and the Planning Commission. Other Downtown Plan reviewing bodies included the Design Commission, the Planning Commission and the City Council.
- Review and Evaluate 2007 Research and Analysis Documents: The work completed in 2007 was reviewed and evaluated with an emphasis on refining the Downtown Vision.
- Issues and Opportunities: Major issues and opportunities were identified and prioritized.
- Develop and Evaluate Land Use Alternatives: This step included a City led, public outreach process that developed and then evaluated three different land-use scenarios for Downtown. Out of this process, a single Land Use Framework Map was created that provided a land use vision for the future of Downtown Gresham that illustrated land use sub-areas with various characters, improved transportation connections, and potential park/plaza locations.
- Create Design Commission: City staff worked together with the Planning Commission and City Council to establish a Design Commission whose primary purpose is:
  - To assist in the creation of the Downtown Design Manual;
  - To review development proposals for compliance with design principles, standards and guidelines; and
  - To advise the City Council on design excellence in the built environment.

- Develop Downtown Design Concepts: The consultant, working with City staff and the Advisory Committees, created two detailed urban design development concepts for each of the three Downtown areas. Each of the scenarios was evaluated and a consensus urban design plan for the subject sites was created.
- Create Design Manual: The consultants, again working with City staff, the Advisory Committees and the public, assembled the Design Manual with Design Principles, Standards and Guidelines by which the Design Commission and staff can evaluate the design of proposed projects in the Downtown. This step is still in process.
- Implement Code Amendments and Legislative Process: This phase made changes to the City's Development Code that incorporated findings, goals, policies, action measures and map and code changes developed throughout the process. This step is still in process.
- Initiate Public Outreach: In each step, the public process was engaged to gather public input and provide information by utilizing open houses, workshops, presentations, newsletters and other mailings, surveys, and posting of draft documents, schedules, and other information on the web at <http://www.greshamoregon.gov/city/city-departments/planning-services/comprehensive-planning/template.aspx?id=5384>. In this way, the City was able to update community preferences and aspirations for the Downtown and reach community consensus on the new vision and strategies necessary to promote development in the Downtown.

## 1.2 PURPOSE

### 2007 Purpose.

The creation of a new Downtown Plan for Gresham began with the desire to re-evaluate the 1995 vision that the City had for its Downtown area. Much of the 1995 Downtown Plan data and many of the Plan assumptions that originated in the late 1980's and early 1990's were no longer relevant to the Gresham of today or the desired Gresham

of tomorrow. Downtown development had proceeded at a much slower pace than anticipated by the 1995 Plan. Downtown and the Civic Neighborhood had been identified by Metro as the Regional Center designated to serve East Multnomah County. In compliance with the State mandate to periodically review planning efforts, the City of Gresham began the Downtown Plan project to set the stage for the future of Downtown Gresham.

**What is DRCDS?** DRCDS stands for the Downtown Regional Center Development Strategy process which began in January of 2007 with the implementation of a Transportation Growth Management Grant. The purpose of the project was to update the existing 1995 Gresham Downtown Plan.

### 2008 Purpose.

A second planning effort began in January of 2008. The purpose of this planning effort was to refine and implement the 2007 Downtown Regional Center Development Strategy (DRCDS). This follow-up planning project was called the Regional Center Planning Implementation and was also known as the

**What is RCPI?** RCPI stands for the Regional Center Planning Implementation. This planning effort began as a follow-up to the Downtown Regional Center Development Strategy (DRCDS) of 2007. It is also known as the Downtown Plan project.

Downtown Plan. The Downtown Plan project was to set the stage for the future redevelopment of Downtown Gresham. It was a more detailed planning approach to the DRCDS background work accomplished in 2007. The Regional Center for East Multnomah County includes both Downtown and Civic Neighborhood but the focus for the project was on the Downtown area as a vibrant hub or social center for Gresham and East Multnomah County where people can live, work, shop, find entertainment and own a business in a pedestrian-friendly setting.

### **1.3 PLAN AREA**

#### **2007 Plan Area.**

The study area consisted of the Downtown Plan district of the Gresham Regional Center described in Figure 2. The area is bounded by NW Division Street to the north, NE Burnside Road and NE Hogan Drive to the east, Powell Boulevard (both sides) to the south and NW Eastman Parkway to the west. The entire area contains approximately 330 acres excluding public right of way. The MAX Light Rail Transit (LRT) line serves the district with two LRT stations.

#### **2008 Plan Area.**

The study area for the 2008 planning effort remained the same. The Downtown Plan area as shown in Figure 2 is bounded by NW Division Street to the north, NE Burnside Road and NE Hogan Drive to the east, Powell Boulevard (both sides) to the south and NW Eastman Parkway to the west.

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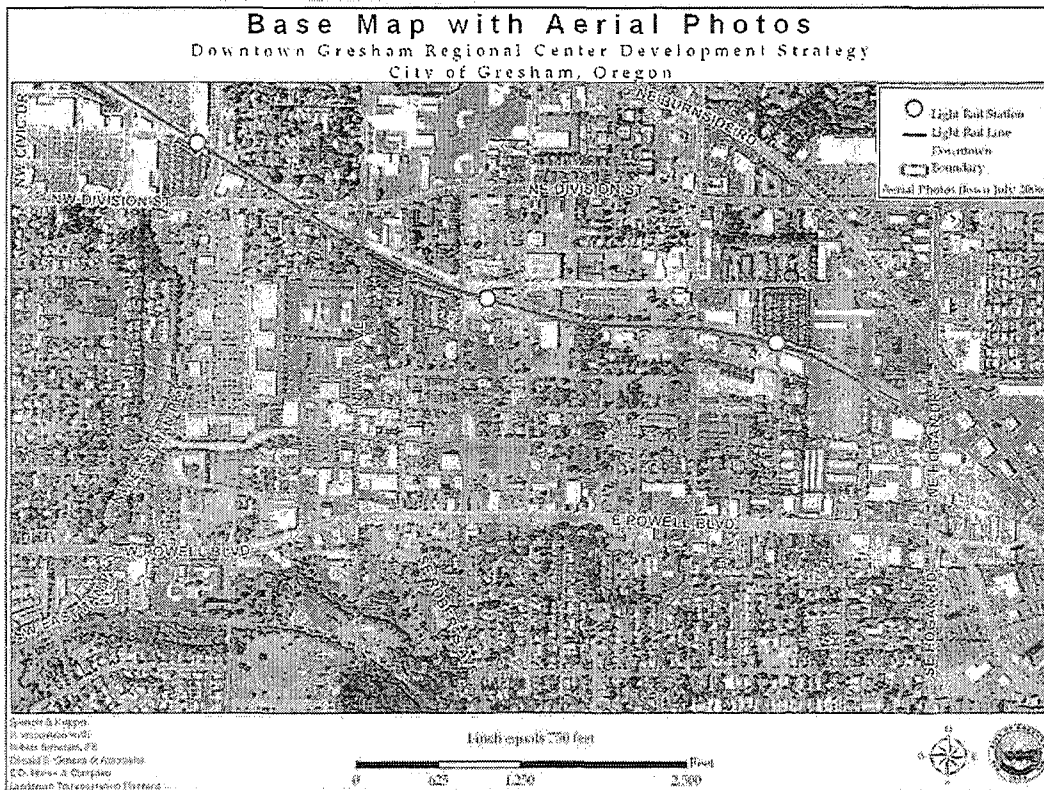
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**FIGURE 2 – DOWNTOWN PLAN AREA BASE MAP**

## **Section 2**

### **Downtown Plan Process**

#### **2.1 2007 DOWNTOWN PLAN PROCESS IN DETAIL**

##### **2.1. (1) 2007 Purpose.**

The creation of a new Downtown Plan for Gresham began with the desire to re-evaluate the 1995 vision that the City had for its Downtown area.

##### **2.1. (2) 2007 Preliminary Steps.**

The first step taken in the 8 month 2007 Downtown Regional Center Development Strategy (DRCDS) process was to secure funding through a Transportation Growth Management (TGM) Grant from the Oregon Department of Transportation. City staff, working with elected officials and consultant Spencer & Kupper, established the plan area, the project goals and a project work plan. A Downtown stakeholders group called the Stakeholders Advisory Committee (SAC) was created with participants from the Gresham Downtown Development Association (GDDA), the Downtown Neighborhoods, the Downtown businesses, the development community, the real estate businesses, the Downtown Civic Neighborhood Architectural Review Committee and the Planning Commission for the necessary public input into the DRCDS process. A Technical

Advisory Committee (TAC) was also formed to provide technical expertise and ensure that findings and recommendations were consistent with local, regional and state plans and policies. TAC included City staff from various departments, GDDA, Metro, Department of Land Conservation and Development (DLCD) and Oregon Department of Transportation (ODOT).

There were nine reports produced for the 2007 Downtown Regional Center Development Strategy. They were as follows:

1. Existing Conditions Analysis
2. Updated Downtown Vision & Graphics
3. Changes to Conditions & Circumstances
4. Updated Conditions and Analysis
5. Market Research Report
6. Opportunity Sites Report
7. Transportation Analysis
8. Assets, Barriers and Opportunities/ Strategies and Implementation
9. Downtown Regional Center Development Strategy Memo- Final Report & Draft Recommendations

#### **2.1. (3) 2007 Research and Analysis.**

The 2007 work began with the collection and analysis of data and existing conditions. This phase, as detailed in the "Gresham Downtown Regional Center Development Strategy Technical Memo 1 Existing Conditions Analysis,"<sup>2</sup> reviewed and analyzed data from the existing Downtown Plan, the existing land uses, the existing and needed infrastructure, the existing transportation conditions and needs, and the socio-economic and demographics conditions.

#### **2007 Examine Guiding Principles 1995**

One of the first tasks was to examine for relevance the 1995 Downtown Plan Vision which described the kind of place that the Downtown is to become in the future. The research found that many of the Guiding Principles for the 1995 Downtown Plan were still appropriate to the current Downtown Vision but some needed deleting or modification. Comments on the 1995 Downtown Vision are noted in parentheses below.

1. Mix residential and employment use with shopping and public facilities.  
(This statement was found to be still applicable to the Downtown Vision.)
2. Encourage the most intensive uses close to transit stations:
  - High density housing (up to 60 units/acre)
  - Moderate density housing (30 units/acre)
  - Retail Commercial
  - Office/employment(Intensity close to the transit stations was found to be still appropriate but the actual density numbers needed to be re-examined.)

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<sup>2</sup> Spencer & Kupper, Gresham Downtown Regional Center Development Strategy Technical Memo 1 Existing Conditions Analysis, April 18, 2007.

3. Provide multiple, direct street connections to transit stops and shopping.  
(This statement required modification to address pedestrian needs and access as well.)
4. Design for pedestrians, without excluding the car.  
(This statement should have also incorporated cyclists.)
5. Develop design guidelines for important streets and buildings.  
(This statement was found to be still applicable to the Downtown Vision.)
6. Permit and encourage the mixing of residential and commercial uses in all areas.  
(This statement was found to be generally still applicable with some minor modifications.)
7. Intensify development within walking distance (1/4 mile) of MAX stations, especially around Central Station and a proposed new station on Main. Allow for reduced densities in areas more remote from MAX stations.  
(This statement was found to be generally still applicable with some minor modifications.)
8. Encourage a wide variety of moderate and high density housing types, including row houses, garden apartments, condominiums, carriage houses, and podium apartments.  
(This statement needed modification to read a balance of quality housing types.)
9. Seek an average density of at least 15 units/acre in new residential developments to support economic transit usage.  
(This statement was found not to be relevant and deletion was recommended.)
10. Where possible, encourage similar land use types and building scales to face each other across streets.  
(This statement was found to still be applicable to the Downtown Vision.)
11. Preserve and promote the existing historic core, its notable design characteristics, and its commercial mix, dominated by small-scale specialty retail and offices. Allow for enlargement of this traditional store front environment throughout the central core area.  
(This statement was found to still be applicable to the Downtown Vision.)
12. Except for auto-oriented commercial uses around the perimeter of the Downtown area, seek a general inward orientation for the remainder of the Downtown, with the following sub-areas maintaining distinctive, complementary characteristics:
  - Historic Downtown core
  - Central station area
  - Cleveland station area
  - New MAX station at N. Main
  - Ava Avenue neighborhood(This statement needed updating and modification.)
13. Acknowledge existing development patterns around the perimeter of the Downtown area. Existing auto-oriented commercial uses on the perimeter will continue to serve passing traffic on adjacent arterials. Through redevelopment, encourage existing and new businesses on the perimeter to move closer to streets and to also open to adjacent residential neighborhoods.  
(This statement needed to be revised to engage the street and the rest of Downtown.)
14. Encourage redevelopment for more intensive commercial, residential, and mixed-use development throughout the Downtown area while preserving the traditional storefront character of the historic core.  
(This statement was found to still be applicable to the Downtown Vision, but depending on the new districts, the Downtown districts may be redefined.)

15. Create a pedestrian friendly environment throughout the Downtown by:
  - Encouraging all new buildings to be placed close to abutting sidewalks and streets, with parking placed behind, under or to the side of buildings. The primary orientation of buildings should be to the street rather than to parking lots.
  - Prohibiting blank walls where buildings abut public streets and requiring door and window openings or other features to enhance attractiveness and pedestrian interest at ground level.
  - Regulate the size, placement and appearance of parking lots.(This statement was found to be generally still applicable to the Downtown Vision.)
16. Extend key streets to enhance pedestrian and vehicular circulation, to break up oversized blocks, to increase street frontage, and to extend the existing small block grid beyond the historic core area.(This statement was found to be still applicable to the Downtown Vision.)
17. Include a town square public space to serve as a focal point for the Downtown area. Design this space to be suitable for community scale and regional events, such as a farmers market, outdoor performances, promotional events and displays. The town square should be convenient to MAX and close to the historic core.(This statement was found to be still applicable to the Downtown Vision with a minor change to address the Center for the Arts plaza in the statement.)

#### Finding:

Most of these guiding principles were generally still applicable with some minor variation as noted in parentheses above. The changes were then incorporated into the revised Goals and Policies Document of Volume II.

#### 2007 Analyze Existing Downtown Land Use (Zoning) Districts

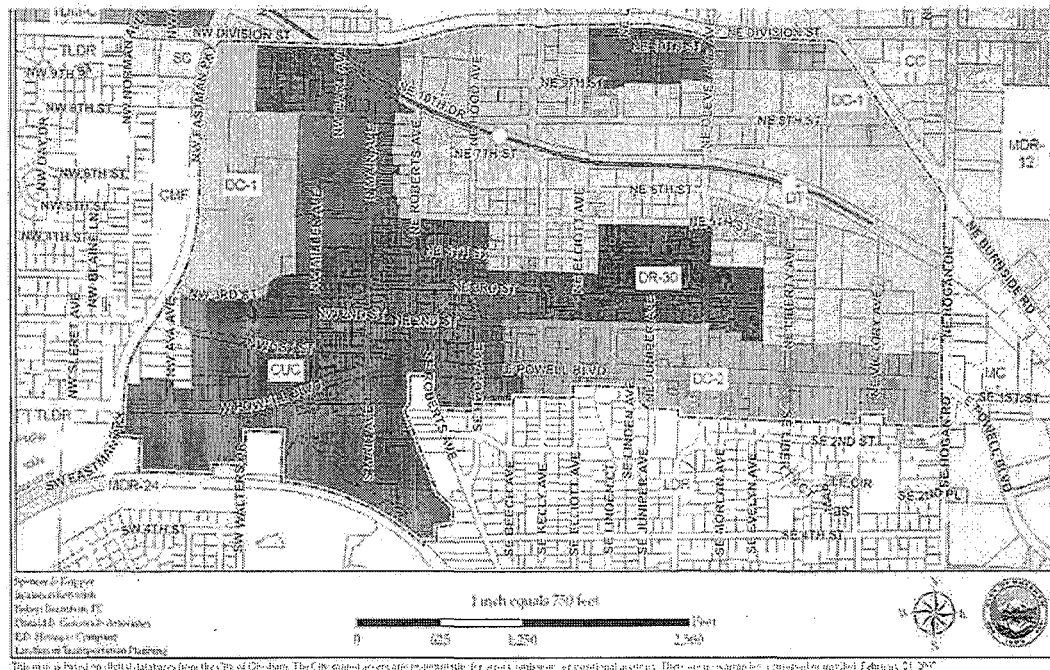
The research by Spencer & Kupper also found that the Comprehensive Plan, which provides the basis for current zoning designations in the Downtown study area, needed to be updated.

The existing Gresham land use districts and uses research in 2007 found the following to be true:

- Section 4.1100 of the City of Gresham Community Development Code (GCDC) established a Downtown Plan District and defined several sub-districts for the study area;
- A Central Urban Core district designation focused on N. Main Avenue and the historic Downtown area;
- A Downtown Transit district applied along both sides of the Light Rail Transit line and at the two LRT stations located near NE Hood Avenue and east of NE Cleveland Avenue;
- A Downtown General Commercial district applied to more auto-oriented shopping areas along NW Eastman Parkway; and
- A Moderate Commercial district was found along Powell Boulevard.
- Downtown Moderate and Low Density residential districts were found within the study area.
- The City of Gresham Development Code in Section 4.1100 included permitted uses and development standards for the Downtown sub-districts. In general, all commercial districts permitted a wide range of commercial uses with more limited building footprint sizes in the DC-2 district. Commercial uses were also permitted in the residential districts, but limitations on building size, percent of commercial use in mixed-use buildings and other restrictions apply. Auto-dependent uses were only permitted in the DC-1 and DC-2 districts. See Figure 3 Comprehensive Plan/Land Use (Zoning) Districts Map.

The analysis of the current policy governing land use and development in the Downtown found that the current land use districts were outdated and must be addressed as part of the project. However, zoning and development standards allowed mixed-uses at relatively high densities, had highest densities near MAX stations, and included development standards that supported pedestrian activity. Overall, zoning appeared appropriate for a Regional Center.

The research also found that the architectural design standards were general and advisory only. There was support for more mandatory standards related to design that would be focused on Downtown Gresham, and for approval procedures including design review.



**FIGURE 3 – CURRENT COMPREHENSIVE PLAN/ LAND USE (ZONING) DISTRICTS MAP**

## 2007 Inventory Existing Land Uses and Conditions

Existing land uses were compiled by the Gresham Downtown Development Association within the study area and are shown on **Figure 4**. In general, a commercial and office sub-district formed the western portion of the study area to NE Hood Avenue with residential uses along NW Roberts Avenue north of NW 5<sup>th</sup> Street. East of NE Hood Avenue, a mixed-use and residential area predominated south of the MAX Line to NE Liberty Avenue and north of NE 8<sup>th</sup> Street. Commercial uses were located around the perimeter of the study area on Division, Burnside, Hogan, Powell and NW Eastman Parkway. **Table 1** summarizes existing land uses for the study area.

The study area was a mixed-use area, including significant commercial, civic, residential and

open spaces uses. Commercial uses comprised the most land area in Downtown at 26% of the land area. Most of these commercial uses were located along the periphery of the Downtown Plan area with some also in the historic Main Avenue core. Detached single-family and multi-family development comprised the next highest land use at 11% and 10%. Recent development activity, particularly moderate and high density housing projects, had occurred throughout the study area and was helping to establish a more urban character. Many of these newer projects were clustered along NE 3<sup>rd</sup> Avenue.

Non-conforming outdoor storage and industrial/auto services uses were located along the MAX light rail line and dominated the area between Cleveland Avenue and Hogan Drive.

#### Finding:

The entire area, currently a mixed-use area, was found to be in transition to a denser urban district.

**TABLE 1**  
**Summary of Existing Land Use**

| <b>EXISTING LAND USE</b>                                       |                                  |                |                             |
|----------------------------------------------------------------|----------------------------------|----------------|-----------------------------|
| <b>Land Use</b>                                                | <b>Number<br/>of<br/>Parcels</b> | <b>Acreage</b> | <b>Percent<br/>of Total</b> |
| Civic (government properties, schools, and transit facilities) | 27                               | 29.24          | 9.69%                       |
| Commercial                                                     | 140                              | 78.78          | 26.10%                      |
| Industrial - Other                                             | 26                               | 14.47          | 4.79%                       |
| Industrial-Utilities                                           | 8                                | 19.75          | 6.54%                       |
| Office                                                         | 45                               | 16.32          | 5.41%                       |
| Open Space / Parks                                             | 23                               | 17.06          | 5.65%                       |
| Parking                                                        | 74                               | 24.31          | 8.05%                       |
| Residential-Single Family                                      | 168                              | 33.47          | 11.09%                      |
| Residential-Single Family Attached                             | 76                               | 4.79           | 1.59%                       |
| Residential-Multi-family                                       | 62                               | 32.25          | 10.68%                      |
| Transportation                                                 | 12                               | 9.94           | 3.29%                       |
| Undeveloped                                                    | 100                              | 21.47          | 7.11%                       |
| <b>Total</b>                                                   | <b>761</b>                       | <b>301.84</b>  | <b>100.00%</b>              |

#### Civic Uses.

Major public civic uses were documented and analyzed as well. The following is a brief description of the civic uses that were within the study area:

- Proposed Center for the Arts- Located at NW 3<sup>rd</sup> and Hood, this facility will be constructed on a 2 acre site that was donated to the City by the Fourier/Larson family. The conceptual design calls for two 2-story buildings, with a total floor area near 38,000 sq. ft., which are separated by a central community plaza. The plaza is currently under construction. The future buildings will include a performance theatre and classrooms for arts/crafts instruction as well as large flexible spaces that can accommodate exhibitions, meetings, banquets and conferences.
- Multnomah County Aging Services Facility- Located on NE 8<sup>th</sup> near Kelly, this 87,000 sq. ft. three story

brick building was constructed in 2001. It serves seniors and people with disabilities that live east of 162<sup>nd</sup> Ave. in Multnomah County.

- National Guard Armory - Located on Division St. near Kelly, this 12,000 sq. ft. one story building was built in 1956. It is the headquarters of Infantry Company C-2 of the Oregon National Guard.
- Alpha High School- Located on NE 8<sup>th</sup> near Cleveland, this 16,000 sq. ft. facility is an alternative high school serving the needs of students who have been unsuccessful in a traditional high school environment.
- Tri-Met Parking Garage - Located on NE 8<sup>th</sup> near the Gresham Central light rail station, this reinforced concrete building has three levels and serves the Max light rail facility. The first level includes ground floor commercial uses that face NE 8<sup>th</sup> and the Max station. It is the only public parking structure east of the I-205 freeway in Multnomah County.
- Multnomah County Library - Located on NW Miller near 3<sup>rd</sup>, this 20,000 sq. ft. one story building from 1989 is the Gresham branch of the Multnomah County library system serving the residents of Gresham, Troutdale, Fairview, Corbett and other East Multnomah County communities. Besides a large book collection, it contains meeting rooms and a computer lab.
- U.S. Post Office - Located on W. Powell near Miller, this historic one story 18,000 sq. ft. masonry building was built in 1939 to provide postal related customer services and distributes mail and packages to Gresham and the adjacent East Multnomah County area.
- West Gresham Elementary School - Located on W. Powell near Walters, Gresham Barlow School District operates this historic 33,000 sq. ft. elementary school from 1923 for classroom instruction of children attending kindergarten through 5<sup>th</sup> grade.
- Oregon Justice Center (Gresham Circuit Court) - Located on W. Powell near Miller, the State 4<sup>th</sup> Judicial District Court leases this 16,000 sq. ft. building from the City to conduct trials for certain crimes committed in the East Multnomah County area.
- Main City Park - Located on W. Powell near Main, this is a 17 acre City community park. It has a picnic shelter/barbecue facilities, basketball court, Little League ball fields, soccer fields, and horseshoe pits. It also connects to the Springwater Trail and Johnson Creek greenway area located directly to the south.

#### Finding:

There were several existing important civic uses which should continue to be encouraged as public anchors in the Downtown. More civic uses were determined to be needed to encourage a thriving Downtown community.

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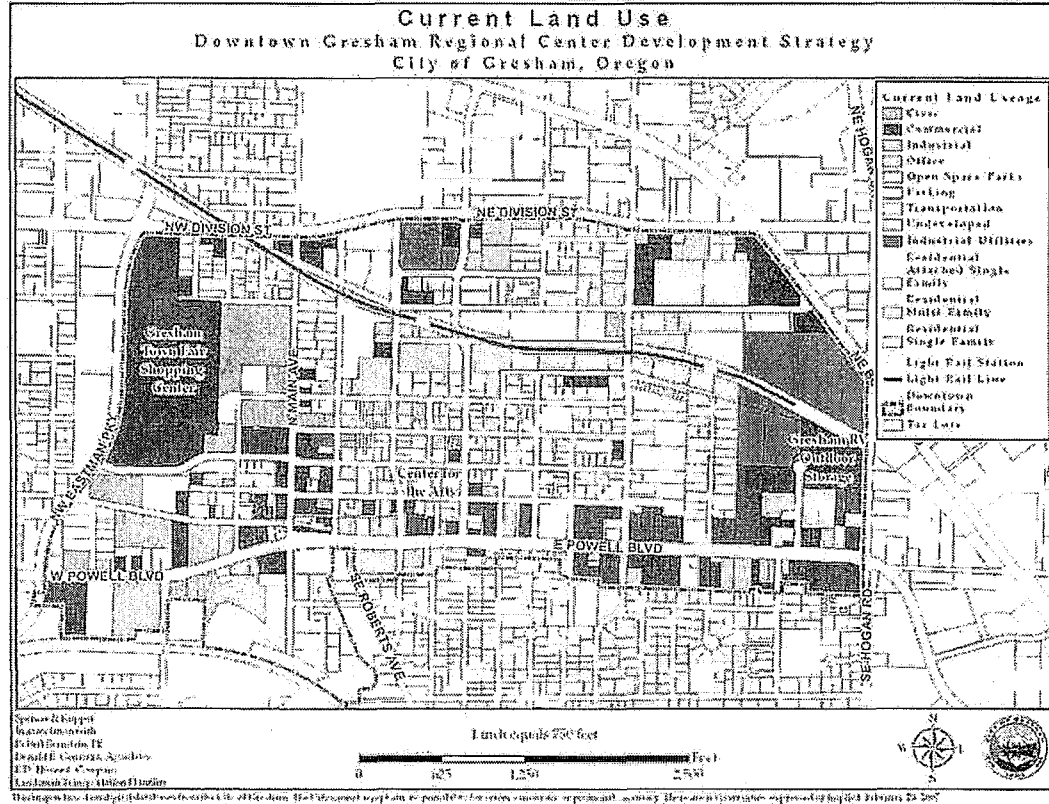
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**FIGURE 4 –CURRENT LAND USE MAP**

#### Property Ownership.

Property ownership was also investigated and it was found that there were large land holdings within the Downtown Plan area. The two largest property owners were the Gresham Town Fair along NW Eastman Parkway and the PGE properties at the end of the MAX Line east of NE Liberty Avenue along Burnside Road and NE Hogan Drive. Properties controlled by both originations offered long term redevelopment opportunities. The City of Gresham, Tri Met and Multnomah County were also large public property owners, and these publicly owned parcels currently represented redevelopment opportunities. The information is summarized in **Table 2.**

#### Finding:

The large property owners such as Gresham Town Fair, PGE and the public property owners offered long term redevelopment opportunities.

**TABLE 2**  
**Property Ownership**

| Parcels > 40,000 square feet                                                    |                                  |                |                                                                                |
|---------------------------------------------------------------------------------|----------------------------------|----------------|--------------------------------------------------------------------------------|
|                                                                                 | <u>NUMBER<br/>OF<br/>PARCELS</u> | <u>ACREAGE</u> | <u>Percentage of<br/>Total (Total is<br/>all parcels in<br/>Downtown area)</u> |
| All Other                                                                       | 57                               | 101.86         | 33.76%                                                                         |
| Gresham Town Fair                                                               | 3                                | 25.39          | 8.41%                                                                          |
| Utilities (PGE)                                                                 | 5                                | 18.76          | 6.22%                                                                          |
| Total                                                                           |                                  | 146.01         | 48.39%                                                                         |
| <u>Multiple Parcels by Same Ownership totaling 40,000 -<br/>100,000 sq. ft.</u> |                                  |                |                                                                                |
| All Other                                                                       | 71                               | 33.97          | 11.26%                                                                         |
| Gresham Town Fair                                                               | 0                                | 0.00           |                                                                                |
| Utilities                                                                       | 0                                | 0.00           |                                                                                |
| Total                                                                           |                                  | 33.97          | 11.26%                                                                         |
| <u>Multiple Parcels by Same Ownership totaling 100,001sq. ft.<br/>or more</u>   |                                  |                |                                                                                |
| All Other                                                                       | 190                              | 82.99          | 27.51%                                                                         |
| Gresham Town Fair                                                               | 3                                | 25.39          | 8.41%                                                                          |
| Utilities                                                                       | 11                               | 20.23          | 6.71%                                                                          |
| Total                                                                           |                                  | 128.61         | 42.63%                                                                         |

#### Property Values

Analyses considering property values within the study area were conducted. The analyses used current appraised values for land and improvements from the County Assessor's data base in order to identify general trends within the planning area. In general, the highest value commercial and residential properties existed along NW Eastman Parkway, NE Hood Avenue north of NW 5<sup>th</sup> Street, and NE 8<sup>th</sup> Street. Multiple parcels totaling 2.2 acres, under one ownership, comprised 40% of Downtown. Lower value properties were typically vacant or single family residential uses. The PGE site at Hogan and Burnside and the Gresham Town Fair site were the largest property ownerships at 15% of the Downtown area.

The ratio of improvement value to the value of land by parcel was also investigated to establish where the improvement value was low compared to the land value. These were the areas most likely to redevelop. In general, properties with improvement to land value ratios of 1/1 or less suggested long-term redevelopment possibilities. These properties are indicated in **Figure 5**. Properties with ratios of 2/1 or greater were less likely to redevelop in the near future.

#### Finding

Over half of the total parcels in the Downtown area, representing 45% of the land area, had low value ratios less than 1/1 and almost 65% of the land area had value ratios of less than 2/1. This suggested that there was significant long term development opportunity throughout the Downtown study area. The PGE and the Gresham Town Fair sites offered significant redevelopment opportunities.



Finding:

Public housing had been provided in the Downtown but there was still a need for subsidized public housing in a more integrated manner for a range of different income levels.

Existing Historic & Cultural Resources.

The analysis also found that there were eight (8) significant properties within the Downtown project area that were classified with the Historic and Cultural Landmarks Overlay District. See Figure 6 Historic Buildings Map. There was a Historic Resources Advisory Committee and public process in place to review the alteration or demolition of Class 1 and 2 historic landmarks under the standards of Section 5.0321 and 5.0322 of the Gresham Community Development Code. Below is a list of the Downtown properties with a historic overlay designation and a statement of their historic significance from the City's Historic Resources Inventory Report:

- Carnegie Library on Main and 4<sup>th</sup> (Class 1)  
Significance: The Gresham Library, established in 1903, was housed in various buildings until 1913 when this building was constructed. The steel magnate Andrew Carnegie donated \$11,568 which paid for the construction of the building. Its lead glass windows portray a colophon, the symbol for a printer which dates from the medieval period.
- Duane C. Ely Building on Main and 1<sup>st</sup> (Class 2)  
Significance: Former hardware and implements store.
- Congdon Building on Main and 1<sup>st</sup> (Class 2)  
Significance: The Gresham Anchor store and the Congdon Hotel once occupied the building.
- U.S. Post Office on Powell and 1<sup>st</sup> (Class 1)  
Significance: Built in 1939 for \$75,000, the post office design was drawn by Theodore Ballew, a Philadelphia architect who won a design competition that was sponsored by the federal government.
- Freeman House on 3<sup>rd</sup> and Kelly (Class 2)  
Significance: Constructed in 1913. The house was originally owned by Emmett Kelly, the famous circus clown.
- W.K. Hamilton Residence on N.W. Ava (Class 1)  
Significance: This house was built before 1926. It was constructed by W.K. Hamilton, who was a well known carpenter and builder in Gresham.
- W. Gresham Grade School on Powell near Walters Dr. (Class 1)  
Significance: Built in 1923 by the Stockton brothers, this grade school was constructed for \$65,000. Originally, an early Gresham high school occupied this site.
- Gresham Lodge #152 on Powell near NW Miller (Class 2)  
Significance: The Masonic Lodge #152 was built in 1931. The cornerstone reads: "Gresham Lodge #152 A.F. & A.M., laid by Otto C. Hagmeir, M.W. Grandmaster, A.L. 5931 A.D. 1931."

Finding:

There were a number of historic structures that should be respected and preserved to enhance the Downtown fabric.

**FIGURE 6 – HISTORIC BUILDINGS MAP**



#### Existing and Needed Infrastructure and Improvements.

The City of Gresham Capital Improvement Plan (CIP) for 2006/7-2010/11 identified both funded and unfunded water, sanitary sewer, stormwater drainage and parks and open space facility improvements. A number of needed infrastructure improvement projects in the Downtown Plan area had been identified in the CIP including the Center for the Arts Plaza and a skateboard facility in Main Street Park but the many of these projects were unfunded.

#### Finding:

There were a number of projects needed to support the more intense development of the Downtown. Identifying funding sources for many of these projects was found to be a key challenge for the ultimate development of the Downtown.

#### Existing and Needed Transportation Improvements.

The Gresham Transportation System Plan (TSP adopted 2002), the Capital Improvement Program (2005) and the Downtown Parking Plan (1999, UPDATED 2002) were also reviewed to identify issues or conditions to be considered in the Downtown Gresham Regional Center Development Strategy. TSP policies, streets, transit, bicycles and pedestrian facilities, parking and capital projects were all examined. The City is also currently undertaking a Transportation System Plan Update City-wide.

The Gresham Transportation System Plan and the Capital Improvement Plan was found to support the concept of a Regional Center through provisions for motorized vehicles, bicycles and transit. Light rail and frequent transit, with 2 transit stations, 15 minute Division Street bus service and 30 minute Powell Boulevard bus service, served this area to ensure good connectivity with other Regional Centers and Downtown Portland. The TSP implemented Division Street and Powell Boulevard "boulevard style" street improvements with landscaped medians, wider sidewalks, defined crosswalks, ornamental street lights and the under-grounding of overhead electric/telephone wires. Cleveland Street between Powell and Division Street was scheduled for similar improvements in the TSP. The TSP also called for strategies to expand the pedestrian/bike pathway system with an extended MAX pathway. The TSP also encouraged more rapid turn-over of the approximately 1,550 on-street parking spaces in Downtown.

#### Finding:

Most streets within the Downtown were operating at acceptable levels of service. Most of the major arterial intersections at the perimeter of Downtown were approaching their designed maximum capacity. A number of needed transportation improvement projects had been identified for improvements to intersections and were included in the City's Transportation Systems Plan and CIP. As was the case with the water, sanitary sewer, stormwater drainage and parks and open space facility infrastructure improvements, many of these transportation projects were unfunded. Identifying funding sources for many of these projects was determined to be a major issue.

The parking study forecasted demand for future parking under different growth scenarios and determined:

- Estimated Downtown parking utilization under both the existing and an aggressive development scenario would reach approximately 50% under forecast conditions. However, in the Downtown core area, utilization was expected to grow from 51 percent to approximately 83 percent under the more aggressive development scenario. While the total supply would be adequate, the core area would be full and expanded development outside the core would result in parking shortages in selected blocks.
- Pressure for on-street parking would grow and it would be increasingly difficult for visitors to park in the Downtown core. A large number of spaces were privately controlled. Unless their use was increased by regulation, the parking supply would not be adequate. This was reflected under existing conditions in the core where the utilization of public spaces was about 51 percent while privately controlled parking spaces reached a utilization of less than 30 percent during the weekday peak. Forecasted development would effectively expand the Downtown core, and associated parking pressures, to Kelly Street in the aggressive land use scenario.

#### Socio-Economic and Demographic Study.

Several distinctive demographic attributes to the Downtown Plan area were noted in the research and analysis of the socio-economic and demographic study. Downtown's trade area included Downtown itself as the "primary trade area" and the area within a 15 minute drive of Downtown as the "secondary trade area." The secondary trade area extended from I-205 in east Portland to Gresham, Fairview and Troutdale and south to Clackamas County, Damascus and Sandy. Downtown Gresham, (the primary trade area), consisted of only 2% of the Gresham's residents or 2,300 people. That statistic was only 7 people per acre. The secondary trade area was much

larger at 315,900 people. The Downtown population had experienced the slowest growth (for the geographies considered) at approximately 1.0% per year since 2000, while population for the entire Portland metro area had increased by 1.7% per year.

The majority of Downtown's housing units were attached (2+) rental units, while the majority of secondary trade units were owner occupied detached single family dwellings. The housing appreciation rates in the Downtown had kept pace with the surrounding secondary trade area at approximately 9.5% per year. Downtown housing construction had not kept pace with the secondary trade area with only 300 new housing units since 1990 and only 48 of those had been added since 2000. This amount was only .5% of the number of new housing units constructed in the secondary trade area and only 1% of the housing units in the City of Gresham as a whole.

It was also found that Downtown Gresham retailers depended on the secondary trade area for their sales. The Downtown retailer sales in 2006 amounted to \$112 million dollars which was 8 times the purchasing power potential of the residents of Downtown (\$14 million dollars). The purchasing power of the secondary trade area was \$3 billion dollars. The Downtown did not capture much of the secondary trade area retail sales in home furnishings, electronics, appliances, clothing, building/garden supplies and internet sales. It was also found that the Downtown was underserved by specialty grocers.

Finding:

The Downtown was not as densely populated as one would expect for a downtown area. This immediate Downtown population consisted of relatively large households, was younger, not as well educated, more racially and ethnically diverse, had larger households and a much lower median family income than much of the rest of Gresham and the Portland metro region. The economic data for Downtown Gresham suggested a working household and moderate income market. Labor force participation was relatively high and commute times were favorable, but incomes appeared to be below what was indicated for the entire Portland metro area.

Only 15% of the Downtown Gresham housing was owner occupied as of the 2000 census, although generally housing values in the Downtown appeared to be appreciating at a rate similar to that of homes in the surrounding Portland metro areas.

Downtown retailers were currently capturing \$112 million or 3% of the combined trade area sales of \$3.5 billion dollars. With a potential of 869,000 square feet of commercial space projected for the secondary trade area, additional Downtown retail growth would be dependent upon capturing additional secondary trade area retail sales.

**2.1. (4) 2007 Market Analysis.**

The next phase of the Downtown Plan process was the creation of a detailed assessment of needed market conditions for the transformation of the Downtown into a Regional Center. The market study was performed by E.D. Hovee & Company, LLC and is described in detail in a document entitled "Gresham Downtown Regional Center Development Strategy- Market Research Report" of June 6, 2007.<sup>3</sup>

<sup>3</sup> E.D. Hovee & Company, Gresham Downtown Regional Center Development Strategy-Final Market Research Report, June 6, 2007.

The market analysis performed a detailed review of study area current market characteristics and potentials for residential, retail and office development. It analyzed Downtown Gresham relative to other successful centers in the Portland metro area. The purpose of the market analysis was to determine if there was a market feasibility gap indicating a difference between land and development costs and the achievable sales or rental rates for medium to high density residential development and commercial/office development.

#### 2007 Study: Examine the Residential Market

In the residential market, the study noted that despite some recent modest increase in homeownership, the Downtown study area's residential inventory was comprised primarily (78%) of rental units – including both apartments and a still substantial component of older single-family housing stock. The average apartment rental rate was low compared to Portland at \$0.69 per square foot, compared to Portland's \$0.83/sq.ft. The Downtown's apartment vacancy rate was 3.87% or about the same as the national average. Apartment sizes in Gresham were larger than the regional whole with 79% of the units having two or three bedrooms, while only 48% of the region's apartment had 2 or more bedrooms.

Between 2000 and 2006, housing values appreciated more rapidly in Downtown than throughout Gresham or the Portland metro area due, in part, to new construction at mid to upper price points. However, available data indicated that added occupied housing had totaled only 5-6 added units per year between 2000-2006 – with the majority of added units consisting of rental rather than owner-occupied housing. Of the four townhouse and one condominium project sampled between 1996 and 2007, the townhouse units ranged from 1,300 sq. ft to 1,750 sq. ft. and sold for \$165,000 to \$265,000. The condominium project had units from 994 sq. ft. average and sold for \$231,000.

Downtown appeared to account for less than 1% of new construction activity city-wide. The national demographics firm ESRI had forecast a continued slowdown for the Downtown area through 2011 – due to expectations of a slowed housing market nationally combined with potential reduction of population growth.

#### Finding:

In effect, there were changes in residential market composition in the immediate Downtown area experienced in the 1990s that were indicative of a market that may be in transition. As was indicated by substantial change in rental housing and housing values, the transition was from what was a relatively low cost and somewhat isolated area toward increased integration as part of a rapidly urbanizing metro area. This increased integration had been stimulated by proximity to the MAX rail line, the on-going revitalization of the Downtown retail core, and urban growth boundaries creating greater incentive for increased density of development.

It was noted that these factors can be expected to influence the types of new residential development that best fits the Downtown Gresham market – to the extent that development aims to serve and/or strengthen existing market demographics. While housing values within the Downtown area appeared to be appreciating at a rate similar to that of homes in the surrounding trade area, residential construction did not appear to be keeping pace.

Residential land use was identified as a land use that is critical to the economic health of the Downtown, as it has the greatest potential to stimulate other desired kinds of development. The success of the Downtown residential market was found to be dependent upon the following elements:

- Creating Downtown amenity value to support higher sales prices and rental rates. Amenity value included more convenient access to MAX stations, more retail development, more public open spaces, the Center for the Arts development, streetscape improvements and economic incentives such as urban renewal assistance;
- Encouraging owner occupied, mixed-use developments; and
- Identifying pricing and unit feature opportunities, particularly for owner occupied housing products. It was predicted that if the low pricing levels continued, Downtown could only be expected to add about 10-20 new housing units per year or about .5% to 1% of all Gresham housing; and
- Examining the market demand relative to stepped density increases; and
- Pursuing an active public presence through additional public and cultural uses Downtown.

The study determined that the Downtown could compete for a larger share of city-wide and regional housing demand in the future if careful consideration is given to thoughtful density increases, unit price points and unit features.

#### 2007 Study: The Downtown Commercial Retail Market

The Downtown Gresham trade area accounted for approximately 4% of the commercial retail space situated within a 15-minute drive of the Downtown with an estimated 468,300 square feet of retail and shopping center space. By comparison, the Downtown population comprised less than 1% of the population of the 15-minute drive time secondary market area. The Downtown retail rental rates, at \$12.30/sq.ft. to \$14.10/sq.ft., were well below Portland metro rates while Downtown independent stand-alone rates appeared to exceed those of the immediate 15-minute trade area. Retail vacancies in Downtown Gresham, above 25% for stand alone spaces, were above comparable rates for the secondary trade area and for the entire Portland metro area, at 5% to 10%, indicative of a lack of demand.

In the short term, the baseline retail demand forecast, (based upon past performance), indicated that any added retail space could be accommodated in the existing vacant Downtown building spaces.

#### Finding:

Urban retail has proven to be successful on Main Street in Downtown Gresham. Projecting retail demand for a small geographic area like Downtown Gresham was determined to be inherently problematic, but a baseline forecast for the future was that net absorption demand for Downtown space could range from perhaps 10,000 to 20,000 square feet of retail, dining and entertainment space per year. With this forecast, the added retail space would increase Downtown's overall

share of the total existing secondary trade area retail space inventory to well above the current 4% share to 8%. An expanded demand scenario indicated that Downtown could potentially absorb 40,000 sq. ft. of retail space annually. This would represent a 4% to 16% Downtown secondary trade area share of retail space.

The following elements were found to be critical to the success of the Downtown commercial retail market:

- Growing thriving local retailers;
- Attracting successful and compatible new specialty retail (both regionally and nationally recognized names);
- Achieving a consistent pattern of rents adequate to support new construction;
- Securing sites for free-standing retail plus multi-tenant retail including potential integration with mixed-use development;
- Attracting at least one mixed-use development with 100,000 to 200,000 sq. ft. of multi-tenants retail space for economies of scale;
- Reporting retail leasing information consistently for prospective retail developers and tenants;
- Attracting increased visitor spending from non-residents;
- Implementing programs such as tax increment financing (Urban Renewal) to help defray land assembly, construction, transportation, parking and infrastructure costs; and
- Pursuing an active public presence through additional public and cultural uses Downtown

#### 2007 Study: Examine the Commercial Office Market

Commercial office space was noted as designed to house employees of companies that produced a product or service primarily for support services such as administration, accounting, marketing, information processing and dissemination, consulting, human resources management, financial and insurance services, educational and medical services, and other professional services. Office buildings were rated as Class A, B or C. Class C buildings, the lowest rating, tended to be older structures with inadequate electrical, mechanical and telecommunications systems. Using the national real estate data firm CoStar as a primary source of information, this study found that Downtown Gresham study area had an estimated competitive rentable building area of over 180,000 square feet in 25 office buildings. This was roughly 6% of the 2.85 million square feet of office space in the 15-minute trade area and only 0.3% of the nearly 71 million square feet on the ground throughout the Portland metro area.<sup>4</sup> Gresham had Class B and C office building but

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<sup>4</sup> Definitions of office types from CoStar are:

Class A – investment-grade property with the highest quality construction and workmanship, finish and trim, materials and systems, significant architectural features, abundant amenities, first rate maintenance and

no prestigious Class A office buildings which offer higher quality construction and amenities as found in the Portland metro area. Office vacancies for the Class B spaces were fairly low but Class C office spaces had a high 18% vacancy rate. Downtown office rental rates were \$19 per square foot for Class B and \$8 per sq. ft. for Class C buildings.

#### Finding

The study noted that Gresham's office market had proven resilient in recent years, especially for Class B space. Downtown Gresham future office space demand appeared modest under baseline conditions. The baseline conditions indicated that office space demand could range from 5,000 to perhaps 10,000 square feet of net new space per year. The upper end of this range equated to about 10% of office space absorption in the 15-minute drive time area in 2006 (which was above the 6% share that Downtown currently had of the total existing secondary trade area office space inventory). Demand potential could most readily be accommodated in the short-term (5 years) as existing vacancies reduced to normalized levels of 5-10%. Mid- to long-term space additions may become challenging if rents do not continue to move up at rates necessary to support costs of constructing new Class B space.

An expanded demand scenario in the study determined that 15,000 sq. ft of additional office space per year could be possible. This equates to one office building every two years. The conditions needed for meeting a successful, expanded office demand scenario included:

- Developing a Class A market. Class A office space is typically stimulated by attraction of regional or national tenants accustomed to the higher quality of Class A space and associated rents. If non-local tenants could be attracted to Class A space, some local tenants (typically professional service firms such as lawyers and accountants) would then follow suit;
- Increasing Downtown Gresham office space rent to at least the metro area average for Class B buildings;
- Implementing active marketing of Class A non-local business prospects both by local/regional brokers and economic development organizations;
- Reporting of office leasing information in a consistent fashion to convince prospective developer and tenant interests of the competitiveness of the Downtown market to support additional office space;
- Integrating Class A office space in a mixed-use development;

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management; usually occupied by prestigious tenants with above average rental rates and in an excellent location with exceptional accessibility. International and national investors are willing to pay a premium for quality.

Class B – more utilitarian space without special attractions, typically have ordinary architectural design and structural features, with average interior finish, floor plans, systems and overall condition; maintenance, management and tenants are average to good; typically without the abundant amenities and location of a class A building. Typical investors are some national but mostly local; generally considered to be more of a speculative investment.

Class C – no-frills, older building that offers basic space with below-average maintenance and management, a mixed or low tenant prestige, and inferior elevators and mechanical/electrical systems.

- Providing City incentives like land assembly, infrastructure incentives and other economic incentives; and
- Pursuing an active public presence through additional public and cultural uses Downtown.

## **2.1. (5) 2007 Opportunity Sites Analysis.**

This step included a focused evaluation of three opportunity sites and their potential to support development. The study addressed the possible development/use potential, project costs and financial analysis associated with three distinct opportunity sites in the Downtown study area with the thought that redevelopment scenarios such as these could spur broader core area revitalization. A map of the three potential areas is shown in Figure 7. Based upon opportunity sites and potential uses, the following three project prototypes were selected for more detailed evaluation.

The three project prototype areas noted in the study <sup>5</sup>were:

Site A- 3rd & Roberts: An approximately 62 unit condominium development situated above 18,750 square feet of ground floor retail and a 62 space below grade parking garage. The total development cost (including land, site prep, construction and soft costs) was estimated at \$17.4 million.

Site B - 5th & Hood: A mixed-use development with 186 units including 57 townhomes and 129 condominium units together with 12,960 square feet of ground level retail and 232 spaces of below grade parking. 5-6 story condos on one of the two block faces with 2-3 story townhomes on the other block face. Total development cost (in 2007 dollars) was estimated at \$51.3 million.

Site C - Powell & Elliott: This was identified as the best of potentially available sites for a specialty grocery store of 25,200 square feet together with 83 on-site parking spaces – at an effective ratio of close to 3.3 parking spaces per 1,000 square feet. Total development cost of a “vanilla shell” before tenant improvements was estimated at \$5.2 million.

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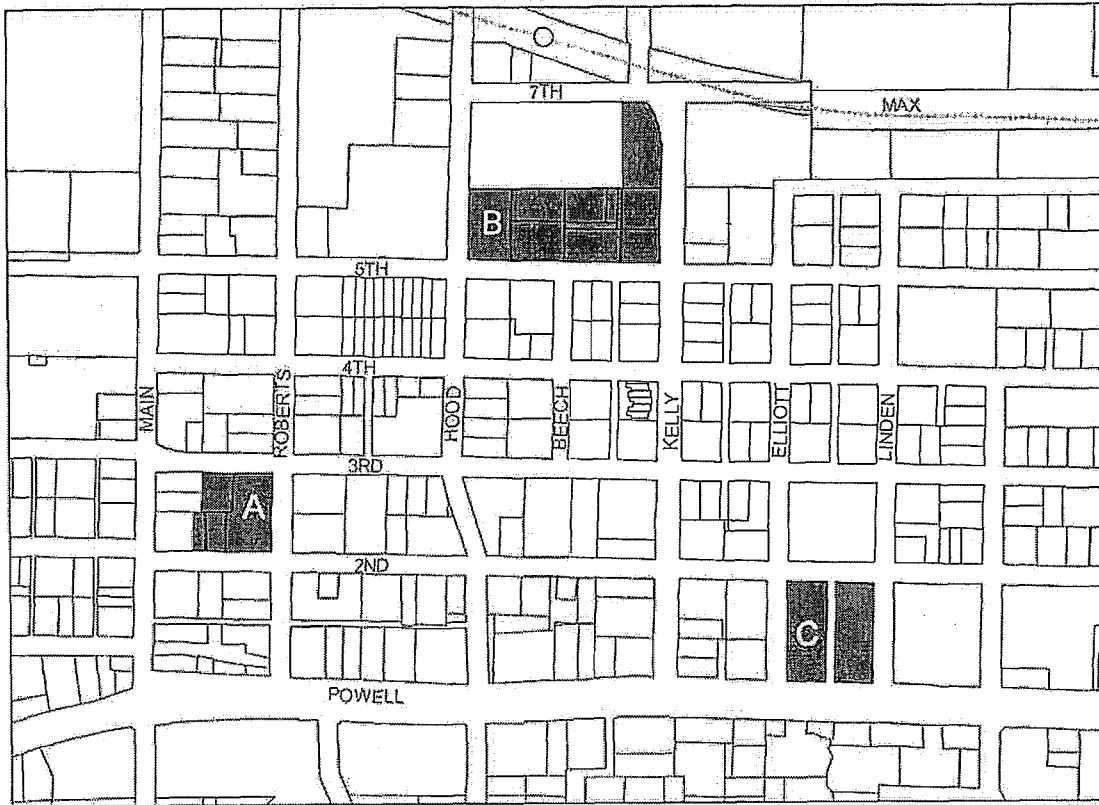
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<sup>5</sup> E.D. Hovee & Company, Downtown Regional Center Development Strategy-Opportunity Sites Report, July 13, 2007.



**FIGURE 7 – OPPORTUNITY SITES MAP**

A pro forma analysis was conducted to assess the financial feasibility of the proposed real estate projects. Project valuation was compared to the cost of development.

#### Findings

The results of the study as detailed in the Downtown Regional Center Development Strategy- Opportunity Sites Report indicated that in all scenarios except Site C, the development costs would exceed the valuation upon completion of the project. This determination essentially made projects A and B not feasible to build unless some redevelopment strategies were implemented to close the financial gap. These potential redevelopment strategies could have potential future application throughout the Downtown, not simply in these three study areas. The potential strategies included:

- Increasing pricing to achieve financial feasibility
- Providing additional streetscape and pedestrian amenities
- Providing added off-site parking for overflow residential use
- Engaging in value engineering but not at the cost of project quality

- Providing public off-site infrastructure by the City
- Waiving or deferring of System Development Charges
- Providing Downtown marketing services
- Providing Tax Increment Financing or Urban Renewal assistance

## **2.1. (6) 2007 Transportation System Analysis.**

The Transportation System Analysis was completed to evaluate the pedestrian, transit and street improvements necessary to make the Downtown a more successful center. The study is detailed in the "Gresham Downtown Regional Center Development Strategy- Technical Memorandum Transportation Analysis of July 30, 2007".<sup>6</sup>

The analysis determined that all of the roads, (NW Eastman from Powell to Division, W Powell from NW Eastman to Hogan, NE Burnside from Hogan to Division and NE Division from NE Burnside to NW Eastman), surrounding the Downtown study area were classified as Boulevard Streets with one exception. NE Hogan from Powell to Burnside was an arterial in this location. NW Third between NW Eastman and N Main, NE 5<sup>th</sup> between Main and Cleveland, N Main, NE Kelly, NE Hood and NE Cleveland within the study area had the City's community street designations. All other Downtown streets were considered local streets. Much of the Downtown had a well connected street network but the Gresham Town Fair site cut off the connectivity of the Downtown from NW Eastman and the Civic Neighborhood.

The research determined that the Downtown Plan area had a very high level of transit service with the two MAX stations and the transit center within its boundaries. The Downtown area also had bicycle lanes on Cleveland, Division (between Cleveland and Hogan), Hogan, Burnside, Powell and Eastman. The Downtown had been identified as a pedestrian district and the existing street standards generally supported this.

The parking study indicated that the existing Downtown parking supply of 7,300 parking spaces, including approximately 1,550 on-street spaces were probably adequate at this time with some parking management regulations. Peak parking utilization in the Downtown was during the lunch hour where parking utilization was at approximately 34%. There were no limits on parking space occupation and more than 3/4's of the parking vehicles in Downtown had a parking duration of more than one or two hours. Twenty-four percent stayed three or more hours.

### **Finding:**

The Downtown was in need of a connection to the west through the Town Fair site. Street and pedestrian connections to NW Eastman and the Civic Neighborhood were critical to the success of the Downtown. The east part of the Downtown study area in the area of east of Cleveland and then west of Cleveland, north of NE 6<sup>th</sup> Street on Elliott Street and Linden, also needed greater connectivity.

<sup>6</sup> Spencer & Kupper, Downtown Regional Center Development Strategy-Technical Memorandum Transportation Analysis, July 30, 2007.

Additional parking in the Downtown in the near future was not needed, however, the City may wish to take on an active role both in the management of the existing parking and in the future acquisition of parking areas in-order to spread out the parking distribution and procurement of the necessary land for future parking structures. Limiting public on and off-street parking within the Downtown to no more than 2 hours would free up many parking spaces for customers and visitors.

The Transportation System Plan had numerous important street, bike and pedestrian Capital Improvement Projects in the Downtown which should be implemented but many were not funded at this time. Often, even if the funding was available for Capital Improvement Projects, the funding was often not available for operating costs. Local Improvement Districts, System Development Charges, Tax Increment Financing, State Gas Tax Revenues, City General Fund, Federal Transportation grants such as SAFE-LU, Economic Improvement Districts and possible future parking revenues were all suggested as possible capital and operational funding sources.

#### **2.1. (7) 2007 Assets, Barriers and Opportunities.**

A report entitled "Gresham Downtown Regional Center Development Strategy-Assets, Barriers and Opportunities Strategies and Implementation"<sup>7</sup> was written by the City's consultant Spencer & Kupper which first examined any physical, social or institutional barriers that might discourage the desired Regional Center development. The document summarized the vision statements for land use and development, mobility, access and circulation, housing, design, special and attractors, and neighborhood opportunities.

The overall 2007 vision for the Downtown had three key points:

- Downtown Gresham shall be the focus and heart of the community. The Downtown is to be a dynamic, people oriented place with ample live, work, commercial and entertainment opportunities.
- The Downtown is seamlessly connected to the Gresham Civic Neighborhood and together these two districts form the Gresham Regional Center.
- An effective public-private partnership with broad community support is critical to the success of the Downtown. On-going investments in the area and a stable funding source for needed improvements are essential to the success of the Downtown.

#### **2007 Study: Develop a Downtown Gresham Vision**

The following 2007 vision statements describe in more detail how Downtown Gresham was anticipated to look in the future.

#### **Land Use & Development**

1. Downtown Gresham includes residential and employment uses, restaurants and shopping opportunities, cultural amenities and public facilities making it an 18 hour mixed-use district with traditional storefront character.

<sup>7</sup> Spencer & Kupper, Downtown Regional Center Development Strategy-Assets, Barriers and Opportunities, Strategies and Implementation, August 7, 2008

2. The most densely developed areas with moderate and high density housing, retail commercial and office employment uses are within walking distance (1/4 mile) of MAX stations, and high volume transit streets.
3. Taller buildings close to MAX stations are carefully placed so as to maintain view corridors to Mt. Hood to the east and the buttes to the south. Building heights along Main Avenue are compatible with the character of the Historic Core.
4. Downtown has a balanced mix of residential and commercial/office uses.
5. Existing auto-oriented commercial uses on the perimeter of the Downtown continue to serve passing traffic on adjacent boulevards. Through redevelopment, existing and new businesses on the perimeter are oriented to adjacent streets, and are also well connected to adjacent Downtown neighborhoods.
6. Auto repair and service uses have relocated from areas near LRT stations to well designed developments in locations with good access to surrounding arterials.
7. Major employment anchors, including multi-story office buildings are located Downtown.

#### Mobility, Access & Circulation

8. Downtown is safe for pedestrians and bicyclists and is designed for pedestrians without excluding the car.
9. Downtown and MAX stations have north-south linkages to surrounding neighborhoods and activity centers such as Mt. Hood Community College, Mt. Hood Medical Center, Springwater, Damascus and Troutdale/Fairview/Wood Village by frequent transit service (MAX extension, streetcar/trolley line or 15 minute bus service) and by safe pedestrian and bicycle facilities.
10. MAX not only connects the Downtown to the rest of the region, it provides intra-city connections to more local activity centers such as the Civic Neighborhood, Rockwood, and others.
11. MAX stations and the rail line itself are more urban in character, safe and convenient for pedestrians and designed with lighting, furnishings, shelters and pavements appropriate for a mixed-use center. The MAX right-of-way and adjacent area is a green, design element that helps unite Downtown with Civic Neighborhood.
12. Tree lined boulevards with separate bikeways and pedestrian paths form the perimeter of the Downtown.
13. Multiple, direct street, pedestrian and bicycle connections are provided to transit stops, shopping, Main City Park and the Springwater Trail. A special pedestrian/bicycle boulevard, (the Art Walk), connects the Arts District to Main City Park, the MAX stations, the Civic Neighborhood, and other nearby attractors, and includes a wide variety of art projects incorporated into the design.

14. Key streets and pedestrian connections have been extended to enhance pedestrian and vehicular circulation, to break up oversized blocks, to increase street frontage, to extend the existing small block grid beyond the Historic Core area, and to connect to the Civic Neighborhood.
15. Adequate parking is available that matches need with parking supply. On-street and public and private off-street parking is managed for the benefit of the area.

#### Housing

16. A wide variety of moderate and high density housing exists in the Downtown. Housing is well designed and attractive, well maintained, and meets the housing needs of the range of people working in the Downtown. Accessory housing is also permitted.
17. A mix of owner-occupied and rental housing and a wide variety of housing types are located in the DGRC and are affordable by a range of income levels.
18. Average residential densities are achieved that support economic transit usage.
19. Similar land use types and building scales face each other across streets.

#### Design

20. Enforceable design regulations are in place for the built environment.
21. The notable design characteristics found in the Historic Downtown Core, its commercial mix dominated by small-scale specialty retail and offices, is preserved and enhanced.
22. A pedestrian friendly environment that is safe, inviting and friendly has been created throughout the Downtown.
23. Sub-districts within Downtown will maintain distinctive, complementary characteristics.
24. Historic resources such as churches, the Mayor's House and Carnegie Library have been restored and integrated into the fabric of the area.
25. Public art and private art projects within new developments are evident throughout the Downtown, particularly in the Arts District.
26. Sustainable design and green development practices contribute to the character of the area, for both public and private projects.

### Special Places & Attractors

27. The Center for the Arts and plaza serve as a focal point for the Downtown with possible uses including community scale and regional events, such as a farmers' market, outdoor performances, promotional events and displays.
28. Parks, plazas and other open spaces are easily accessible from anywhere in the Downtown and provide green places for visitors and residents alike.
29. Main City Park is connected to the Downtown from the Main Avenue Historic Core and to the Springwater Corridor.
30. Major attractors for residents and tourists such as the Arts Center, an all season Farmers' Market, Community College and Hotel/Conference Center serve as anchors for the Downtown and offer significant employment opportunities.
31. The Downtown Art Walk is a regional attraction.

### Sub-Area Neighborhood Opportunities

32. Historic Downtown Core
  - The Historic Core on Main Avenue and mixed-use corridor on Roberts Avenue south of 5<sup>th</sup> Street
  - 3<sup>rd</sup> Street provides an east-west link to the Arts and Gresham Town Fair Districts
  - Main Avenue at Division is a gateway into the Downtown:
    - Redevelopment opportunity
    - MAX Station, park, visitor center
  - The west side of Main Avenue north of 5<sup>th</sup> Street
    - Redevelopment opportunity
    - Pedestrian-oriented uses
    - Campus environment
    - Shared parking
33. Gresham Town Fair
  - As shopping center redevelops, connections to the Historic Core emphasized
  - Redevelopment opportunities along 2<sup>nd</sup> Street and Victoria Avenue
  - Shared parking
34. Arts District
  - Center for the Arts and plaza
  - Studios, galleries, lofts and live-work spaces
  - Small neighborhood park
  - Mixed-use residential areas
  - Grocery store opportunity
  - Art Walk along Beech Avenue, connecting to Main City Park and MAX
  - Good auto access for businesses along Powell Boulevard

35. Industrial Transition Area
- Service cluster opportunity
  - Redevelopment of PGE sites-Hotel/Conference Center opportunity
  - Connect Hogan Drive and Burnside Road areas to MAX
  - East-west street connections needed to link this area to the rest of the DGRC
36. Civic Service Center Mixed-Use Area
- Civic Service Center around Gresham Central Station MAX Stop:
    - County facilities, Tri Met parking structure already there
    - Shared parking opportunities
    - Redevelopment opportunities
    - City Hall complex opportunity
    - Employment focus area
  - Mixed-use residential redevelopment south of Division Street

#### Assets

There were several Downtown assets identified in the 2007 Downtown Plan process. The major assets were as follows:

- City Participation. The City had enthusiastically undertaken the revision to the Downtown Plan that will reflect current thinking about the future of the Downtown area.
- Downtown Development Policies. Volume II of the Comprehensive Plan policies did promote the mixed- uses and higher densities desired for an urban center. Some policies need revision but generally they were consistent with the Downtown Vision.
- Downtown Development Standards. The current Downtown zoning and development standards allowed mixed-uses at relatively high densities, had the highest densities located near the MAX stations, and included standards that supported pedestrian activity. Some changes, such as the maximum building height, will need to be made but generally the development standards were appropriate for the Regional Center.
- Existing Active Downtown. The Downtown already was a focus for many civic and public facilities.
- Development Potential. Within the Downtown, there were large properties in single ownership, vacant or publicly owned which offered potential development and redevelopment opportunities.
- Existing Infrastructure. Existing utility infrastructure for water, sanitary sewer and stormwater transmission was already in place.
- Effective Transportation System. The City had a variety of transportation modes in place accommodating vehicles, pedestrians, bicyclists and mass transit with the MAX and bus service. There were two existing MAX stations in Downtown.

- Effective Implementation Tools. Many needed implementation tools were in place including an Economic Improvement District (EID), a Vertical Housing Development Zone, and a Community Development Block Grant Program.
- Public/Private Partnership. The City and the Gresham Downtown Development Association (GDDA) had been successful in undertaking several Downtown projects. The EID had provided funding the GDDA.
- City Experience. The City had experience and proven success implementing a successful Regional Center development in the Gresham Civic Neighborhood.

#### Barriers

There were also barriers to overcome in order to make the Downtown Plan successful. The major barriers were as follows:

- Current Land Use Districts. The current zoning or land use districts were not in line with the new Downtown vision.
- Zoning Map Amendments. Amendments to the zoning map such as modifying the DC-1 and DT zoning will be necessary to implement the vision.
- Advisory Architectural Review Standards. Specific standards will need modifications to implement the Downtown Plan. In particular, the architectural review standards were currently advisory only and will need to be revised to require high quality architectural design.
- Design Commission. A Design Commission must be created that has quasi-judicial decision authority over architectural design.
- Small Parcels. Small parcels and individual land ownership patterns existed east of Roberts Avenue.
- Poor Connections. There were poor connections between the Downtown and Civic Neighborhood, especially for pedestrians.
- Market Demographics. Market area demographics had changed since the mid-1980's so that incomes were now below region-wide averages. The current population, now much more ethnically diverse, was growing at a rate that was below that of the Portland metro region. The Downtown needed to more tightly define its market niche.
- Residential Development. Gresham needed to attract more people through residential development to support a vital Downtown. Gresham needed to decide how to transition from townhomes to more urban scale, higher quality, higher density residential products.
- Office Space. There was no Class A office space in Downtown so a challenge for Gresham was to identify how to attract Class A building developments and the corporate tenants to rent those spaces.

- Civic Facilities. Additional civic facilities needed to locate within the Downtown in order to maintain and re-energize the Downtown area.
- Infrastructure Needs. Infrastructure needs were identified but the current funding was inadequate.
- Transportation Needs. Transportation needs were identified but current funding was inadequate to implement proposed projects.

#### Opportunities

The Downtown was found to have many opportunities such as:

- Large Redevelopment Parcels. Large properties offered large scale redevelopment opportunities- over 40% of the Downtown was owned by property owners who owned more than 100,000 sq. ft. of contiguous property.
- High Redevelopment Potential. The Downtown had high redevelopment potential with publicly owned properties, properties with small, single family dwellings, and other properties with improvement to land value of 1:1 or less.
- Retail Potential. Downtown retail could capitalize on the public's growing desire for village scale retail.
- Office Potential. Access to a substantial labor force and access to the MAX were two strong attractants for office development.
- Residential Potential. Available land at reasonable prices and convenient location could attract the necessary residential development.
- Civic Uses. The City had engaged in the creation of a Center for the Arts and was examining other civic uses that might be appropriate for the Downtown as a visible demonstration of public commitment to the Downtown.

#### **2.1. (8) 2007 Downtown Recommendations.**

The final step in the 2007 Downtown Plan project was the presentation of implementation tools and recommendations and strategies, in order of priority.<sup>8</sup> It described specific strategies and actions to overcome any barriers to successful development in Downtown Gresham and described ways to capitalize on and leverage Gresham's assets in order to fulfill the Downtown Gresham Vision.

<sup>8</sup> Spencer & Kupper, Downtown Regional Center Development Strategy-Downtown Regional Center Development Strategy Memo Final Report & Draft Recommendations, August 15, 2008.

#### 2007 Study: Utilize Existing Implementation Tools

It was noted that many implementation tools essential to successful Downtown development were currently in place. An Economic Improvement District (EID), Vertical Housing Zone, and a Community Development Block Grant program already existed in the City. Transportation Impact Fees and System Development Charges associated with development proposals were in place for transportation, infrastructure and parks improvements. Some existing Downtown property owners were still taking advantage of the Transit Oriented Development Tax Exemption, although this program was ended in 2007 for new developments. All these tools are proven implementation tools for a successful Downtown.

#### 2007 Study: Foster Public/Private Partnerships

The City was also fortunate to have an active Gresham Downtown Development Association (GDDA) in place to partner with on a wide range of projects. The GDDA consists of Downtown property owners, developers and real state professionals. Funding for GDDA through an Economic Improvement District provided Downtown stability and continuity. The Historic Downtown Business Association, consisting of Downtown business owners, was another active group of individuals interested in the future of the Downtown.

Strategies and recommendations were outlined to achieve the Vision for Downtown Gresham. There were four main categories of these strategies and implementation recommendations: City plans, codes and development standards; Funding for transportation and infrastructure improvements; Organization, marketing and recruitment; and Support and incentives for desired development types. The 2007 strategies and recommendations were as follows:

#### 2007 Study: Revise City Plans, Codes and Development Standards

##### Comprehensive Plan and Land Use Plan Changes

The first recommendation presented in the 2007 Plan was that the City should pursue revisions to plans, codes and standards in order to address the implementation of the Downtown Vision. The amendment of specific Downtown goals and policies in the Comprehensive Plan to reflect the Downtown Vision was one specific recommendation. The review and amendment of all zoning map classifications in the Downtown area to ensure that they permit implementation of the Downtown Vision was also suggested. In particular, the base zoning map must accommodate the type of mixed-use development encouraged in the Downtown Plan area, particularly in the western portion of the Plan area. Consideration also must be given to amend the zoning map to provide an area for the existing non-conforming auto uses to relocate where they would be permitted (conforming) uses.

The study also recommended that the Gresham Community Development Code be revised to provide a regulatory architectural design reviewing body for the Downtown such as a Design Commission. The advisory status of the architectural review code provisions needed to be amended to include required design guidelines and standards for the entire Regional Center through streamlined approval procedures that would offer both an administrative and quasi-judicial approval track to applicants. Reasonable design standards were found to be essential to improving the quality of development in the Downtown Plan area in a financially feasible manner. Offering incentives for early stage development was one opportunity to off-set the increased regulatory complexity or cost. Other Code amendment suggestions included

permitting increased building heights in select areas such as near the MAX and the arterial transit streets. Code standards also needed modification to permit limited improvements for non-conforming commercial and industrial uses for reasonable building and property maintenance.

It was also recommended that the Transportation System Plan be revised to include the additional transportation improvements and standards as recommended in the *Transportation Assessment Memo*, June 28, 2007. These transportation related improvements included pedestrian street designation, traffic calming and sidewalk improvements, way-finding, greater street connectivity, new MAX transit stations and parking management including possible public parking structures, high-capacity transit connections to areas outside the Downtown.

#### 2007 Study: Utilize Urban Renewal as a Primary Funding Source

Adopting an Urban Renewal plan for the Downtown District and possibly the entire Regional Center in order to provide a reliable funding source for capital improvement projects, and a mechanism to carry out long term economic development activities was also a strong recommendation. Urban Renewal is in use in many cities and counties throughout Oregon, including Gresham, as an important funding tool for capital improvement projects.

An Urban Renewal Plan must first be adopted by the City and meet requirements set out in ORS 457. Once in place, the County Assessor certifies the assessed value within the urban renewal district at the time of plan adoption, then any property taxes paid on increases in assessed value beyond the initial certified value go to the urban renewal agency. This is called Tax Increment Financing. The Urban Renewal agency can then spend tax increment funds on projects authorized in the Urban Renewal plan area. Being within or outside an Urban Renewal district has no impact on property taxes paid by individual property owners. An Urban Renewal Plan should include both the Downtown and Civic Neighborhood portions of the Regional Center. Conclusions regarding these forecasts were that approximately \$62 million, (assuming modest new growth), could become available for improvements over the next 25 years. This funding could be utilized to complete many of anticipated public improvements, development incentives and marketing programs recommended, as well as possible housing assistance and incentives, mixed-use assistance and incentives, residential rehabilitation assistance and incentives, and façade improvements assistance and incentives.

#### 2007 Study: Identify Organization, Marketing and Recruitment Programs

Strategies were suggested that focus on Downtown organizations, marketing and recruitment. These strategies involved both the City of Gresham and the GDDA. Strategies included the continuation of funding for GDDA through an Economic Improvement District. A multi-faceted public relations/advertising program for the Downtown and Regional Center was also proposed. The implementation of a parking management program was another suggestion with GDDA taking a lead role. A business recruitment program was also suggested to attract Class A office tenants and to capitalize on pedestrian scale, village retail. In Downtown Gresham, four major civic facilities were identified in the Vision as critical to implement:

- Center for the Arts
- Plazas and neighborhood parks

- A new City Hall Civic Center Complex
- A new Convention Center and Hotel

2007 Study: Prioritize Projects and Identify Funding for Transportation, Infrastructure and Other Public Improvements

There were a number of needed transportation, infrastructure and other public improvement projects that were identified and were included in the City's Transportation Systems Plan and Capital Improvement Program. The majority of these projects, however, were unfunded. A key strategy for a successful Downtown Gresham Regional Center noted was to prioritize the projects and then identify new or expanded funding sources for many of these projects, a number of which were needed to support more intense mixed-use development.

Key funding sources to augment current funding for transportation, infrastructure and public improvements that were recommended were:

- The formation of an Urban Renewal district to include the entire Regional Center;
- The formation of Local Improvement Districts to augment other funding sources such as tax increment financing; and
- Transportation Impact Fees and System Development Charges (SDC) with prioritization of the spending of Transportation Impact Fees and System Development Charge revenues within the Regional Center.

The City should focus capital improvement planning, grants, SDC and Transportation Impact Fee projects to areas within the Downtown that have high public visibility, the opportunity to use incentives on private sector investments, build on momentum created by known or already funded projects, and create significant impact. Investment in public investments was identified as critical to improve the look and functionality of the District. Some important projects noted were improved vehicular street connections in the Downtown, the Center for the Arts, Beech Street, the Arts Walk, pedestrian connections to the Downtown and Civic Neighborhood, Downtown parking management, transit connections between the Downtown and neighboring communities to the north and south, a new MAX station Downtown and Main City Park improvements. The City has actively begun the revision of the current Transportation System Plan.

2007 Study: Develop Incentives for Desired Development Types

The 2007 Vision called for exciting new development types emerging in the Downtown District. These included mixed-use projects, mid-rise office developments, and high quality multi-family housing. To encourage the desired development types, one recommended strategy was to implement developer initiatives such as the opportunity for participation in a loan or grant program, a technical architectural or marketing assistance program, and fee waivers or reductions. Funding sources for the desired incentives were also investigated. There would be significant financial returns for the Downtown from these private developments in terms of taxable values, and intangible returns to the community in terms of convenience, choice, and even in community image, character, and livability.

### 2007 Study: Implement a Parking Management Strategy

This recommendation required that the City determine its role in parking management. Though it had been documented that there was an adequate number of parking spaces, a monitoring system for utilization of the parking spaces was advised in order to increase parking space availability. Limiting public on- and off- street parking within the Historic Core Area to no more than 2 hours was one parking management strategy. Other elements of the strategy included developing a time restriction map with long term-eight (8) or more hours, short term-two (2) hours and very short-fifteen (15) minutes, charging for parking, purchasing and installing signage, hiring and training parking enforcement officers, developing, web posting and advertising parking by time restriction.

## 2.2 2008 DOWNTOWN PLAN PROCESS IN DETAIL

### 2.2. (1) 2008 Process: Purpose.

A second planning effort began in January of 2008. The purpose of this planning effort was to refine and implement the 2007 Downtown Regional Center Development Strategy (DRCDS). This follow-up planning project was called the Regional Center Planning Implementation also known as the Downtown Plan. The Downtown Plan project was a more detailed planning approach to the DRCDS background work accomplished in 2007.

In summary, the 2008 Downtown Plan project consisted of three parts:

1. Creating a Refined Downtown Plan and Vision. Replacing the 1995 Downtown Plan with a new vision and plan for its land use and urban design framework. A special focus was placed on the location of new land uses, as well as a variety of urban design issues, such as those involving building height, scale and massing, open spaces, and the pedestrian environment. The Downtown Goals and Policies were clearly delineated and Downtown Development Concepts for three areas were created.
2. Creating a Design Commission. Creating a Design Commission with the authority to apply mandatory design principles, guidelines, and standards to new development in Downtown and other special districts.
3. Developing Design Principles, Guidelines, and Standards. Developing Design Principles, Guidelines, and Standards that will regulate the design of Downtown's buildings, streetscapes, pedestrian environments and open spaces. The purpose of the Design Principles, Guidelines and Standards is to ensure high quality development and a Downtown physical environment that is consistent with the new Downtown Plan Vision.

### 2.2. (2) 2008 Process: Preliminary Steps.

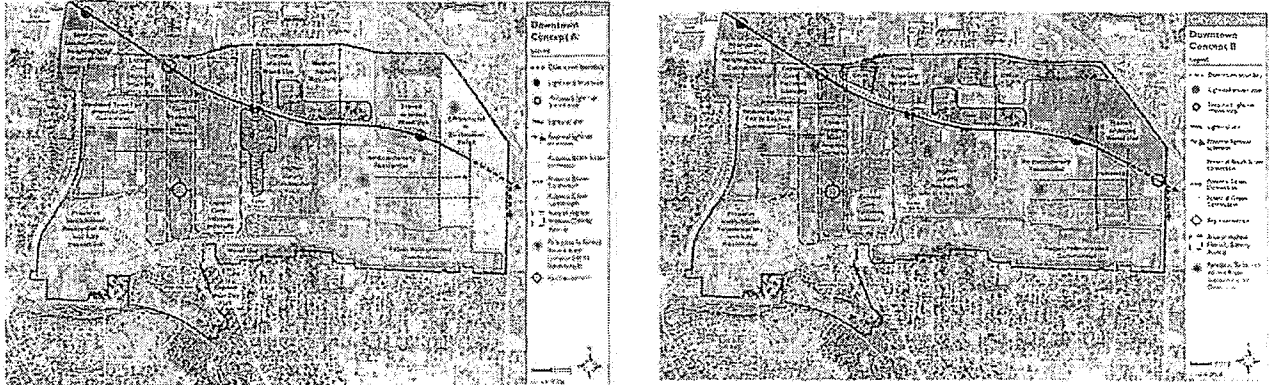
The first step taken in the two year 2008 Regional Center Planning Implementation (RCPD) or Downtown Plan process was for City staff, working with elected officials to establish the project goals and a project work plan. Again, there were advisory groups formed to assist in the project. The internal Downtown Technical Advisory Staff Project Team included staff members from various departments and professions. A Downtown Focus Group was also created for public input with members from the Gresham Downtown Development Association, the development community, real estate professionals, the neighborhood associations and representatives from the



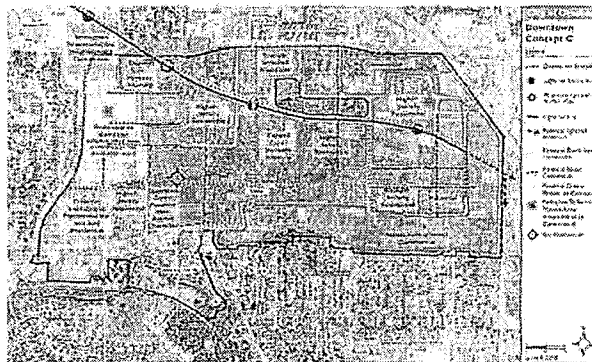
**FIGURE 8 – ISSUES AND OPPORTUNITIES MAP**

**2.2. (5) 2008 Process: Three Land Use Alternatives.**

This step included a public outreach process where City staff developed and then presented the three different Downtown land-use scenarios to the public for evaluation. The three land use alternatives were presented at a June 4, 2008 community forum. See Figures 9.



**FIGURES 9 – THREE LAND USE ALTERNATIVES MAPS**



**FIGURES 9 – THREE LAND USE ALTERNATIVES MAPS (CONTINUED)**

The three scenarios had similarities and differences. All three alternatives reflected a need to create a strong connection between the Civic Neighborhood and the Downtown Plan area. All three alternatives preserved the Downtown Core Main Avenue area and reflected a need for increased street and pedestrian movement throughout the Downtown, particularly through the western portion of the Downtown Plan area connections. The southwest corner of the Downtown area centered on Ava Street retained its existing institutional and residential mix with some additional residential uses in all three alternatives. Auto-oriented commercial uses along Powell Boulevard were retained in all plans. Civic uses within the Downtown were identified as key to the success of the Downtown, although locations varied. Transit-oriented mixed-use, medium and high density residential land uses were considered in all plans as well in varied locations.

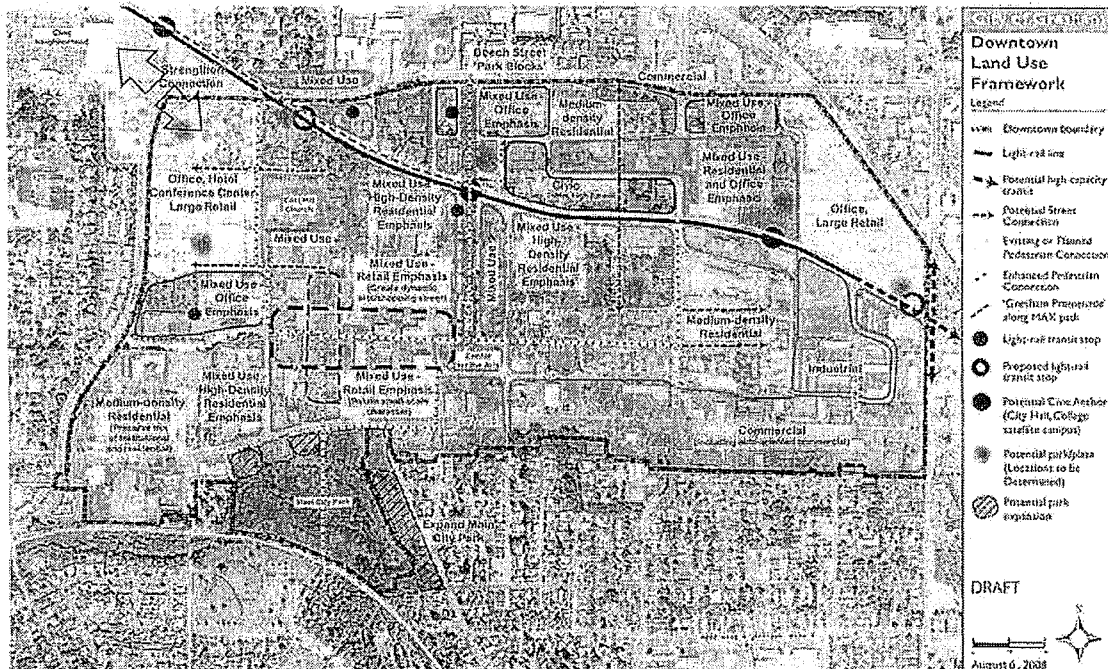
- Downtown (Land Use) Concept Plan A envisioned the Gresham Town Fair shopping mall remaining essentially intact with some streets extended through to connect the Downtown to NW Eastman Parkway. The Downtown Core was extended with 1 and 2 story building to Division Street with taller, mixed-use buildings both east and west of the Main Avenue area and along the MAX. Higher density residential was located east of Main Avenue. Civic uses were concentrated around Beech Street and along the MAX with the Center for the Arts as the street's terminus. Medium density residential was located east of Beech Street. An office/hotel or destination retail was located along Hogan and Burnside to create a highly visible eastern edge. Main City Park was expanded to Roberts Avenue to increase the park's amenities and its visibility from Powell Boulevard.
- Downtown (Land Use) Concept Plan B imagined Town Fair as a redeveloped site with office, retail and residential development and street extensions through it to the west to connect Main Avenue with NW Eastman Parkway. The Downtown Core of 1 and 2-story buildings was extended north to Division with taller, mixed-use buildings would be found both east and west of the Main Avenue area and along the MAX. This alternative had a strong office component along Division Street. Higher density residential was located east of Main Avenue. Gateway civic uses were located north of the MAX. Medium density residential area was located east of Beech Street and a existing industrial area was preserved east of NE Liberty Avenue. Transit oriented mixed-use occupied areas along the MAX and in the northeast corner of the Downtown Plan area to provide additional visibility to the Downtown.
- Downtown (Land Use) Concept C depicted the Gresham Town Fair as a major redevelopment site with office, hotel and conference center uses as well as destination retail. The street extensions were shown going through to NW Eastman Parkway. The Downtown Core of 1 and 2-story buildings was expanded to the east for a multi-block shopping district. Higher intensity mixed-uses were shown north along Main Avenue and east toward the Center for the Arts. This alternative has a mixed-use office component along Division Street and also along NW Eastman. Mixed-use high density was located along the MAX. Civic uses were located north of the MAX. Beech Street was a green corridor surrounded with mixed-use development. Medium density residential area and an industrial area were located east of Beech Street. A large office retail component is also located on Burnside north of the MAX tracks.

**TABLE 3**  
**Summary of Similarities and Differences: Land Use Alternatives A, B, and C**

|                                        | <u>A</u>                                         | <u>B</u>                                     | <u>C</u>                                       |
|----------------------------------------|--------------------------------------------------|----------------------------------------------|------------------------------------------------|
| <u>Small-scale Downtown core</u>       | <u>Linear along Main</u>                         | <u>Linear along Main</u>                     | <u>Compact</u>                                 |
| <u>Expanded core shopping district</u> | <u>North-south</u>                               | <u>West</u>                                  | <u>East</u>                                    |
| <u>Town Fair future</u>                | <u>Upgraded with improved street connections</u> | <u>Redeveloped - Downtown core expansion</u> | <u>Redeveloped - office, conference center</u> |
| <u>Civic uses (City Hall?)</u>         | <u>South of Gresham Central MAX stop</u>         | <u>Main and Division "focal point"</u>       | <u>None, or in Town Fair redevelopment</u>     |
| <u>Destination retail</u>              | <u>East along Hogan</u>                          | <u>None</u>                                  | <u>Town Fair</u>                               |

|                                   |                                                                                 |                                                                                 |                                                                                 |
|-----------------------------------|---------------------------------------------------------------------------------|---------------------------------------------------------------------------------|---------------------------------------------------------------------------------|
| <u>Office</u>                     | <u>Hogan and Burnside</u>                                                       | <u>Division</u>                                                                 | <u>Town Fair</u>                                                                |
| <u>Industrial/service uses</u>    | <u>None</u>                                                                     | <u>East side small</u>                                                          | <u>East side larger</u>                                                         |
| <u>Link to Civic Neighborhood</u> | <u>Yes</u>                                                                      | <u>Yes</u>                                                                      | <u>Yes</u>                                                                      |
| <u>Pedestrian links</u>           | <u>Beech Street, Eastman, along MAX</u>                                         | <u>Beech Street, Eastman, along MAX</u>                                         | <u>Beech Street, Eastman, along MAX, Third Street, Cleveland</u>                |
| <u>Auto-oriented commercial</u>   | <u>Retain along Powell</u>                                                      | <u>Retain along Powell</u>                                                      | <u>Along Powell, Hogan, Burnside, Division</u>                                  |
|                                   | <u>A</u>                                                                        | <u>B</u>                                                                        | <u>C</u>                                                                        |
| <u>Residential</u>                | <u>High density near core; medium to east</u>                                   | <u>High density near core; medium to east</u>                                   | <u>Pockets of high density near mixed-use zones</u>                             |
| <u>Southwest Corner (Ava St.)</u> | <u>Retain mix of residential, commercial, institutional (schools, churches)</u> | <u>Retain mix of residential, commercial, institutional (schools, churches)</u> | <u>Retain mix of residential, commercial, institutional (schools, churches)</u> |

Out of this process, a single Land Use Framework Plan was created that provides a land use vision for the future of Downtown Gresham, showing land use sub-areas with various characters, improved transportation connections, and potential park/plaza locations. See Figure 10.



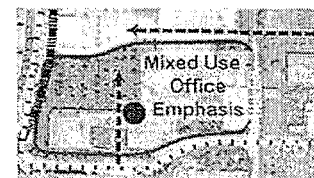
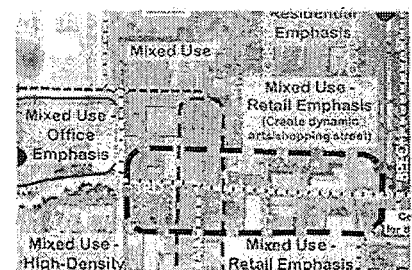
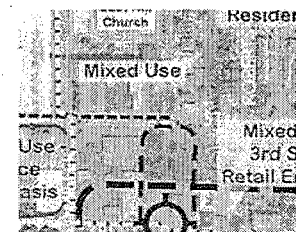
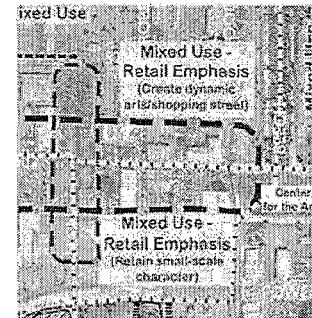
**FIGURES 10 – DRAFT LAND USE FRAMEWORK PLAN**

## 2.2. (6) 2008 Process: Draft Land Use Framework Plan.

The Draft Land Use Framework Plan provided a land use vision for the future of Downtown Gresham. The Draft Land Use Framework Plan provided a block by block map detailing which uses and relative heights were appropriate for the area. The Draft Land Use Framework Plan is described in more detail in Section 3. It indicated transportation opportunities such as potential transit expansion locations, pedestrian connections and light rail transit stations. Potential locations for civic anchors such as City Hall, College Satellite Campus and park or open spaces were also identified.

The key elements of the 2008 Draft Land Use Framework for the Downtown Plan were:

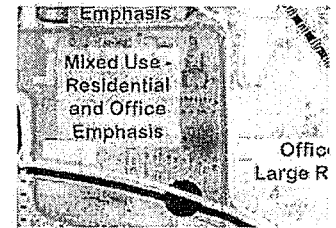
- Main Street Mixed-Use – Small Scale Retail Emphasis  
This sub-district was often referred to as the heart of historic Gresham with 1-story and 2-story buildings along the intimate Main Avenue. The area retained a small-scale, mixed-use character with commercial uses on the ground level such as restaurants, shops and offices, and residential or office uses on upper floors.
- Third Street Mixed-Use –Intense Retail Emphasis  
This Third Street sub-district was a more intense district with taller buildings than along Main Avenue. It provided a link between the Center for the Arts, Main Avenue and commercial areas along Eastman Parkway. This more intense mixed-use core featured ground-floor retail and envisioned an area that redevelops over time with taller buildings with a mix of residential, office, retail, and service uses. Creative, concentrated development would create more activity, more pedestrian customers and ultimately more economic viability for the historic core businesses.
- Mixed-Use- General  
This sub-district north of 1<sup>st</sup> Street extending up to 8<sup>th</sup> Street and along the MAX tracks was a mixed-use designation but the Land Use Framework envisioned stand-alone condominium or office buildings in this area as well. This area also would allow taller buildings to inject more activity into the Downtown area.
- Mixed-Use – Office Emphasis  
This mixed-use/office sub-district designation was located primarily along the Downtown perimeter on Division and Eastman Parkway. Mixed-uses were envisioned for these



locations in the future the sites may also be targeted for office uses because of their locations along busy streets or their proximity to the core. Office development was encouraged Downtown to bring needed employment to Downtown.

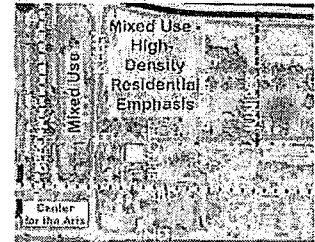
- Mixed-Use – Residential and Office Emphasis

A mix of uses was envisioned for these locations along the MAX tracks near Cleveland in the future, with office and residential emphasized but retail allowed on the ground floor.



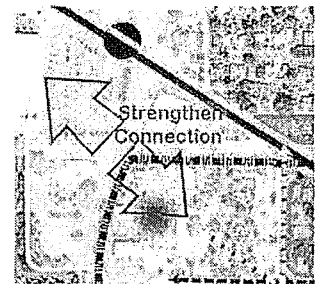
- Mixed-Use – Residential Emphasis

This mixed-use sub-district was envisioned as locations for apartments and condominiums that were four stories tall or taller as well as denser townhomes and rowhomes. Some commercial space would be allowed on the first floor to provide services to residents in this district. The new residents would help support the businesses Downtown and would have easy access to the variety of available transportation modes.



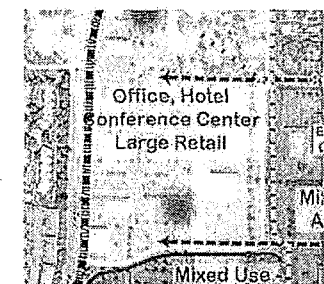
- Strong Downtown/Civic Neighborhood Connection

Downtown and the Civic Neighborhood were two integral parts of the Gresham Regional Center. The need to strengthen the physical connection between the two areas has been identified as critical to the success of the Regional Center. This designation indicates an integrated area through features such as gateways, artistic street intersection treatments, more intense development and/or pedestrian plazas.



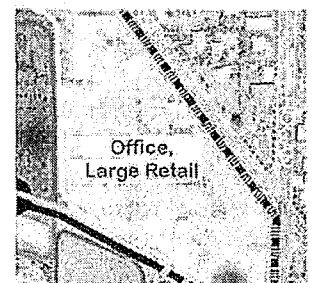
- Office, Hotel, Conference Center, Large Retail

The sub-district at the intersection of Eastman Parkway and Division was imagined as an opportunity for large-scale uses that provide retail and job opportunities for the city near the Downtown core and Civic Neighborhood. The area had easy vehicular access and also had access to light rail. A hotel and conference center in this area could complement nearby businesses and events.



- Office, Large Retail

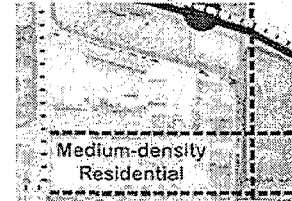
This designation on the east end of the Downtown area along Burnside could also provide an opportunity for large-scale, highly visible developments that would provide employment and retail. This site served as a gateway to



Gresham coming from the east and as a jumping-off point for the recreational opportunities that abound on Mt. Hood.

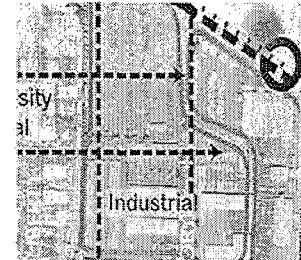
- Medium-Density Residential

This sub-district envisions this area as appropriate for 1-story to 3-story apartment buildings and condominiums, townhomes and rowhomes. These medium-density residential areas were farther from light-rail stations and the core.



- Industrial

Light industrial and auto-service uses were envisioned for this industrial sub-district area to provide jobs and needed services to Downtown residents and visitors. The PGE sub-station was also anticipated to remain in this area.



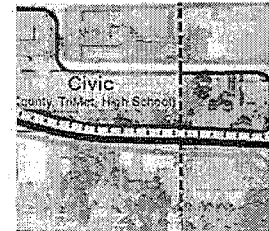
- Commercial

The commercial sub-district areas followed Powell in the east side of the Downtown Plan area. These areas contained retail, restaurant, and service uses and were typically oriented toward the streets. Many existing businesses were configured with the building behind the parking. The emphasis for future commercial development was to place the building nearer to the street with parking behind or beside it.



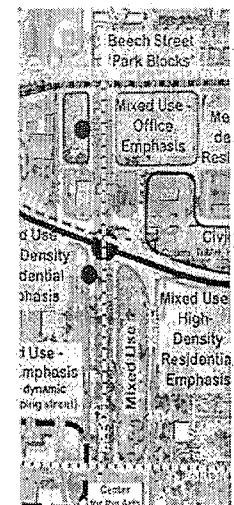
- Civic

Civic areas containing public institutions were envisioned along the MAX tracks to give the Downtown greater visibility. Institutions such as government offices, schools and transportation facilities were possible uses.



- Special Public Places

Main City Park, the Center for the Arts, the Beech Street "Park Blocks", pedestrian open spaces and pathways represent special public places. They were envisioned as an emerald necklace of social and recreational centers for the Downtown. These areas would receive special, aesthetically pleasing urban design treatments like green space, plazas, site furnishings, trees, pavers, artwork, statues and landscaping.



- Mobility, Access and Circulation

An integral feature of a successful Regional Center was a multi-modal transportation system that ensures connectivity. The Downtown was to have a series of key street,

transit and pedestrian connections to facilitate mobility, easy access and circulation. Additional vehicular and non-vehicular movement was made available with the extension of numerous east to west streets through to Eastman Parkway in the Draft Land Use Framework Plan. An additional MAX station and an extension of the MAX tracks was also proposed to enhance public transit services.

The section below describes in more detail what the 2008 Draft Land Use Framework envisioned for Downtown over the next 10 to 20 years.

#### Downtown Core

The Framework showed the small-scale, historic shopping district of 1- to 4-story applying to buildings facing Main Avenue from First to Fifth. It also showed a shopping street along Third Street that connected the Downtown Core with a potentially redeveloped Town Fair shopping center on the west and the Center for the Arts on the east. This area would have taller buildings and more intense development but would be designed to feel more like a small-scale shopping street to transition from the small-scale character of Main Street. The larger Downtown area was envisioned as a mixed-use district with a variety of heights and intensities and a variety of buildings. The area would feature some buildings with a mix of retail or office and residential uses and some stand-alone condominium and office buildings. These areas would provide a more flexible building environment Downtown and could hold more offices to bring workers and energy to the Downtown during the day residential development that would add people, especially at night.

#### Downtown-Civic Neighborhood Connection

The Framework showed a stronger connection between Civic Neighborhood and Downtown, which could mean taller buildings or a plaza at the intersection of Division and NW Eastman Parkway. A new configuration here could indicate to passersby that they had entered a special district – a place that seemed more like a center of the community. The connection between Downtown and Civic Neighborhood also could be enhanced by the MAX path, which the City of Gresham is planning to construct between Downtown and Rockwood on the north side of the MAX light-rail line.

#### Gresham Town Fair

At the Gresham Town Fair shopping center site, the Framework envisioned a major redevelopment to provide a third component to Gresham's regional center. It could add a major office/hotel/conference center element to the Regional Center to complement the historic, small-scale shopping of the Downtown core and the larger-scale retail and housing found in the Civic Neighborhood. A job center would add more daytime activity on the west side of the Downtown Core, which would bring customers and diners Downtown just as added residential on the east side would add more nighttime activity. The redevelopment would provide additional street connections to Downtown and help create a better connection between Civic Neighborhood and the Downtown core. A redeveloped Town Fair could also host civic anchors such as City Hall or a Mount Hood Community College satellite campus.

#### Southwest Corner/Ava Street

On the southwest corner of Downtown, the mix of single-family homes, small businesses, churches, schools, and social service agencies remained in the future.

#### Main City Park

In the long-term, this showed an expanded Main City Park that extended to Roberts Avenue down to Southeast Fourth Street and expanded to Powell on the north in some areas. This would expand the park for recreational uses and might increase its visibility to passers-by.

#### Residential

High-density residential uses was tucked in around Downtown core as a way to feed more customers into this area and provided housing opportunities for people who want to live near a vital, mixed-use core and convenient transit. High-density residential, such as apartments and condominiums, was located at the west of the historic core (southwest of Miller and Third), north of Fifth near the MAX tracks and Division Street, and east of the Center for the Arts and the special Beech Street corridor. Some first-floor commercial would be allowed to provide services for the residents of these taller buildings. Medium-density residential was encouraged farther from the core and the train, mostly in the southwest and southeast corners of Downtown.

#### Civic

The Framework showed several potential locations for a "civic anchor" in Downtown. A "civic anchor" could be a new City Hall, a small college or university campus or satellite campus, a library, or another large, high-traffic, government-oriented use. Four locations were proposed in Downtown, with all four being adjacent to or near the Downtown core and visible from major streets or a MAX station. Large civic anchors Downtown could add activity and customers for the restaurants and shops.

#### Highly Visible East Edge

The Draft Framework provided a new direction for the largely industrial area on the east side of Downtown by imagining the area as a spot for office campuses or a destination-type retailer that would attract shoppers from a wide area. (Destination retailers could be a department store or large outdoor store. Macy's, Cabela's (a national outdoor outfitter), REI, and Dick's Sporting Goods are examples.) These uses would take advantage of the excellent visibility to motorists on Division, Burnside and Hogan and the location on the route between Portland and Mount Hood. Office campuses at this location would be near Downtown and MAX stations and could provide jobs for the City. The Draft Framework also envisioned some of the development being oriented toward the Cleveland Avenue MAX station or a potential new MAX station at Hogan Road.

#### Powell

The retail environment along Powell would remain much the same, with many businesses that people access by driving. The future Powell Boulevard, though, could have those businesses in buildings that were placed near the sidewalk along Powell with the parking in back and a wider landscape strip adjacent to the curb. This would provide better visibility for the businesses and make a more interesting and walkable street for pedestrians. Under this concept, a mixed-use zone would be located on the south side of Powell (at the end of Hood Avenue) to mirror's the look of the Downtown Core.

### Mixed-Use Nodes Around Train Stations

The Draft Framework showed transit-oriented mixed-use areas around the existing and proposed MAX stations in Downtown. Transit-oriented development located more intense residential and commercial development around the train stations to take maximum advantage of the increase transportation access the train provides.

### Industrial/ Service

The Draft Framework preserved a small light industrial district along Victory Avenue on the eastern end of Downtown. This area would continue to provide a place for small businesses and possibly some service businesses where people could stop on their way to and from work (and MAX) to get work done on their car or similar services.

### Improved Connections

In addition to the various land-use ideas conveyed in the three concepts, improved pedestrian and automobile connections also are part of the Framework.

### Pedestrian

Gresham is home to part of the Springwater Trail, which is a regional amenity that runs through Main City Park. The City also plans to build a MAX path along the MAX line from Downtown to Rockwood. Over time, artwork, special paving, landscaping, and other features could be added to the MAX path to create a Downtown "promenade." New buildings also could take advantage of the amenities by orienting windows, doors, and possibly sidewalk cafes onto the promenade. Improving connections between these regional amenities and making sure walking and biking brings people through Downtown would be important for the future. Beech Street, Third Street, the MAX path, and Eastman Parkway all were shown as important pedestrian connections in the future. The Beech Street connection from Center for the Arts to Division Street could include urban design elements such as pavers, park blocks, or artwork to indicate its role as an important or special place Downtown.

### Automobile

Potential street connections were shown throughout the Framework to improve the ability of travelers to get into Downtown and move around inside the Downtown once they were there. This includes improved access to the Town Fair site and Civic Neighborhood on the west side and additional north-south and east-west connections on the east side.

## **2.2. (7) 2008 Downtown Design Concepts.**

The City hired LMN Architects to assist the City in the creation of an urban design framework. This urban design study looked at the building envelope of height, scale, massing, setbacks and step-backs while paying attention to the public realm of streetscapes and open spaces. LMN Architects, the City's urban design consultant, in conjunction with the City, began the process with review of the 2007 Regional Center Development Strategy Report, fieldwork, a review of the Draft Land Use Framework Plan, a brief zoning analysis and a Downtown walking tour with the Design Commission. Ultimately, LMN Architects, with City staff, created two different urban design concepts for each of three key development opportunity areas within the Downtown Plan area. The three areas were:

- Gresham Town Fair- This area was the Gresham Town Fair site along NW Eastman Parkway from the MAX tracks just north of Division Street south to Third Street.
- Third Street- This area included Third Street between NW Eastman Parkway and NE Kelly Avenue, and 2<sup>nd</sup> Street and 4<sup>th</sup> Street.
- Beech Street- This area included NE Beech Street between Third Street and Division Street, and Hood Avenue to Kelly Avenue.

#### 2008 Create Several Land Use Framework Design Concepts

The first urban design concept for the three key areas was called the Land Use Framework Concept as seen in Figure 11. The urban design was intended to implement the general land use principles reflected in the August 6, 2008 Draft Land Use Framework Plan.

#### 2008 Land Use Framework Design Concept.

##### Gresham Town Fair

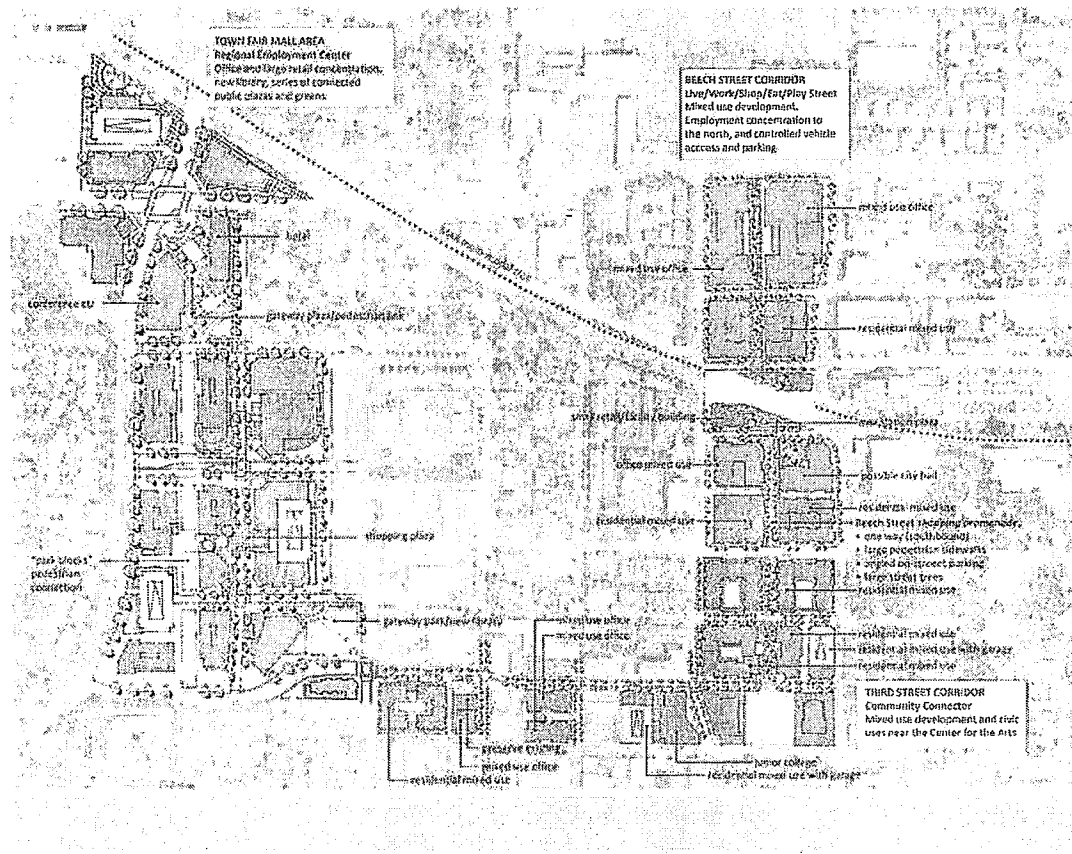
The Gresham Town Fair Mall area in the Land Use Framework Concept was redesigned as a regional employment center with a gateway conference center and hotel anchoring the NW Eastman Parkway and Division Street intersection. The intersection was given special pavement and pedestrian amenity treatment to act as a Downtown gateway feature. This Land Use Framework Concept concentrated taller 5 to 6-story office uses along NW Eastman Parkway with large retail behind it to the east. An important component of this concept was the series of vehicular street extensions east to west connecting the Town Fair site with the historic Downtown. The pedestrian access to Downtown was also addressed with public pedestrian spaces and greens running north/ south from the NW Eastman/Division intersection south to Third Street and east/ west along the new street extensions. Two parking garages were located in this area. A new gateway park and library was proposed at Third Street and Miller to create a focal point for the new north/south street and to draw people down Third Street.

##### Third Street

The Third Street Corridor under the Land Use Framework Concept proposed a mixed-use development and civic use combination near the Center for the Arts. This concept had a residential component primarily integrated into mixed-use buildings above retail. One parking garage was proposed in this area. It also featured a major plaza/open space at the intersection of N. Main Street and Third Street. Pedestrian movement was primarily in the Third Street corridor.

##### Beech Street Corridor

The Beech Street Shopping Promenade in the Land Use Framework Concept was a live/work/shop/eat/play mixed-use street with slow one way vehicular traffic, large pedestrian walks, bicycle facilities and angled on-street parking. Employment/office uses were concentrated to the north of Beech Street with residential uses in mixed-use buildings south of the MAX tracks. Buildings were generally taller, 5-story buildings along Beech Street with one of the buildings combining residential mixed-use with a garage. City Hall was located just south of the MAX tracks to act as a gateway element to announce the Downtown and attract people to Beech Street. This street has large pedestrian walks in a promenade style.



**FIGURE 11 – LAND USE FRAMEWORK DESIGN CONCEPT**

### 2008 Scaled Integration Design Concept.

The second concept for the three areas was called the Scaled Integration Concept as seen in Figure 12. The urban design was intended to provide an alternative, smaller scale concept for the Downtown areas.

#### Gresham Town Fair

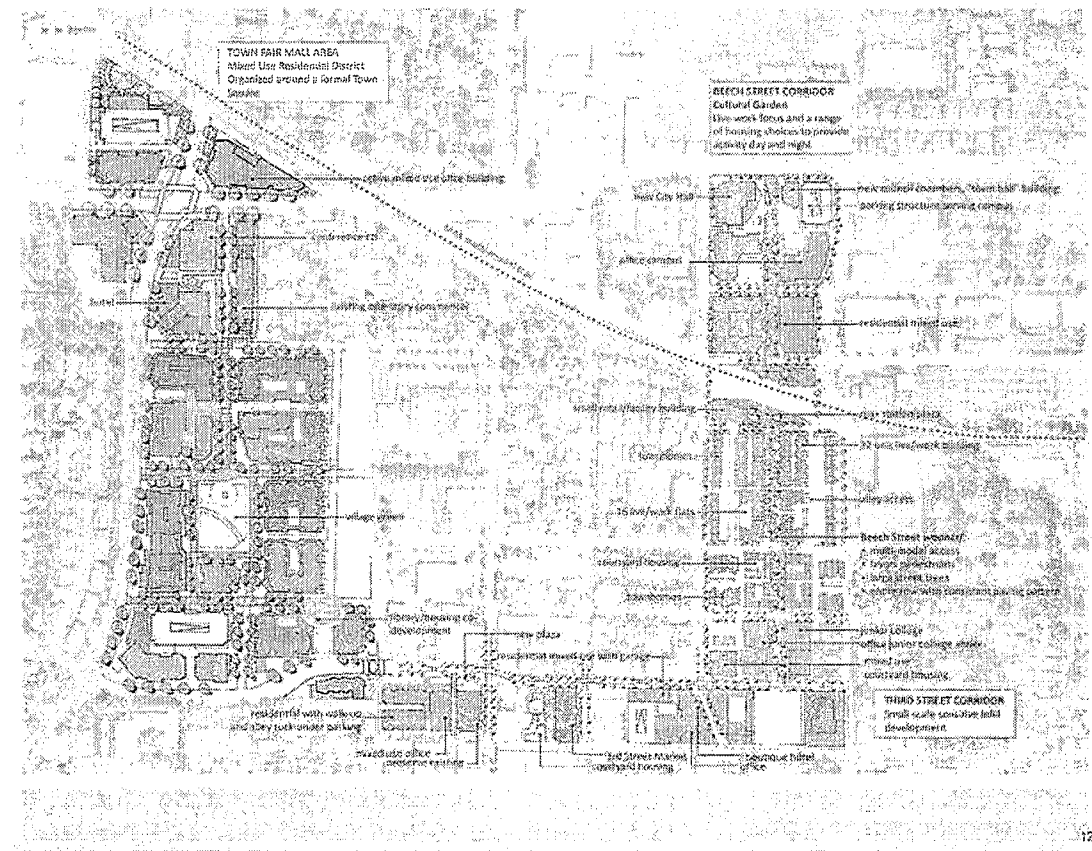
The Gresham Town Fair Mall area in the Scaled Integration Concept was redesigned as a mixed-use residential and employment district. A gateway conference center and hotel anchored the Downtown and anchored the NW Eastman Parkway and Division Street intersection. The hotel had an integrated parking structure with an additional parking structure provided along NW Eastman parkway. This Scaled Integration Concept concentrated 4 to 5-story mixed-use, (retail and office), and small office uses along NW Eastman Parkway. Mixed-use buildings on the east side of the Town Fair site combined ground floor retail with residential above. An important component of this concept, as with the Land Use Framework Concept, was the series of vehicular street extensions east to west connecting the Town Fair site with the historic Downtown. This Town Fair Mall area redevelopment was organized around a formal large town square providing a centralized pedestrian open space. Pedestrian movement was accommodated through the sidewalk network along the proposed streets. A library and residential mixed-use building was proposed at Third Street near Miller.

### Third Street

The Third Street Corridor under the Scaled Integration Concept proposed small scale infill development that was woven into the existing fabric along Third Street. Much of the development was residential with a possible civic use such as a college annex near the Center for the Arts. There was a Third Street permanent market proposed utilizing an existing building and a new plaza that ran along Third Street terminating at N Main Street. One parking garage was provided to serve the Center for the Arts. Pedestrians in this concept could move both along Third Street and into a plethora of open spaces.

### Beech Street Corridor

Beech Street in the Scaled Integration was proposed as a “woonerf” or multi-modal shared street where pedestrians and cyclists would have legal priority over motorists. The street corridor was a cultural garden with a strong live/work loft focus and a range of housing choices that activated the street both day and night. Residential mixed-use dominated the street south of the MAX with alley access. There was an office campus, City Hall and a new parking structure located just north of the MAX tracks with institutional uses concentrated along Division Street.



**FIGURE 12 – SCALED INTEGRATION DESIGN CONCEPT**

After significant public input, including meetings with the Downtown Technical Advisory Staff project Team, the Downtown Focus Group, the Design Commission, the Council Transportation Advisory Subcommittee, the Planning Commission, the City Council and the general public at Community Forums, the urban design elements of the two concepts will be combined into a preliminary Urban Design Plan and ultimately a Final Urban Design Plan. This work is currently in process as of the writing of this Draft Downtown Findings Document and is anticipated for completion in 2009.

#### **2.2. (8) 2008 Design Commission.**

City staff worked together with Planning Commission and City Council to establish a new architectural review body for the Downtown called the Design Commission. The primary functions of the Design Commission are to review development proposals for compliance with the mandatory, established design principles, standards and guidelines, to advise the City Council on design excellence in the built environment, and initially to assist in the creation of the Downtown Design Manual.

The Design Commission effectively replaced the Downtown and Civic Neighborhood Architectural Review Citizen Advisory Subcommittee (DCNARS) which was an advisory architectural review board for the Downtown area.

The Design Commission proposal was developed using the Planning Commission City Council Advisory Coordinating Committee process but also included members from DCNARS. This followed recommendations of a Functional Analysis of the Planning Commission and Design Commission as reported to the Council on May 13, 2008. City staff recommended amendments to the Gresham Revised Code to establish the Design Commission as a quasi-judicial reviewing body. City staff working with the DCNARS recommended an established set of design review types for the Design Commission as text changes to the Gresham Community Development Code. The proposed text changes to Planning Commission, CCAC and Coordinating Committee were recommendations of the Functional Analysis. On July 15, 2008, the City Council unanimously approved the first reading of Council Bill No. 06-08.

The second reading of Council Bill 06-08 was approved by the City Council and the Design Commission became an official reviewing body on September 1, 2008. The Design Commission is now the review authority for development applications in design districts, including the Downtown Plan area. Membership includes seven (7) members with design experience in professions such as architecture, urban design, landscape architecture and planning.

#### **2.2. (9) 2008 Design Manual.**

The City, working with LMN Architects, the Design Commission, Advisory Committees and the public, is currently working on assembling the Design Manual. The Design Manual includes Design Principles, Standards and Guidelines by which the Design Commission and staff can evaluate the design of proposed projects in the Downtown Regional Center. The Design Manual's purpose is to encourage quality design consistent with the community's vision for Downtown.

#### Establish Design Principles

Principles are general statements that guide the design of the built environment in design districts. They are the connection between the general planning goals and policies and the implementing design guidelines and standards.

#### Establish Design Guidelines

Guidelines are a set of design parameters for development in design districts that are based upon established design principles. Design guidelines are discretionary in nature and provide an opportunity for creative design flexibility. Design guidelines provide a statement of intent and are used to evaluate the acceptability of a project's design.

#### Establish Design Standards

Design standards are a set of requirements for development in design districts that are based upon design principles. Design standards provide a clear and objective way of evaluating the acceptability of a project's design.

This document is in process as of the writing of this Draft Downtown Findings Document and is anticipated for completion in 2009.

#### **2.2. (10) 2008 Code Amendments and Legislative Process.**

This phase, when completed, will make changes to the City's Development Code that incorporates findings, goals, policies, action measures and map and code changes developed throughout the process. The legislative process includes:

##### Revision of the Downtown Findings Document in Volume I with the following approvals:

- Type IV Recommendation for Approval by Planning Commission
- Type IV Legislative Approval by the City Council

##### Revision of the Downtown Goals, Policies & Action Measures in Volume II

- Type IV Recommendation for Approval by Planning Commission
- Type IV Legislative Approval by the City Council

##### Revision of the Downtown Land Use Framework Plan in Volume II

- Type IV Recommendation for Approval by Planning Commission
- Type IV Legislative Approval by the City Council

##### Revision of the Gresham Community Development Code in Volume III

- Type IV Recommendation for Approval by Planning Commission
- Type IV Legislative Approval by the City Council

## Planning Commission

The Planning Commission review process thus far was as follows:

- June 23, 2008                      Downtown Plan Overview, Issues & Opportunities, and 3 Land Use Concepts
- August 11, 2008                      Draft Land Use Framework Plan
- October 13, 2008                      Consultant Selection for Urban Design/ Downtown Plan
- November 24, 2008                      Downtown Goals, Policies & Action Measures
- December 22, 2008                      Development Concepts Review

## Planning Commission Future Steps:

On February 9, 2009, the Planning Commission is scheduled to review and make a Type IV decision on the Downtown Plan Findings, Goals, Policies and Action Measures. Adoption of the Downtown Land Use Plan and Volume III Gresham Community Development Code Amendments will occur as a future step.

## City Council

The City Council input process thus far was as follows:

- August 19, 2008                      Initiate 2008 RCPI Downtown Plan Update
- September 2, 2008                      Draft Land Use Framework Plan
- October 7, 2008                      Consultant Selection for Urban Design/ Downtown Plan
- November 18, 2008                      Downtown Plan Review
- December 16, 2008                      Downtown Goals, Policies & Action Measures

## Future Steps:

On January 20, 2008, the City Council is scheduled to review the Draft Downtown Design Manual. On March 3, 2009, the City Council is scheduled to hold a Type IV Hearing on the Downtown Plan Findings, Goals, Policies & Action Measures.

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## **Section 3**

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### **Public Involvement**

#### **3.1 INTRODUCTION**

In each of the discussed 2007 and 2008 Downtown planning efforts, the public was engaged to gather public input from the public and to provide information to the public. The City held community forums, open houses and workshops, mailed newsletters and other mailings, distributed surveys, and posted draft documents, schedules, and other information on the web to actively pursue public participation.

Early in the planning processes, public involvement was used to update community values and aspirations for Downtown and reach community consensus on the new Downtown Vision and strategies necessary to promote development in the Downtown. The public involvement process continued through development of the Downtown Plan to gain public input, to help evaluate issues and alternatives, and to guide the process in order to maximize the interests of all community stakeholders.

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

- Include City and regional stakeholders in the planning process;
- Maximize the community's voice;
- Consider the existing diversity of the communities;
- Provide information and answers about the plan and the process;
- Provide community education;
- Gain community consensus;
- Coordinate with other agencies; and
- Consider all possible issues and initiatives.

### **3.2 KEY METHODS**

#### **3.2. (1) 2007 Downtown Regional Center Development Strategy (DRCDS).**

To achieve the above stated goals of the public involvement and information program in 2007, the Downtown staff project team developed a public involvement and outreach plan that included the following elements:

- Establish Project Advisory Committees- a Stakeholders Advisory Committee (SAC) and a Technical Advisory Committee (TAC)
- Establish Project Website
- Distribute Gresham Newsletter Mailings to all Gresham households
- Present Planning Commission updates
- Send City Council Updates including Council Connections articles every 2 weeks

Meeting Activities included:

- January 18, 2007 Project Kick-off Meeting with the Stakeholders Advisory Committee (SAC) to discuss project goals, history, major tasks and timelines.
- February 1, 2007 City staff, Consulting Firm, SAC and Technical Advisory Group (TAC) meeting to review Draft Existing Conditions Report.
- February 8, 2007 City staff, Consulting Firm, SAC and TAC meeting to discuss the existing 1995 Downtown Plan Vision statement to recommend changes and discuss possible sub-district development visions within Downtown.

- March 8, 2007      City staff, Consulting Firm, SAC and TAC meeting to review Draft Downtown Vision Report.
- March 12, 2007      Planning Commission meeting to review project purpose and status with City staff.
- May 10, 2007      City staff, Consulting Firm, SAC and TAC meeting to review Draft Changed Conditions and Centers' Comparison Report and Draft Market Analysis and Financial Gap Report.
- May 24, 2007      City staff, Consulting Firm, SAC and TAC meeting to review Draft Transportation Assessment Report.
- June 25, 2007      Planning Commission meeting to review Draft Downtown Vision Statements and provide project status update.
- June 28, 2007      City staff, Consulting Firm, SAC and TAC meeting to review Draft Assets, Barriers and Opportunities Report and Draft Development Strategies and Implementation Report.
- June 29, 2007      City Council meeting for City staff to summarize the Downtown Existing Analysis and Market Research.
- August 16, 2007      City staff, Consulting Firm, SAC and TAC meeting to review Final Report Products.
- September 26, 2007      City Council meeting for City staff to present Gresham Downtown Regional Center Development Strategy Project Report.

Through these efforts and through the personal communications of the project team, a number of stakeholders were included in the 2007 Downtown planning process.

### 3.2. (2) 2008 Regional Center Planning Implementation (RCPI or the Downtown Plan).

Likewise for the 2008 Downtown Planning effort, significant efforts were made to engage the Gresham residents, elected and appointed officials, interested parties and the general public. The Downtown staff project team developed a public involvement and outreach plan that included the following elements:

- Creation of two Downtown project advisory groups including an internal Downtown Technical Advisory Staff (TAS) formed to evaluate the technical components of the Downtown Plan and a Downtown Focus Group formed to garner Downtown Plan input from the GDDA, the development community, real estate professionals, the neighborhood associations, representatives from the Downtown Civic Neighborhood Architectural Review Subcommittee and the Planning Commission. Numerous meetings have been held with the TAS. Four meetings have been held with the Downtown Focus Group.

- Generation of one survey, implemented in conjunction with the April Community Forum and used to gather community input on the Downtown Vision;
- Implementation of an extensive multi-media public outreach effort including a project website, newsletters, postcard mailings to property/business owners within ¼ mile of the Downtown Plan area and periodic press releases to the Oregonian and the Gresham Outlook newspapers to update the community on the Downtown plan process and to announce the Community Forums;
- Scheduling of three Community Forums to date used to gain input regarding preferred development patterns, issues to address, and ideas to consider on April 10, 2008, June 4, 2008 and August 6, 2008;
- Involving the newly formed Design Commission in the Downtown Plan update;
  - October 16, 2008            Downtown Plan area walking tour with LMN Architects
  - November 6, 2008        Downtown Plan Process and Draft Land Use Framework
  - November 20, 2008      Downtown Goals and Policies and Design Principles
  - December 4, 2008        Downtown Urban Planning Concepts
- Construction of informational displays at the forums, and for viewing at the Gresham City Web Site;
- Distributing Downtown Plan process information to the Gresham Downtown Development Association and the Historic Downtown Gresham Business Association; and
- Initiation of community and agency briefings with City of Gresham elected officials and appointed commissions as noted in Section 2.2. (10) of this Findings document. Meetings and briefings with business and neighborhood groups, Metro, Department of Land Conservation and Development, the Planning Commission, City Council and the Design Commission, and other interested groups.

### **3.3 KEY FINDINGS**

3.3. (1) 2007 Findings. Because of the relatively short 8 month time table for the 2007 DRCDs Downtown Plan study, there were no community forums held. The primary public input was from the Stakeholders Advisory Committee and the Technical Advisory Committee and the Planning Commission and City Council meetings.

For the 2008 Downtown plan project, however, one of the key purposes for the additional project was to gather community input and support. A series of community forums were held to maximize the community's voice.

#### **3.3. (2) 2008 Community Forum 1 on April 10, 2008.**

This meeting format was designed to allow participants to learn more about the Regional Center Planning Implementation (or Downtown Plan) project and to provide written and oral comments

about the materials presented. The first part of the group discussions at the tables was about the DRCDS 2007 Draft Downtown Vision. A vision questionnaire was used as a guide. It listed statements based on key points discussed in the vision and asked whether the person strongly disagrees, disagrees, is neutral, agrees or strongly agrees with the statement. The statements were grouped under the following five categories:

- Land Use & Development
- Mobility/Access/Circulation
- Housing
- Design
- Special Places & Attractors.

#### Survey

The Survey comments and their support were as noted below.

#### Land Use & Development

1. Downtown should have a balanced mix uses (housing, shops, offices, parks, restaurants, galleries, etc.).
2. The tallest building should generally be located near MAX and arterial streets.
3. It is important to preserve views of the southerly buttes and of Mt Hood.
4. There should be streets that have a quiet residential character, while other streets should have more activity.

Most participants were in agreement with the four statements (1-4) under this category. There was particularly strong agreement with Statement #1. While a majority agreed that the tallest buildings should be located near the MAX line and along arterial streets, there was comment that buildings along Powell Blvd. should not be so tall as to block the easterly view of Mt. Hood along this thoroughfare.

#### Mobility, Access and Circulation

5. Downtown should be designed primarily for pedestrians but without excluding autos.
6. It is important to have frequent bus or MAX service to outlying areas, such as Mt. Hood Community College, Mt. Hood Medical Center, Troutdale, Fairview, Wood Village, Springwater and Damascus.
7. It is important that the MAX line (stations/right-of-way) that goes through Downtown be upgraded and that MAX should help connect Downtown with Civic Neighborhood.
8. It is important to extend Downtown streets to Eastman and other bordering arterial streets in order to better connect Downtown with adjacent areas and improve vehicular/pedestrian circulation.

Most participants agreed with the four statements under this category. There was strong agreement with #6, 7 and 8. People also commented that providing for adequate vehicle circulation and parking needs was also important.

#### Housing

9. Downtown should have a wide variety of well designed moderate and high density housing types.
10. Downtown should have a mix of owner-occupied and rental housing.
11. Housing should be affordable by a wide range of income levels.
12. Housing density should support transit (MAX and bus).

Most participants agreed with or were neutral about the four statements #9-12 with strong agreement for #9 and 10.

#### Design

13. Similar land use types (residential or retail buildings) and building scales (height/bulk) should face each other across streets.
14. There should be mandatory standards for how new Downtown buildings should look.
15. The key design characteristics of the Historic Shopping Core, such as its small scale retail/office uses along Main, should be preserved and enhanced.
16. Downtown buildings and streetscapes should be designed so they support a safe, inviting and pedestrian friendly environment.
17. Historic buildings, such as churches, the Mayor's House and Carnegie Library, should be restored and integrated into the fabric of Downtown.
18. Public and private art (outdoor sculpture, wall murals, signage, etc.) should be an important part of Downtown.
19. Sustainable design and green practices should be encouraged.

Most participants agreed with or were neutral about statements #13-19 under this category. There was strong agreement with # 14, 16, 17, 18 and 19.

#### Special Places/Attractors

20. Downtown should have an arts district with galleries, studios, live-work spaces, etc. that is centered around the Center for the Arts.
21. Parks, plazas, courtyards and other open spaces should be found throughout Downtown.
22. Main City Park needs to be enhanced and there needs to be good pedestrian/bicycle connections between Downtown and the park/Springwater Trail.
23. Besides the Center for the Arts, Downtown should have other amenities that attract more visitors to Downtown, such as an art walk, all-season farmers market, MHCC campus annex and a hotel/convention center.

The four statements under this category speak about the kinds of uses Downtown should have in order to attract more visitors and residents. There was strong support for the three statements, #'s 21-23., not for the concentration of a specific "arts district" as noted in 20.

#### Downtown Issue and Opportunities Commentary

Additional commentary was gleaned from the small group tables as they discussed the Issues and Opportunities Map. The participants favored maintaining the small scale building character of existing Main Avenue and expanding it north but preserving its vitality. Vehicular and pedestrian connectivity was seen as important. The Town Fair site was seen as a necessary redevelopment opportunity. Powell was seen as remaining auto-oriented in its uses. Gateways to the Downtown were seen as important. The public comments are available on the City's web site in the "Regional Center Planning Implementation Public Input Summary Community Forum 1".<sup>9</sup>

### 3.3. (3) 2008 Community Forum 2 on June 4, 2008.

This purpose of this forum was to review and receive comment on three City generated land use concepts, Downtown Concept A, B, and C, (see Figures 9) from a wide variety of participants. The land use concepts were intended to stimulate discussion about the Downtown's future not to limit choices or ideas about the Downtown. The groups were told that reaching a consensus about specific issues, although desirable, was not necessary. Referencing the questionnaire, each table was asked about the following:

- Within the core area, where should small scale (1-4 story) retail/mixed-use buildings be located?
- Where should the core shopping district expand?
- What should be the future of the Gresham Town Fair shopping center?
- Where should civic uses (e.g. new city hall, MHCC satellite campus) be located?
- Should Downtown have large footprint destination retail and where should it be located?
- What are appropriate locations for office/employment uses?
- Should areas be set aside for light industrial/auto service uses?
- How do we achieve a better connection between Downtown and Civic Neighborhood?
- Where are important pedestrian linkages needed?

A summary of the comments was as follows:

Downtown Shopping Core: Participants favored the idea of limiting building height to 2 stories along Main Avenue and allowing higher buildings elsewhere. They also supported expanding the core either north to Division St. (Concept A) or to the east (Concept C). Some people thought expanding to the east would be easier since this is the current trend.

Gresham Town Fair: There was support for redeveloping the site with offices, hotel/convention center and destination retail (Concept C). Participants also favored extending 5<sup>th</sup> and 8<sup>th</sup> streets and other east-west streets to Eastman Parkway in order to create shorter blocks and greater connectivity with Civic.

<sup>9</sup> John Pettis, Regional Center Planning Implementation Public Input Summary Community Forum 1, April 10, 2008.

Civic Uses: There was support for creating a civic cluster south of MAX, near Beech St. (Concept A). It was stated that a public parking structure here would also support the parking needs for the nearby Center for the Arts. Some participants would like to site a new City Hall in this cluster, some thought it should be located in the redeveloped Gresham Town Fair (better visibility), while others did not favor any Downtown location. A Mt. Hood Community College satellite campus was suggested for Cleveland Ave. A plaza and farmers' market was also suggested as a way of creating a public activity area in the redeveloped Gresham Town Fair, near the key intersection of Eastman/Division.

Destination Retail: Most participants favored locating the main destination retail center near Hogan/Burnside (Concept A). A Cabela outdoor sports or REI store were suggested as potential tenants. It was also acknowledged that the redeveloped Gresham Town Fair could also have some destination retail (Concept C).

Residential Locations: Concept B was favored for placing the high density residential directly east of the core area and centered on Beech St., with the medium density to the east. It was thought that having the high density next to the core would better support retail businesses.

Major Road Corridors: It was suggested that the properties along the south side of Division, east of Cleveland, would be a good location for offices, as shown in Concept B. However, the Transit Oriented Development designation shown in "B" should be extended along Division east to Cleveland. It was also suggested that this office designation should be extended along Burnside/Hogan to the future MAX line extension. Most seem to favor having auto oriented commercial along Hogan, south of MAX, and continuing along Powell to Beech.

Office Locations: Most participants favored having the major office center located on the Gresham Town Fair site (Concept C) rather than at Hogan/Burnside (Concept A). It was thought that locating large scale office development at Gresham Town Fair would better support the stores in the adjacent core area. As discussed above, Division St. was also seen as having potential for smaller scale office buildings (Concept B).

Light Industrial/Service Uses: Most supported having a large area set aside for industrial/service uses near the Hogan/Burnside, as shown in Concept C. This area could be behind the auto service commercial uses along Powell and Hogan.

Link to Civic Neighborhood: The participants agreed that a stronger linkage to Civic Neighborhood was desirable. The redevelopment of Gresham Town Fair was seen as the key means of achieving this connection and "pulling people into Downtown".

Pedestrian Linkages: Third and Beech streets were seen as the major pedestrian linkages, as shown in Concept C.

Other Comments:

- A fare-less transit square should be established for Downtown. This could include using Pedi cabs.

- Downtown should have landscaped areas, pocket parks and tree lined streets.
- The area east of Cleveland is underutilized.
- A new MAX stop at Main/Division is not needed or should only be built if the core expands to Division (Concept A).
- There was strong support for a Downtown grocery store.
- Main City Park should be expanded east to Roberts (Concept A).
- Center for the Arts becoming a reality will be key for redevelopment of the Beech St. area.

Additional information can be found in the "Regional Center Planning Implementation Public Input Summary Community Forum 2".<sup>10</sup>

### **3.3. (4) 2008 Community Forum 3 on August 6, 2008.**

After reviewing the initial three Land Use Concepts presented in Community Forum #2, this Community Forum provided the opportunity for the public to review and comment on the new composite Draft Land Use Framework Plan. (see **Figure 10**).

A summary of the commentary was as follows:

#### Industrial Area

- Participants liked setting aside area near Victory Ave. for industrial uses.
- Suggested transitional use (Office or Mixed-Use?) between Industrial and Medium Density Residential.
- Also suggested new street as a buffer element between Industrial and MDR.

#### Office Area (Hogan/Burnside)

- Large scale office development on this site should generate a large amount of traffic onto Hogan and Burnside. This will probably require that the primary entrance on Burnside be signalized in order to permit left hand turns movements. A secondary "right turn only" driveway may be appropriate on the Hogan frontage.
- Office area should be expanded to include the Hogan/Burnside/Division triangle.

#### High Density Residential

- Small scale commercial services (like coffee shop or deli) should be allowed on ground floor of apartment/condominium buildings as a convenience to residents in buildings.

#### Main/Third Ave. Retail

- Liked requiring lower building height along Main and allowing higher buildings elsewhere. This concept however should be extended down to include Main/Powell area (maybe south side of Powell too) to make people more aware of the Downtown core at this major gateway.

<sup>10</sup> John Pettis, Regional Center Planning Implementation Public Input Summary Community Forum 2, June 4, 2008.

- Also liked concept of allowing higher buildings (5+ stories) with pedestrian oriented base or podium and requiring upper stories to be set back from the base. This would prevent shadowing of street and protect views. This could be a good strategy to use along parts of Third (near Main) as a height transitioning tool.

#### Pedestrian/Bicycle Connections/Parks

- Parks and plazas should be aligned or next to pedestrian paths.
- Need safe places for bicyclists. Should have defined bike paths along some interior Downtown streets, not just on the arterials.
- Need more parks and opens spaces. Consider closing some streets, to traffic, even if only on weekends, in order to create safe places for people to gather. Beech St. would be ideal for this if you had civic uses on one side (that wouldn't be open on weekends) and retail on the other side.
- Main City Park needs to be connected with the Beech Ave. parks block.
- When Tri-Met parking lot and Gresham Town Fair redevelop at corners of Division/Eastman, consider having pedestrian bridge across intersection connecting to buildings.
- Pathways should have consistent design treatment, so they say "Downtown path".
- Sidewalks need to be wide enough for outdoor cafes, display areas, etc.
- Connect the "green" of Main City Park with the Beech Ave. park block and then extend it to Gresham High School.

#### Civic Use Anchor

- Participants thought a new City Hall should anchor the north end of the parks blocks (at Division St), opposite the Center for the Arts.

#### Overall

- Overall, participants liked the types of land uses proposed and their locations.
- Some participants thought that the Downtown boundary should be expanded to include both sides of Division St. (like Powell) and the Hogan/Division/Burnside triangle.
- Create building nodes at major intersections of Powell/Hogan, Hogan/Division, Powell/Eastman, and Eastman/Division.

The document "Regional Center Planning Implementation Public Input Summary Community Forum 3"<sup>11</sup> provides additional forum summary information.

### **3.4 GOALS AND POLICIES ADOPTED**

A key part of the Downtown Plan project was to adopt new goals, policies and action measures for Volume II of the Comprehensive Plan that reflected direct the work that has been done during 2007-2008 and provided direction for completing the Downtown Plan and undertaking follow-up measures. Goals, policies and action measures are defined by the Comprehensive Plan as follows:

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<sup>11</sup> John Pettis, Regional Center Planning Implementation Public Input Summary Community Forum 3, August 6, 2008.

Goal: A general statement indicating a desired end or the direction the City will follow to achieve that end.

Policy: A statement identifying Gresham's position and a definitive course of action. Policies are more specific than goals. They often identify the City's position in regard to implementing goals.

Action Measure: A statement that outlines a specific City project or standard, which if executed, would implement goals and policies.

The City began its revision of the Goals, Policies & Action Measures by reviewing the same with the Downtown Technical Advisory Staff Project Team, the Downtown Focus Group, the Planning Commission and City Council. The goals are now as follows:

Land Use: Make Downtown a thriving, mixed-use, active part of the Regional Center and the focus of the community and visually connected with the Civic Neighborhood.

Urban Design: Make Downtown a special place that is visually interesting and that has buildings and streetscapes of high design quality.

Transportation & Connections: Develop a transportation system that supports the vision of a vibrant Downtown and provides for the safe and efficient movement of pedestrians, automobiles, bicycles, transit and emergency vehicles.

Parks & People Places: Create a cohesive and linked public and private system of parks, plazas, courtyards, gardens, and major pedestrian streets/paths, etc. that will help make Downtown a great place to live, work and visit.

Economic Development: Use development tools and incentives to encourage redevelopment of Downtown and the creation of more businesses and housing.

The Goals, Policies and Action Measures are described in more detail in Volume 2.

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## **Section 4**

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### **Downtown Plan**

#### **4.1 INTRODUCTION**

This section of the report is a place holder to summarize the Downtown Plan. The Plan provides recommendations regarding the Downtown plan area.

This summary consists of the following elements:

- Land Use
- Economic Development
- Natural Resources
- Transportation

- Sustainable Development
- Public Facilities (Water, Wastewater, Stormwater)
- Parks

## **Insert new Final Downtown Plan and Summary**

### **FIGURE XXX –FINAL DOWNTOWN LAND USE PLAN**

Section 2. Volume 2, Policies, Gresham Community Development Plan, Section 10.314 is deleted and replaced with the following new Section 10.314:

## **10.314 DOWNTOWN PLAN DISTRICT**

### **Introduction**

The City is in the process of replacing the 1995 Downtown Plan which is part of the comprehensive plan. The comprehensive plan consists of findings or background information, policy statements and development (zoning) standards. This project intends to reflect current community aspirations and needs for Downtown and set the stage for future redevelopment. Downtown is part of the Regional Center that is designated by Metro to serve East Multnomah County. It is envisioned as a vibrant, pedestrian friendly center with a mix of land uses that will enable people to live, work, shop, own a business and access cultural/entertainment amenities.

A key part of the project is to adopt new goals, policies and action measures for Volume 2 of the comprehensive plan that will reflect the work that has been done during 2007-2008 and to provide direction for completing the Downtown Plan and undertaking follow-up measures. Goals, policies and action measures are defined by the Comprehensive Plan as follows:

*Goal: A general statement indicating a desired end or the direction the City will follow to achieve that end.*

*Policy: A statement identifying Gresham's position and a definitive course of action. Policies are more specific than goals. They often identify the City's position in regard to implementing goals.*

*Action Measure: A statement that outlines a specific City project or standard, which if executed, would implement goals and policies.*

The 2007 Downtown Regional Center Development Strategy and the 2008 Urban Design Objectives and Land Use Framework Map influenced the drafting of the goals, policies and action measures. They have been grouped under five thematic categories: Land Use, Urban Design, Transportation & Connections, Parks & People Places and Economic Development. The goals for these five categories are:

Land Use: Make Downtown a thriving, mixed-use, active part of the Regional Center and the focus of the community.

Urban Design: Make Downtown a special place that is visually interesting and that has buildings and streetscapes of high design quality.

Transportation & Connections: Develop a transportation system that supports the vision of a vibrant Downtown and provides for the safe and efficient movement of pedestrians, automobiles, bicycles, transit and emergency vehicles.

Parks & People Places: Create a cohesive and linked public and private system of parks, plazas, courtyards, gardens, and major pedestrian streets/paths, etc. that will help make Downtown a great place to live, work and visit.

Economic Development: Use development tools and incentives to encourage redevelopment of Downtown and the creation of more businesses and housing.

This is the first set of goals, policies and action measures. A second set will be added when the final plan is adopted next year. These may refine or change the first set as more knowledge and insight is gained about Downtown's potential to be a special place for the community.

## **Background**

The purpose of the Downtown Plan project is to replace the 1995 Downtown Plan with a plan that reflects current community aspirations and needs for Downtown and sets the stage for future redevelopment. Downtown Gresham is part of the Metro designated Regional Center that is intended to serve east Multnomah County.

The Downtown Plan District contains approximately 330 acres. It is bounded by N.W. Division Street to the north, N.E. Burnside Road and N.E. Hogan Drive to the east, Powell Boulevard (both sides) to the south and N.W. Eastman Parkway to the west. The MAX light rail system serves the area with two stations.

### **2007 DRCDS**

The initial effort to develop a new plan was undertaken in 2007 and was known as the Downtown Regional Center Development Strategy (DRCDS). It was partially financed with a grant from the state. This six-month process involved working closely with a stakeholders committee that included Downtown residents, business owners, and the Gresham Downtown Development Association.

The DRCDS included the first update of the original vision in the 1995 Downtown Plan. There are aspirational statements about the kind of place Downtown should be. The statements address future land use/development, access/mobility, housing, design and special attractors to help make Downtown a more vibrant center. The overall vision themes are that:

- Downtown serve as the mixed-use, pedestrian-oriented center or "focus" of the community;

- Downtown be strongly connected to the Civic Neighborhood;
- The current public-private sector partnership be continued and strengthened in order to ensure future investment and realization of the vision.

The DRCDS also discussed existing land uses, transportation and public facilities, civic uses, historical resources, socio-demographic characteristics and the existing/future market for residential, commercial and office development.

The study concluded with a set of recommendations for encouraging greater redevelopment. They included the following:

- Amend the Comprehensive Plan map and text. These included zone changes to several sites, such as Gresham Town Fair, to require more intense development.
- Adopt mandatory architectural design standards to apply to new development.
- Pursue additional funding for unfunded CIP public facility projects and the enhancements proposed by the vision, by forming an urban renewal district or local improvement districts.
- Develop incentives to attract desired development types.
- Market Downtown and key development sites to the development community.
- Improve Downtown's transportation system by:
  - Connecting streets, such as extending Fifth and Eighth streets to Eastman Parkway.
  - Providing better pedestrian connections by widening sidewalks along designated streets and other measures.
  - Making more efficient use of existing parking resources and planning for structured parking.
  - Improving pedestrian access between the Civic Neighborhood and Downtown by improving the Division St./Eastman Parkway intersection area.

#### 2008 Downtown Plan Project

The 2008 Downtown Plan project picks up where the 2007 DRCDS project left off to create a more detailed vision of Downtown's future built environment and public realm. It will consist of a new Land Use Framework Plan and a closer look at urban design. This work will then provide the basis for the Development Code/Comprehensive Plan amendments that will replace the 1995 Plan.

The Land Use Framework Plan provides a land use vision for the future of Downtown Gresham, showing land use sub-areas with various desired characters, improved transportation connections, and potential locations of parks/plazas. The draft Framework was developed based on public input regarding three alternative land use concepts reviewed and discussed at a community forum. The land-use concepts were developed based on the public's review of the 2007 DRCDS draft vision and an early 2008 review of issues and opportunities facing Downtown.

The Land Use Framework Plan includes the following major elements:

- **Downtown Core:** This area generally extends from Miller to Kelly and from Powell to the MAX line. The core area is envisioned as a mixed-use district with a variety of buildings, building heights and land use intensities. It would feature some buildings with a mix of retail, office, and residential uses and some stand-alone condominium and office buildings. The core would provide intense uses to Downtown such as multi-story office buildings that would bring workers and energy to the Downtown during the day, and high density residential development that would add people to support businesses, especially at night.

The core includes the small-scale, historic shopping district of 1- to 4-story buildings facing Main Avenue from First to Fifth. It also proposes Third Street as a “shopping street”, connecting the Downtown Core with a potentially redeveloped Town Fair shopping center on the west and the Center for the Arts on the east. Third Street would have taller buildings and more intense development but would be designed to feel more like a small-scale shopping street that transitions from the small-scale character of Main Street.

- **Downtown-Civic Neighborhood Connection:** The Framework shows a stronger connection between Civic Neighborhood and Downtown with a landmark to announce a major gateway into Downtown. The landmark could be tall, architecturally significant buildings or a public plaza at the intersection of Division and Eastman Parkway and/or an enhanced treatment of the street intersection. The connection between Downtown and Civic Neighborhood also would be enhanced by the MAX path, which the City of Gresham is planning to construct between Downtown and Rockwood on the north side of the MAX light-rail line.
- **Gresham Town Fair Redevelopment:** The Framework envisions a major redevelopment of the Gresham Town Fair shopping center site to enhance the visibility of Downtown from Division and Eastman Parkway. This could take many different forms. It could include a major office/hotel/conference center to complement the historic, small-scale shopping of the Downtown core and the larger-scale retail and housing found in the Civic Neighborhood. A major employment use would add more daytime activity on the west side of the Downtown Core, bringing customers and diners Downtown. The redevelopment would provide additional street connections to Downtown and help create a better connection between Civic Neighborhood and the Downtown core.
- **Residential Uses:** High-density residential uses would be tucked in around Downtown core as a way to provide more customers for this area and provide housing opportunities for people who want to live near a vital, mixed-use core and convenient transit. High-density residential, such as apartments and condominiums, would be located at the west of the historic core (southwest of Miller and Third), north of Fifth near the MAX tracks and Division Street, and east of the Center for the Arts and the special Beech Street corridor. Some first-floor commercial would be allowed to provide services for the residents of these taller buildings. Medium-density residential would be encouraged farther from the core and the train, mostly in the southwest and southeast corners of Downtown.

- **Civic Anchor:** The Framework shows several potential locations for a “civic anchor” in Downtown. A “civic anchor” could be a new City Hall, a small college or university campus or satellite campus, a library, or another large, high-traffic, government-oriented use. Four locations are proposed. A large civic anchor can add activity and customers for Downtown’s restaurants and shops.
- **East Side (Hogan/Burnside Area):** The Framework provides a new direction for the largely industrial area on the east side of Downtown by imagining the area as a spot for office campuses or a destination-type retailer that would attract shoppers from a wide area. These uses would take advantage of the excellent visibility to motorists on Division, Burnside and Hogan and the location on the route between Portland and Mount Hood. Office campuses at this location would be near Downtown and MAX stations and could provide jobs for the City.
- **Improved Connections:** In addition to the various land-use ideas, improved pedestrian, street and transit connections also are part of the Framework:
  - Pedestrian Connections: Gresham is home to part of the Springwater Trail, which is a regional amenity that runs through Main City Park. A well defined connection between the trail and the core area is proposed. Also, the City plans to build a path along the MAX line from Downtown to Rockwood. Over time, artwork, special paving, landscaping, and other features could be added to the MAX path to create a Downtown “promenade.” New buildings also could take advantage of the amenities by orienting windows, doors, and possibly sidewalk cafes onto the promenade. Beech Street, from the Center for the Arts to Division Street, is proposed as an enhanced pedestrian linkage, perhaps including linear park blocks enhanced with public art.
  - Street Connections: Potential street connections are shown throughout Downtown. These connections include improved access to the Town Fair site and Civic Neighborhood on the west side (extending Fifth and Eighth to Eastman Pkwy.) and additional north-south and east-west connections on the east side.
  - Transit Extensions: The Framework proposes that MAX be extended to Hogan and that service be extended to the north (Mt. Hood Community College, Troutdale, etc.) and south (Springwater, Damascus). New stations are also proposed at Main/Division and at Hogan.

The 2008 Downtown Plan project also includes creating development concepts for specific opportunity areas and producing a Design Manual. This work will extend into 2009. These are described as follows:

- The development concepts will graphically explore different land uses (where appropriate), the scale/massing of buildings and their relationship to the public realm of streets, sidewalks, parks and plazas. Studies of transitions between districts and connections among sub-areas also will be important. This more detailed part of the process will be used to refine the Land Use Framework and will provide key information for developing code changes for Downtown, including design requirements.

- The Design Manual will have design principles, design guidelines and design standards that the newly formed Gresham Design Commission will apply to new development and streetscapes within specific Downtown areas.
  - The design principles will be general statements that will guide the design of the built environment in Downtown.
  - The design guidelines will be design parameters for development in design districts that support the design principles. They will be discretionary in nature with a statement of intent. The design guidelines are intended to provide opportunity for creative designs. They would be for applicants who propose a project that does not meet the design standards but is still of high design quality.
  - The design standards will be a set of objective requirements for development that will be very specific. They will provide a “clear and objective” way to evaluate a development proposal.

## Summary of Major Issues

The following are some of the major issues that have been identified for Downtown during the 2007 and 2008 projects:

- **Downtown needs more residents.** Downtown currently has a population density of only 7 people (2.5 units) per acre. This is very low density for an urban center. Additional high density residential development is needed to support businesses and civic uses and to make Downtown more vibrant.
- **More funding is needed.** Additional funds are needed for utility upgrades, transportation system improvements, pedestrian linkages, parks/plazas and other open spaces, civic facilities, marketing/promotion programs, etc.
- **High redevelopment potential.** Nearly half of Downtown has a 1:1 or less ratio of land value to improvement value. This means that the value of the land is the same or greater than the buildings or other improvements that are on the land. This condition is very favorable for future redevelopment. In addition, the Gresham Town Fair site (25 acres) and the PGE site (15 acres) are the largest Downtown properties that offer great potential for more intensive uses, including office development and other employment uses.
- **Downtown shopping district is an asset:** People who came to the community forums like the pedestrian friendly feel of the shopping area centered along Main and Roberts. This needs to be reinforced as the core area/shopping district expands as proposed in the Land Use Framework. There is an opportunity to capitalize on the public’s growing appetite for pedestrian scale retail that sells unique merchandise and services.

- Civic uses can help attract people and development. In recent decades, cities have discovered the vital role of major public facilities in revitalizing downtowns. These include city halls, art centers and parks/plazas. These kinds of facilities attract more visitors, housing and businesses. The Center for the Arts and the potential for parks, plazas, as well as a new City Hall or other major civic use anchor, can help to leverage greater redevelopment in Downtown.
- MAX is an asset. Downtown has excellent access to light rail, a form of high frequency mass transit. The two light rail stations and the potential for stations on Main and at Hogan, offer major opportunities for high density housing and other transit oriented development.
- Improve Regional Center connectivity. Civic Neighborhood and Downtown plan districts form the Regional Center. In spite of the proximity of these two areas, physical/visual connectivity and pedestrian accessibility is poor. This is particular the case near the Division and Eastman Parkway intersection. Improving connectivity in this area and extending the visual feel of Downtown by redeveloping Gresham Town Fair for more intense and pedestrian friendly uses is a high priority.

## Downtown Vision Goal

Goal: Downtown will be the recognized center of Gresham, and will include most significant civic and governmental functions, including public parks and the Center for the Arts. It will include large numbers of professional sector jobs, medium and high density residential development and a thriving and unique entertainment, nightlife and shopping district.

## Land Use

Goal: Make Downtown the recognized business and social center of Gresham as a thriving, unique, mixed-use part of the Regional Center with connection to the Civic Neighborhood.

### Policy 1

Provide a mix of land uses that will offer opportunities for people to live, work, shop, play and access cultural and entertainment activities. Downtown will include:

- Significant civic and governmental functions, including parks and the Center for the Arts.
- Office buildings that will provide large numbers of professional sector jobs.
- Medium and high density residential development that will substantially increase Downtown's population.
- A shopping district that offers unique goods, entertainment, cultural activities and nightlife.

### Policy 2

Designate areas for medium and high-density residential development that will provide a variety of housing types for people of all income levels and that will support a vibrant shopping district. Allow the highest densities of housing near the Downtown core and the MAX line.

### Policy 3

Create a thriving, pedestrian-friendly Downtown core area that will be the heart of Downtown and will have a mix of uses that encourage a variety of activities during at least 18 hours of each day by:

- a. Being visible and accessible from arterial streets that border Downtown and from the MAX line.
- b. Having commercial areas appropriately sized for Downtown based on market potential and urban design considerations.
- c. Having a uniquely Gresham character and being complementary to the Civic Neighborhood.
- d. Having designated shopping streets (such as Main and Third) where commercial uses are found on the first floor of new buildings.

### Policy 4

Encourage redevelopment at key locations, such as the Gresham Town Fair site at the southeast corner of Division and Eastman Parkway, and the PGE site at the southwest corner of Burnside and Eighth. Provide more intense uses, such as major employment uses, that are better connected and compatible to the rest of Downtown and in the case of the Gresham Town Fair site, better connected to Civic Neighborhood.

### Policy 5

Encourage the location of at least one major civic use anchor (such as a new city hall, library or a higher education institution) in or near the Downtown core area.

### Policy 6

Provide housing for citizens with special needs, such as the elderly, and those requiring care for disabilities.

### Policy 7

Aspire to provide the following in Downtown:

- 6,000 jobs
- 3,300 residences
- A wide variety of amenities, goods and services that will result in the Downtown becoming an "18 hour district".

### Action Measures:

1. Develop a new Downtown Plan with a new plan map, land use districts and development standards that will be guided by the above policies and Land Use Framework.
2. The City will consider relocating City Hall to Downtown or try to attract another major civic use anchor.
3. Continue to support housing affordability, special needs housing, ownership opportunities and housing rehabilitation in Downtown through the Community Development Block Grant and HOME programs.

4. Attract major commercial uses to locate along Hogan/Burnside and Powell (Hwy. 26) that can help Downtown capture the "gateway traffic" market of people driving to and from Mt. Hood, Central Oregon, Columbia River Gorge, etc.

## Urban Design

Goal: Make Downtown a special place that is visually interesting and that has buildings and streetscapes of high design quality.

### Policy 1

Apply mandatory design standards to Downtown buildings and streetscapes.

### Policy 2

Adopt special design standards for:

- a. The designated shopping streets of the Downtown core area that will make them more pedestrian friendly by addressing such design elements as having adequately sized display windows, a minimum height for the first story, and quality exterior building materials.
- b. Redevelopment of the MAX facility (tracks and stations).
- c. How nearby development should relate to the MAX line.
- d. The design of the Beech Street "Park Block" (Center for the Arts to MAX).
- e. How adjoining development should relate to Beech Street.

### Policy 3

Develop an identifiable Downtown streetscape design that includes features with a unifying design theme, such as public signage and art, landscaping, pedestrian crossings, lighting, and street furniture.

### Policy 4

Protect the small-scale character of Main Avenue buildings while allowing higher building heights in other appropriate locations Downtown.

### Policy 5

Create good transitions (e.g. avoid abrupt changes in density, uses, building height, scale, etc.) between districts or neighborhoods

### Policy 6

Encourage public and private exterior art throughout Downtown such as outdoor sculpture, wall murals, artistic signage and street furniture.

### Policy 7

Encourage building/site design to feature extensions of the public realm, such as plazas, courtyards and gardens.

#### Policy 8

Provide a unique and pedestrian-friendly streetscape that is an interesting, safe and convenient place to walk by requiring, at least in the Downtown core area, that:

- a. Buildings be located so that they assist in defining and enlivening the public realm. This includes siting new buildings to allow adequate street and sidewalk widths and putting buildings as close to the street as practical.
- b. Buildings orient views towards the street and public realm.
- c. Parking lots be located to the side or rear of buildings where feasible and screened from street views.
- d. Blank walls are limited, and entries and windows or other breaks in the facade face streets to enhance attractiveness and pedestrian interest.
- e. Pedestrian-oriented lighting that will help make Downtown a safer place.
- d. The convenience and safety of the disabled is provided for.
- e. Along non-arterial streets, the size, placement and appearance of signs are oriented to pedestrians rather than to autos.

#### Policy 9

Encourage the incorporation of sustainable design and green development practices in new construction or rehabilitation projects.

#### Policy 10

Designate important viewpoints or view corridors and develop standards for protecting views of Mt. Hood and Gresham Butte.

#### Policy 11

Accentuate the main gateways into Downtown, such as the Main/Powell area, by the massing of buildings at street corners and/or by providing artwork, landscaping or other ornamental features such as archways.

#### Action Measures

1. Develop a design manual with mandatory design principles, standards and guidelines that will apply to future Downtown buildings and streetscapes.
2. Create development concepts for specific opportunity areas that will help inform the development of design standards. The concepts should explore alternative use/design scenarios for the height, scale, massing and relationship of potential buildings to the public realm of streets, parks and plazas.
3. Develop development code (such as allowing higher buildings) and/or other incentives that will encourage developers to provide:
  - a. Plazas, courtyards or other extensions of the public realm.
  - b. Outdoor art such as sculpture and wall murals.
  - c. Green roofs and other sustainable design features.

4. Develop special design standards for:
  - a. Building facades/streetscapes of designated shopping streets.
  - b. Redeveloping the MAX facility and adjacent area.
  - c. Developing the Beech Street "park block" and adjacent area.
  - d. Emphasizing the major gateways (street entries into Downtown) that are shown on the Issues and Opportunities Map.
  - e. Promoting a unifying design theme for streetscapes including public signage, art, landscaping, pedestrian crossings, street lights, street furniture, etc.
  - f. Protecting important viewpoints of Mt. Hood and Gresham Butte.
5. Designate areas of Downtown that can have unlimited building height.

## Transportation & Connections

Goal: Develop a transportation system that supports the vision of a vibrant Downtown and provides for the safe and efficient movement of pedestrians, automobiles, bicycles, transit and emergency vehicles.

### Policy 1

Provide a high-quality transportation system that will:

- a. Support a variety of modes, including walking, transit, and biking.
- b. Capitalize on the presence of light rail.
- c. Integrate bus lines and stops.
- d. Connect streets and provide more pedestrian linkages within Downtown and to adjacent areas.
- e. Provide high capacity north-south transit linkages to outlying areas such as Mt. Hood Community College, the three northerly cities, Springwater and Damascus.

### Policy 2

Identify a hierarchy of streets, including streets that are to be designed as major pedestrian/bicycle streets and transit routes. Adopt street design standards specific to each street type.

### Policy 3

Enhance the MAX light-rail line and integrate it into the urban fabric of Downtown by:

- a. Providing a new station at Main/Division that will provide more direct access into the Downtown core.
- b. Extending high-capacity transit to areas outside of Downtown to provide additional links to other areas, with appropriate new stations/stops within Downtown.
- c. Upgrading the tracks from the current "track on gravel bed" to "at grade tracks" (like downtown Portland).
- d. Upgrading existing stations.

#### Policy 4

Provide greater connectivity between Downtown and the Civic Neighborhood by

- a. Extending streets from the Downtown core to Eastman Parkway to provide more east-west connections.
- b. Making the Eastman Parkway/Division Street intersection more pedestrian friendly by such measures as providing wider sidewalks and improving the signalization timing to give pedestrians more time to cross streets.
- c. Providing a more direct pedestrian/bicycle link between Civic Neighborhood and the Downtown core area by constructing an enhanced connection through the northwest part of the Gresham Town Fair site.

#### Policy 5

Provide a prominent connection between the Springwater Trail/Main City Park and the Downtown core to help link Main City Park both to Downtown and the MAX path.

#### Policy 6

Minimize the need for new surface parking by:

- a. Encouraging new development to locate parking underground.
- b. Managing on-street parking more efficiently.
- c. Encouraging shared parking. Consider negotiating with property owners to share private parking lots with the general public during "off-peak" hours when there is surplus parking available.
- d. Developing an overall parking strategy for the Regional Center that will include addressing the long-term need for structured parking.

#### Action Measures

1. Develop a transportation plan for Downtown that:
  - a. Addresses all transportation modes (pedestrian, automobile, transit, etc.).
  - b. Shows future street connections and pedestrian linkages.
  - c. Shows future transit extensions and improvements of MAX, etc.
  - d. Identifies and has street design standards for major pedestrian and transit streets.
  - e. Includes strategies for creating a more pedestrian-friendly environment and crossing of the Division Street and Eastman Parkway intersection.
2. Develop a Regional Center (Civic and Downtown) parking plan that has strategies for managing existing public and private parking resources more efficiently and which also addresses the long term need for structured parking.
3. Offer incentives in the development code to encourage developers to locate parking in structures above and below ground.

### Parks & People Places

Goal: Create a cohesive and linked public and private system of parks, plazas, courtyards, gardens, and major pedestrian streets/paths, etc. that will help make Downtown a great place to live, work and visit.

#### Policy 1

Identify, acquire and develop areas for public paths, parks, plazas and other open spaces that will:

- a. Be strategically located to serve adjacent neighborhoods, business districts, etc.
- b. Be easily visible and accessible from a street.
- c. Include good seating, bike racks and other amenities.
- d. Be designed to be used by local residents, employees and visitors.
- e. Where appropriate, have the ability to be used for seasonal programming and special events.
- f. Incorporate sustainable design features such as permeable materials.

#### Policy 2

Provide for a variety of neighborhood parks and plazas. Each site should have a definitive image or identity. Imaginative design, incorporating different features, should be used to avoid "sameness."

#### Policy 3

When possible, locate parks/plazas near other public facilities such as the library, government buildings and schools. Parks and plazas should also be visible from nearby residential units to enhance public safety ("eyes on the park").

#### Policy 4

Parks should have a place-based destination. These may include special features, cultural, historical or environmental amenities and tourism attractions.

#### Policy 5

New parks/plazas should support the local economy and attract business investment whenever possible.

#### Policy 6

The MAX pedestrian path should be designed like a linear park and integrated into the adjacent urban fabric of Downtown:

- a. It should have trees and other landscaping; benches, interpretive panels and artwork.
- b. Adjacent development should be encouraged to expand the public realm of the path by locating landscaping, entryways, plazas, etc. near it.

#### Policy 7

Enhance Downtown's streetscapes and encourage pedestrian activity by adding elements, within a unifying design theme, with variation for individual neighborhoods or districts, such as:

- a. Street furniture, like benches and kiosks;
- b. Street trees, flower baskets and other landscaping;
- c. Decorative street lamps;
- d. Bike racks;
- e. Other visual features, such as fountains, squares, and sculptures; and
- f. Signage and markers to assist in way finding.

### Action Measures

1. Develop a Downtown parks plan that:
  - a. Addresses the economic realities of limited funds for parks.
  - b. Utilizes adopted 2007 Parks Design Standards to all public and privately-financed public park, trail and natural area projects.
  - c. Prioritizes funding for existing facilities such as Main City Park and the Center for the Arts Plaza.
2. Continue to partner with other agencies, the arts, businesses, non-profits, etc. in order to leverage funds for parks construction and maintenance.
3. Continue to apply for industry, non-profit, community, state, and federal grants.
4. Acquire appropriate park acreage from willing sellers and donors. New parks, plazas and trails should only be constructed when maintenance dollars have been identified.

## **Economic Development**

*Goal: Use development tools and incentives to encourage redevelopment of Downtown and the creation of more businesses and housing.*

### Policy 1

Identify funding sources for needed public facility projects that are listed in the Capital Improvements Plan but which are currently unfunded as well as for additional projects proposed in the Downtown Plan.

### Policy 2

Leverage private development by allocating funds and staff to improve public facilities in Downtown.

### Policy 3

In cooperation with the Gresham Downtown Development Association and other business organizations, establish a marketing program to promote Downtown and key redevelopment sites to the development community and investors.

### Policy 4

Consider providing financial and technical assistance to property owners and developers to encourage more redevelopment and property improvements.

### Policy 5

Continue to offer developers the City's existing incentives, such as the Vertical Housing Tax Credit program for Downtown's mixed use projects and continue to support the Economic Improvement District (EID) for the Regional Center.

## Policy 6

### The City will work to:

- a. Attract more employers, especially those with living wage jobs, to locate Downtown.
- b. Attract more people to live Downtown.

### Action Measures

1. Develop a plan for funding the capital improvement projects that are currently unfunded in the Capital Improvements Plan (CIP) as well as projects that are proposed in the new Downtown Plan. Consider one or more of the following tools:
  - a. Forming an urban renewal district for the entire Regional Center to fund needed improvements, land assembly, marketing and other programs.
  - b. Establishing a policy that Transportation Impact Fees and System Development Charges collected in Downtown will be reinvested Downtown for public facility projects, including structured parking.
  - c. Working with property owners to form Local Improvement Districts to provide funding that supplements other sources.
  - d. Applying for appropriate grant funding.
2. Update the CIP to include public projects to implement the Downtown Plan, such as:
  - a. The Center for the Arts and other new parks
  - b. New City Hall
  - c. New Library
  - d. New Street Typologies and street extensions
3. Seek funding to implement measures to encourage more redevelopment and property improvements, such as:
  - a. Establishing a redevelopment loan and grant program to help finance redevelopment projects and improvements to building facades and streetscapes.
  - b. Providing technical assistance for market or site studies, architectural/design assistance, etc.
  - c. Develop financial incentives for private developments that exceed minimum standards.
  - d. Consider participation in the Main Street program in cooperation with Gresham Downtown Development Association and Historic Downtown Business Association.

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First reading: March 3, 2009

Second reading and passed: April 7, 2009

Yes: Bemis, Strathern, Bennett, Warr-King, Craddick, Nielsen-Hood

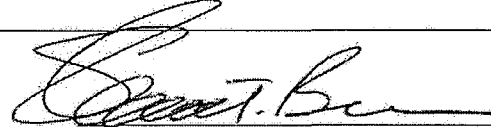
No: None

Absent: Widmark

Abstain: None

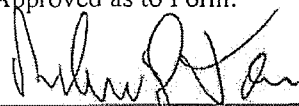


City Manager



Mayor

Approved as to Form:



Senior Assistant City Attorney

BEFORE THE CITY COUNCIL OF THE

CITY OF GRESHAM

|                                       |   |               |
|---------------------------------------|---|---------------|
| IN THE MATTER OF AMENDMENTS TO        | ) | Order No. 612 |
| VOLUME 1, FINDINGS, GRESHAM COMMUNITY | ) |               |
| DEVELOPMENT PLAN, APPENDIX 37, AND    | ) | CPA 08-294    |
| VOLUME 2, POLICIES, GRESHAM COMMUNITY | ) |               |
| DEVELOPMENT PLAN, SECTION 10.314,     | ) |               |
| REGARDING THE DOWNTOWN PLAN           | ) |               |

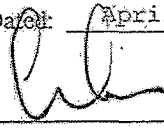
On March 3, 2009, the City Council held a public hearing to take testimony on amendments to Volume 3, Development Code, of the Gresham Community Development Plan relating to the Development Code Improvement Project.

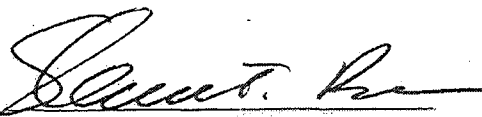
The hearing was conducted under Type IV procedures. Council President Richard Strathern presided at the hearing.

The Council closed the public hearing and approved the proposed amendments at the March 3, 2009 meeting, and a decision was made at the April 7, 2009 meeting.

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

The Council orders that these amendments are approved, and adopts the findings, conclusions, and recommendations as stated in the attached Planning Commission Recommendation Order and staff reports.

Dated: April 7, 2009  
  
\_\_\_\_\_  
City Manager

  
\_\_\_\_\_  
Mayor

**BEFORE THE PLANNING COMMISSION OF THE  
CITY OF GRESHAM**

**TYPE IV RECOMMENDATION ORDER**

**CPA 08-294**

A public hearing was held on February 9, 2009, upon an application to consider proposed amendments to Volumes 1 and 2 of the Gresham Community Development Plan that would update Findings, Policies, Goals and Action Measures for the **Gresham Downtown Plan**.

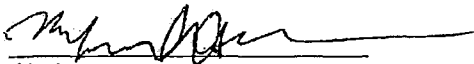
The Commission closed the public hearing at the February 9, 2009 meeting, and a final recommendation to Council was made at the February 9, 2009 meeting.

Richard Anderson, Chairperson, presided at the hearing.

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

The Planning Commission recommends **ADOPTION** of the proposed Gresham Community Development Plan amendments to the City Council, and adopts the findings, conclusions and recommendations contained in the attached January 29, 2009 staff report with the following exceptions, additions and/or changes:

**NONE**

  
Chairperson

2-9-2009  
Date



## MEMORANDUM

### URBAN DESIGN & PLANNING DEPARTMENT

#### STAFF REPORT TYPE IV HEARING—COMPREHENSIVE PLAN AMENDMENTS DOWNTOWN PLAN PROJECT

To: Gresham Planning Commission

From: Mike Abbate, Planning Director  
Jonathan Harker, AICP, Comprehensive Planning Manager  
John Pettis, Associate Comprehensive Planner  
Lauren McGuire, Senior Comprehensive Planner

Hearing Date: February 9, 2009

Report Date: January 29, 2009

File: CPA 08-294

Proposal: To adopt Comprehensive Plan text amendments to Volumes 1 and 2 of the Community Development Plan relating to the Downtown Plan project which are:

1. Deleting existing Appendix 37, Gresham Downtown Plan, of Volume 1 (Findings).
2. Adopting new Appendix 37, Gresham Downtown Plan, of Volume 1 (Findings).
3. Deleting existing Section 10.314, Downtown Area Development, of Volume 2 (Policies).
4. Adopting new Section 10.314, Downtown Plan District, of Volume 2 (Policies).

Exhibits: Exhibit 'A' —: Draft Findings, Goals, Policies and Action Measures Amendments to Volumes 1 and 2 of Gresham Community Development Plan.

Recommendation: Staff recommends **adoption** of the proposed Comprehensive Plan text amendments contained in Exhibit 'A'.

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## SECTION I EXECUTIVE SUMMARY

### Background

The City is in the process of replacing the 1995 Downtown Plan which is part of the Comprehensive Plan. The Comprehensive Plan consists of findings or background information, policy statements and development (zoning) standards. This project intends to reflect current community aspirations and needs for Downtown and set the stage for future redevelopment. Downtown is part of the Regional Center that is designated by Metro to serve East Multnomah County. It is envisioned as a vibrant, pedestrian friendly center with a mix of land uses that will enable people to live, work, shop, own a business and access cultural/entertainment amenities.

The Downtown Plan District contains approximately 330 acres. It is bounded by N.W. Division Street to the north, N.E. Burnside Road and N.E. Hogan Drive to the east, Powell Boulevard (both sides) to the south and N.W. Eastman Parkway to the west. The MAX light rail system serves the area with two stations.

The Downtown Plan project consists of three parts:

1. Replacing the 1995 Downtown Plan with a new vision/plan, including new plan map, sub-districts, goals and policies. A special focus will be placed on where new land uses will be located as well as a variety of urban design issues, such as those involving building height/scale/massing, open spaces, and the pedestrian environment.
2. Developing design principles, guidelines, and standards that will regulate the design of Downtown's buildings and streetscapes. These will ensure high quality development that is consistent with the new plan.
3. Creating a Design Commission with authority to apply mandatory design principles, guidelines, and standards to new development in Downtown and other special districts. The Design Commission has been created, so this part of the project is completed.

The initial effort to develop a new plan was undertaken in 2007 and was known as the Downtown Regional Center Development Strategy (DRCDS). It was partially financed with a grant from the state. This six-month process involved working closely with a stakeholders committee that included Downtown residents, business owners, and the Gresham Downtown Development Association. The DRCDS developed a draft vision for Downtown, updated existing background information (demographics, land uses, redevelopment potential, market conditions, etc.) and listed a set of recommendations to encourage greater redevelopment.

The 2008 Downtown Plan project began where the 2007 DRCDS project left off to create a more detailed vision of Downtown's future built environment and public realm. It will consist of a new Land Use Framework and a closer look at urban design. This work will then provide the basis for the Development Code/Comprehensive Plan amendments that will replace the 1995 Plan.

The Land Use Framework provides a land use vision for the future of Downtown Gresham, showing land use sub-areas with various desired characters, improved transportation connections, and potential locations of parks and plazas. The draft Framework was developed based on public input regarding three alternative land use concepts reviewed and discussed at a community forum. The land-use concepts were developed based on the public's review of the 2007 DRCDS draft vision and an early 2008 review of issues and opportunities facing Downtown.

The purpose of these amendments is to begin to replace the 1995 Downtown Plan with new material that reflects current conditions and community aspirations for Downtown and that gives policy direction for completing the plan. This is the first set of Comprehensive Plan amendments. A second set will be added, including development code amendments, when the final plan is adopted next year. These may refine or change the first set as more knowledge and insight is gained about Downtown's potential to be a special place for the community.

### **Proposed Comprehensive Plan Amendments Overview**

Text changes to Volumes 1 (Findings) and Volume 2 (Policies) of the Comprehensive Plan are proposed in attached Exhibit 'A'. The format of Exhibit 'A' is a ~~strikeout~~ underline version. This overview provides a summary of the amendments.

The proposed text amendments will:

- Replace the existing findings or background material for the Downtown Plan, found in Appendix 37 of Volume 1 of the Comprehensive Plan, with a new Findings document; and
- Replace the existing summary findings, policies and implementation measures of the Downtown Plan District, found in Section 10.314 of Volume 2 of the Comprehensive Plan, with new summary findings, discussion of major issues, goals, policies and action measures.

### Summary of Volume 1 (Findings) Amendment

The Downtown Findings document describes the planning process, public involvement, and the major elements of the Downtown Plan for the City of Gresham. It summarizes the factual information that is the basis for the proposed issues and opportunities, the Downtown Goals, Policies and Action Measures, and the future proposed Downtown Plan found in Volume II. This document replaces the 1995 Downtown Findings in the Community Development Plan Volume 1- Appendix 37.

The Findings document is organized in the following manner:

- After a brief executive summary of the project and its purpose, the Downtown Plan Process is discussed in detail.
- This is followed by a section on the public involvement process and then a section describing the Downtown Plan in detail.
- The Downtown Plan section includes a discussion of the land uses, transportation, sustainable development, public facilities, parks and open space elements.

The planning process included two planning efforts:

1. The 2007 Downtown Regional Center Development Strategy (DRCDS) took place between January and August 2007. It included the following:
  - An inventory and analysis of existing physical conditions, land use, transportation, demographics, parking resources, infrastructure needs, current development standards and the 1995 Downtown Plan.
  - Development of a new Downtown Vision.
  - A discussion of best planning practices for urban centers.
  - A market analysis of existing and potential residential, commercial and office development.
  - A development opportunity analysis for three redevelopment sites.
  - A transportation analysis and the identification of Downtown's assets, barriers and opportunities.
  - General recommendations to energize redevelopment.
2. The 2008 Regional Center Planning Implementation (RCPI) planning effort was initiated in January 2008 to look at the Downtown Plan in more detail. Goals of this 2008 effort included refining the 2007 DRCDS Downtown Vision, securing additional community feedback on the Downtown Plan and defining specific recommendations and strategies necessary to realize the vision. The 2008 RCPI work identified issues and opportunities and then created three Downtown Land Use Concept Alternatives. With public input, a draft Land Use Framework Plan was created. This plan showed in conceptual form future land uses, street connections, transit/pedestrian linkages, and potential locations of parks/plazas and civic use anchors.

Another significant element of the 2008 planning effort was the creation of the Design Commission to evaluate Downtown development. The purpose of the Design Commission as established is to assist in the creation of and future revisions to the Downtown Design Manual, to review development proposals for compliance with design principles, standards and guidelines, and to advise the City Council on design excellence in the built environment.

In 2009, the project will be creating a Final Downtown Plan, a master urban design concept for the Downtown and an implementation strategy report. Additional planning steps underway also include the creation of a Design Manual with regulatory Design Principles, Standards and Guidelines and modifying the Downtown Plan District Map and development standards through the legislative process. These findings will be modified when these elements are finalized.

#### Summary of Volume 2 (Policies) Amendment

The Volume 2 amendment will adopt a new findings/major issues summary and goals, policies and action measures for Downtown. The goals, policies and action measures will provide guidance for completing the plan and for follow-up measures.

Goals, policies and action measures state the intent of the City to accomplish certain results. They vary in specificity with a goal being the most general statement and an action measure the most specific. The City has a legal obligation to comply with goals and policies but not with action measures.

Goals, policies and action measures relate to one another. Each goal is followed by supportive policies and they are followed by action measures which support both. A goal, policy and action measure is defined by the Comprehensive Plan as follows:

- Goal: A general statement indicating a desired end or the direction the City will follow to achieve that end.
- Policy: A statement identifying Gresham's position and a definitive course of action. Policies are more specific than goals. They often identify the City's position in regard to implementing goals.
- Action Measure: A statement that outlines a specific City project or standard, which if executed, would implement goals and policies.

The drafting of the proposed goals, policies and action measures were particularly influenced by the following:

- The 2007 DRCDS project, especially the final recommendations (strategies) report.
- The 2008 Urban Design Objectives. These put the DRCDS draft vision themes/statements into policy like language.
- The 2008 Land Use Framework Plan. This provides a more detailed vision for Downtown, in respect to future land use character of different sub-areas, improved pedestrian and transit linkages, connecting streets and showing potential locations of parks and plazas.

The goals, policies and actions measures have been grouped under five categories which are the main themes being addressed by the Downtown Plan project: Land Use, Urban Design, Transportation & Connections, Parks & People Places and Economic Development. The following are the goals for each category and a brief description of the key issues that the policies and action measures address.

- Land Use: Make Downtown a thriving, mixed-use, active part of the Regional Center and the focus of the community. Policies and action measures support having a mix of residential and employment uses, commercial services, civic uses and recreation/cultural/entertainment opportunities. Direction is also given for the desired character of the core (shopping district) area, the location of high density residential near the core area and light rail stations, and redevelopment of the Gresham Town Fair and PGE sites with urban center type uses and development forms.
- Urban Design: Make Downtown a special place that is visually interesting and that has buildings and streetscapes of high design quality. Policies and action measures include addressing: the need for mandatory design standards; protecting the small building scale of Main Ave.; creating good transitions of building scale/uses between sub-areas;

encouraging outdoor art and extensions of the public realm; providing interesting streetscapes; and adopting special design standards for the MAX and Beech St. areas.

- **Transportation & Connections:** *Develop a transportation system that supports the vision of a vibrant Downtown and provides for the safe and efficient movement of pedestrians, automobiles, bicycles, transit and emergency vehicles.* Policies and action measures address: supporting all transportation modes including walking and transit; connecting streets and providing more pedestrian linkages; enhancing transit; providing better connections between Civic Neighborhood and Downtown; linking Springwater Trail to Downtown; and minimizing the need for more surface parking.
- **Parks & People Places:** *Create a cohesive and linked public and private system of parks, plazas, courtyards, gardens, and major pedestrian streets/paths, etc. that will help make Downtown a great place to live, work and visit.* Policies and action measures call for: acquiring/developing parks/plazas and pedestrian pathways; having parks/plazas with unique designs and identities; making the MAX pedestrian path an urban amenity integrated with adjacent development; having a unifying design for street furniture and other public streetscape features; and developing a parks plan for Downtown.
- **Economic Development:** *Use development tools and incentives to encourage redevelopment of Downtown and the creation of more businesses and housing.* Policies and action measures largely refer to the development tools and incentives recommended in the DRCDs study. These include: identifying funding sources (such as urban renewal) for unfunded CIP projects and for parks and other public amenities proposed by the plan; establishing a Downtown marketing program; and providing financial/technical assistance to developers.

## SECTION II

### APPLICABLE COMMUNITY DEVELOPMENT CODE PROCEDURES

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

## SECTION III

### APPLICABLE COMMUNITY DEVELOPMENT PLAN GOALS & POLICIES

|                  |                                                        |
|------------------|--------------------------------------------------------|
| Section 10.014   | Land Use Policies and Regulations and Community Design |
| Section 10.100   | Citizen Involvement                                    |
| Section 10.312   | Commercial Land Use                                    |
| Section 10.317   | Office Land Use                                        |
| Section 10.320   | Transportation System                                  |
| Section 10.320.1 | Street System                                          |
| Section 10.320.2 | Transit System                                         |
| Section 10.412   | Parks, Open Spaces, Trails and Recreation              |
| Section 10.414   | Economic Development                                   |
| Section 10.600   | Housing                                                |

## SECTION IV

### APPLICABLE METRO URBAN GROWTH FUNCTIONAL PLAN TITLES & STATEWIDE PLANNING GOALS

|         |                                                                      |
|---------|----------------------------------------------------------------------|
| Title 6 | Central City, Regional Centers, Town Centers and Station Communities |
| Title 8 | Compliance Procedures                                                |

## SECTION VI FINDINGS OF FACT

The proposed Community Development Plan amendments attached as Exhibit 'A' are consistent with all applicable procedures, goals and policies of the Community Development Plan and applicable titles of the Metro Urban Growth Management Functional Plan as indicated in the following findings.

### A. Community Development Code Procedures

1. **Section 11.0400 - Legislative Actions.** This section requires that an amendment to the Community Development Plan be a legislative action under the Type IV Procedure pursuant to this section. This section applies to this proposal, as it is an amendment to the Community Development Plan.
2. **Section 11.0205 - Type IV Procedure - Legislative.** This section requires that the Planning Commission shall hold a public hearing and make a recommendation to the Council. The Council shall hold another public hearing and make a final decision. Interested persons may present evidence and testimony relevant to the proposal. The Planning Commission and Council will make findings for each of the applicable criteria. The section also provides for a hearing process consistent with Section 11.0300. Both the Planning Commission and the City Council, at public hearings in conformance with provisions of this section, will consider this proposal. Findings are made for the applicable criteria in this report or as revised in the record.
3. **Section 11.0300 - Public Deliberations and Hearings.** For a Type IV Comprehensive Plan Amendment this section requires that hearings be scheduled, a notice published in a newspaper of general circulation in the City and a copy of the decision be mailed to those required to receive such notice. Required notice of public hearing for these proposed text amendments has been published in the Gresham Outlook, as required by this section. The Planning Commission will make a recommendation and the Council will make a decision that will be based on findings of fact contained in this report and in the hearings record, and a decision will be sent to those who participated in the hearings. A decision shall be made accompanied by findings and an order.

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

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

#### 1. General Goals & Policies

Section 10.014 Land Use Policies and Regulations and Community Design  
Section 1. Land Use Policies and Regulations.

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

*Policy 20: The City shall periodically review and update the Comprehensive Plan text and the Community Development Plan Map(s) to ensure they remain current and responsive to community needs; provide reliable information and dependable, factually based policy direction, and conform to applicable state law, administrative rules and regional requirements.*

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

#### Findings

The Downtown Plan (RCPI) project began in early 2008 as one of the initiatives of the 2008 City Council Work Plan. The purpose of this project is to replace the 1995 Downtown Plan with a new plan that sets the stage for future redevelopment. Downtown is part of the Metro designated Regional Center that is intended to serve East Multnomah County. It is important that the plan be updated to reflect current community aspirations and needs for the kind of place Downtown should be in the future. It is envisioned as a vibrant, pedestrian friendly and visually interesting center with a mix of uses that will enable people to live, work, shop, own a business and access cultural/entertainment amenities. The proposed amendments are the first part of a process that intends to accomplish that goal: They will replace outdated background information (findings) in the Comprehensive Plan, begin to establish a new vision, and give policy direction for completing the plan and for follow-up actions. The findings of Sections IV and V of this staff report include a discussion of how this proposal conforms to applicable state and regional requirements.

The Council found that it would be in the public interest to initiate these amendments. The Council initiation took place on August 19, 2008.

#### Conclusion

The goal and Policy 20 of Section 10.014 are addressed by the proposed amendments. They will ensure that the factual basis of the Downtown Plan remains current, that the plan continues to be responsive to community needs and that it meets applicable state and regional requirements. Policy 21 is addressed by the previous Council initiation of the legislative process to adopt these amendments.

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

## **2. Citizen Involvement Goals & Policies**

### Section 10.100 - Citizen Involvement

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

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

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

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

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

#### Findings

The public involvement goals and policies establish the City's intent that its citizens have meaningful opportunities throughout a planning project to be informed and to affect proposals.

City staff has conducted an extensive public outreach effort to share information about the Downtown Plan project, including gathering input about Downtown's issues and opportunities that are the basis of these amendments. This effort included the following:

- Community forums for the general public were held on April 10, June 4 and August 6, 2008. In order to notify people of the forums, 5,000 post card invitations were mailed to Downtown business/property owners, residents as well as to people residing within one-quarter mile of Downtown. Neighborhood associations were also notified, press releases were issued and the forums were advertised in the Gresham Outlook newspaper.

- A Downtown Focus Group was formed that includes Downtown property owners, business owners, residents, representatives of neighborhood associations, the Gresham Downtown Development Association and the Historic Downtown Gresham Business Association. The focus group has met on June 18, July 29 and December 4, 2008. The draft amendments were distributed at the December meeting.
- Planning Commission work sessions about the Downtown project were held on June 23, August 11, October 13 and November 24, 2008. The draft amendments were reviewed at the November meeting.
- The draft amendments were also distributed for review and comment to the Gresham Downtown Development Association, the Historic Downtown Business Association and to the Design Commission.
- The Ask Gresham e-mail tool has been used to alert interested parties when new materials, including the draft amendments, are available on the project website and when upcoming meetings will occur.
- Project information has been available on the City's website and at the Urban Design & Planning office.

#### Conclusion

The Citizen Involvement Goal and related policies of 10.014 are addressed by the community forums, Downtown Focus Group meetings, Planning Commission work sessions and other public outreach efforts described above.

The proposal is consistent with the goal and applicable policies listed in this section.

### **3. Land Use Policies**

#### Section 10.312 – Commercial Land Use

*Policy 1: It is the policy of the City to provide an adequate amount of serviceable commercial land to facilitate the development of commercial centers or infill commercial strip development and prevent the need for lateral expansion of commercial strips along major streets.*

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

#### Findings

The proposed goal, policies and action measures of the Land Use section promote making Downtown a more successful mixed use center and the focus of the community. This includes having a unique pedestrian oriented shopping district of high design quality that will help attract more people to visit and support businesses. The Land Use Framework Plan was a major basis of the Land Use goals, policies and action measures. As stated by Action Measure 1, it will help guide the completion of the final plan. The Framework Plan envisions the expansion of the core area, where most of Downtown's businesses are found, to the north (Division St.) and to the east (Kelly St.). This expansion will increase visibility of the core and provide additional room for new businesses and commercial services. Main Ave. and Third St. in particular are designated by the Framework Plan as major shopping streets where commercial retail and service uses will be required on the first floor of new buildings. Redevelopment of the Gresham Town Fair shopping center and PGE storage yard sites, Downtown's largest redevelopable properties, is also proposed by the Land Use policies for more intense downtown type development that includes commercial uses and major employment opportunities. Expanding commercial development opportunities in Downtown will help reduce the need to expand commercial arterial strips in the City as well as for out of area shopping trips.

Good community design is promoted by the proposed goal, policies and action measures of the Urban Design section. The Urban Design goal calls for Downtown's buildings and streetscapes to be of high

design quality. Policy 1 and Action Measure 1 help implement this goal by requiring the adoption of mandatory design regulations. These will apply to commercial buildings and other uses requiring Design Review.

Downtown is strategically located to accommodate more commercial development. It is in the center of Gresham and has excellent access to transit (light rail/bus service). It is also compatible with neighboring land uses such as Main City Park, Gresham High School, Civic Neighborhood and the commercial/multifamily development along Division, Burnside and Eastman Parkway.

#### Conclusion

The applicable commercial land use policies of Section 10.312 are supported by these amendments which describe and promote a planning process that will help make Downtown a more successful center with major commercial retail/services that can serve the needs of the community.

#### Section 10.317 Office Land Use

*Policy: It is the City's policy to encourage office development especially in Downtown and in the vicinity of light rail stations.*

#### Findings

The 2007 DRCDS market study pointed out that Gresham lacks large multi-tenant office buildings, particularly Class A office buildings, compared to other cities in the region. The proposed Land Use section goal and policies envision Downtown as a mixed use center that includes employment uses such as offices. The Framework Plan, referenced by the Land Use section and described in the findings amendment, proposes that when the Gresham Town Fair and PGE sites redevelop, they include large scale office buildings. These sites can provide major employment opportunities and help support other Downtown businesses. In addition, smaller scale office/mixed use nodes are proposed on the south side of Division St, near the two light rail stations that serve Downtown. Downtown has the potential to offer industrial and professional service firms the opportunity to locate their offices in a unique neighborhood with a full range of services, housing, pedestrian linkages to shopping and parks, and excellent access to transit and arterial streets.

#### Conclusion

The Section 10.317 office land use policy is met by this proposal by designating substantial areas in Downtown for future office development, including sites near light rail stations.

### **4. Transportation Goals & Policies**

#### Section 10.320 Transportation System Policy

*Goal: Develop and promote a balanced transportation system that provides a variety of travel choices and reduces reliance on automobiles.*

*Policy 1: The City shall adopt land use patterns that provide for a mix of land uses that supports alternative travel modes.*

*Policy 2: The City shall provide and promote a range of viable transportation alternatives that respond to people's needs for mobility, safety, comfort and convenience.*

#### Findings

The proposed Transportation & Connections section goal, policies and action measures call for providing Downtown with a high quality multi-modal transportation system. For example, Policy 1 states that the transportation system will:

- Support a variety of modes, including walking, transit, and biking.
- Capitalize on the presence of light rail and enhance this facility.
- Integrate bus lines and stops.
- Connect streets and provide more pedestrian/bicycle linkages within Downtown and to adjacent areas such as Civic Neighborhood and the Springwater Trail.

- Provide high capacity transit linkages to outlying areas such as Mt. Hood Community College, the three northerly cities, Springwater and Damascus.

As previously discussed, the Land Use goal and policies envision a mix of high intensity uses that will support the above multi-modal system. These include high density residential development, an enlarged core area/shopping district, civic uses and areas for large scale office development. These types of uses will substantially increase the number of people who live, work and visit Downtown. Providing a multi-modal system will offer them more choices for traveling within Downtown and to adjacent areas.

#### Conclusion

The goal and applicable policies of Section 10.321 are supported by the multi-modal transportation system proposed by these amendments.

#### Section 10.320.1 Street System

*Goal: Provide a street system that accommodates a variety of travel options.*

*Policy 2: The City shall designate Pedestrian Districts with special street design standards to support the Gresham Regional Center (Downtown and Civic Neighborhood), the Rockwood Town Center, transit corridors and MAX stations.*

#### Findings

The proposed Transportation & Connections section supports providing Downtown with a street system that is connected to bordering streets and that accommodates pedestrians, vehicles, bicyclists, and transit. Proposed Policy 2, for example, calls for the City to identify a hierarchy of streets, including streets that will be major pedestrian, bicycle and transit streets. Proposed Policy 4 addresses the need to connect the major east-west Downtown streets (e.g. Fifth and Eighth) to Eastman Parkway to allow a more direct street connection between Civic Neighborhood and the Downtown core. Also, proposed Action Measure 1 calls for developing a transportation plan that shows future street connections and includes street design standards for different street types.

#### Conclusion

By promoting a multi-modal connected street system and proposing special street design standards for Downtown, these amendments meet the goal and applicable policy of Section 10.321.1.

#### Section 10.320.2 Transit System

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

*Policy 4: The City shall establish pedestrian districts as intensive mixed-use districts within light rail and other transit corridor areas. Pedestrian-oriented development and transit-supportive uses shall be encouraged within pedestrian districts. Special transit design standards shall be applied to development within pedestrian districts and along mixed-use transit corridors.*

*Action Measure 3: Promote logical extensions of the light rail system such as a Gresham loop or line extension.*

#### Findings

In regard to above Policy 4: The Land Use Section goal, policies and action measures will reinforce the vision of Downtown being a pedestrian oriented district with a mix of intensive uses that will support MAX and bus service. As shown on the Land Use Framework Plan and referenced by the Land Use policies, these uses include high density residential, an enlarged core/shopping district, major civic uses and areas to be redeveloped for large scale office buildings. In addition, as described by Policy 1 and Action Measure 1 of the Urban Design section, part of the ongoing Downtown Plan project involves developing a Downtown design manual that will have mandatory design principles, guidelines and standards. These will regulate the design of buildings and streetscapes so that they are pedestrian/transit oriented. Finally, Action Measure 4 of Urban Design will require development of special design standards for designated shopping streets, redevelopment of MAX and adjacent area into a more integrated transit corridor that is desirable for an urban center, and for the Beech St. "park blocks" (from Center for the Arts to MAX).

In regard to the above Goal and Action Measure 3: The Transportation & Connections section calls for MAX to be enhanced and extended within Gresham and vicinity. Policy 3 and the Land Use Framework Plan propose that:

- A new station be added at Main Ave., near Division St., to better serve the core/shopping district area; and
- That MAX be extended to Hogan with a new station added at that location; and that
- MAX (or other form of high frequency transit) be extended from the Hogan station north to link Downtown with Mt. Hood Community College and the three northerly cities, and extended south to link with Springwater and Damascus.

#### Conclusion

By proposing that a mix of intensive pedestrian and transit supportive uses be located Downtown, that mandatory design regulations be adopted to ensure compatibility of buildings and streetscapes with this pedestrian district, and by proposing enhancements and future extensions of the MAX facility, these amendments support the goal, applicable policy and action measure of Section 10.320.2.

## **5 Parks & Trails**

### Section 10.412 Parks, Open Spaces, Trails and Recreation

*Goal: Develop and maintain a neighborhood-oriented parks, open space and recreation system to enhance Gresham's quality of life.*

*Policy 1: Gresham shall acquire, develop and maintain a diverse system of parks, trails, open space and recreation facilities that are safe, functional and accessible to all segments of the population:*

#### Findings

Above Goal and Policy 1 of Parks, Open Spaces, Trails and Recreation is supported by the proposed Parks & People Places section. Its goal, policies and action measures call for creating a system of open spaces, such as neighborhood parks and plazas that are linked by enhanced pedestrian streets and walking paths. For example:

Proposed Parks & People Places goal states:

*"Create a cohesive and linked public and private system of parks, plazas, courtyards, gardens, and major pedestrian streets/paths, etc. that will help make Downtown a great place to live, work and visit."*

Proposed Policy 1 states:

*"Identify, acquire and develop areas for public paths, parks, plazas and other open spaces that will:*

- a. Be strategically located to serve adjacent neighborhoods, business districts, etc.*
- b. Be easily visible and accessible from a street.*
- c. Include good seating, bike racks and other amenities.*
- d. Be designed to be used by local residents, employees and visitors.*
- e. Where appropriate, have the ability to be used for seasonal programming and special events.*
- f. Incorporate sustainable design features such as permeable materials."*

Open spaces, such as parks and plazas, and attractive/functional pedestrian linkages will be an important part of the future infrastructure of Downtown. These are critical elements that will help make it a special place that will attract more residents and visitors. The Parks & People Places section will provide the policy basis for achieving this objective.

*Policy 6: The City shall develop an integrated trail system that links together neighborhood, parks, open spaces, major urban activity centers, the "40-Mile Loop", and other regional recreation opportunities.*

*Policy 7: The City shall ensure that planning and development of its trail system are coordinated with other transportation planning efforts to ensure trails and multi-use paths serve both as recreation resources and viable transportation alternatives.*

### Findings

Both the Transportation & Connections section and the Parks & People Places section recognize that the Springwater Trail and the MAX pedestrian path will be the main pedestrian/bicycle corridors connecting Downtown to the rest of the region, including the 40 Mile Loop system. They call for:

- Enhancing the connection between Downtown and the Springwater Trail, so that trail users are encouraged to visit Downtown; and
- Integrating the MAX path into the urban fabric of Downtown by making it like a linear park, with trees and other landscaping, and encouraging adjacent development to orient to it and provide complimentary outdoor spaces.

### Conclusion

The proposed amendments support the goal and applicable policies of the Parks, Open Spaces, Trails and Recreation section of Volume 2 of the Comprehensive Plan.

## **6. Economic Development**

### Section 10.414 Economic Development

*Policy 1: It is the policy of the City to promote diversification of the community's economic base by promoting business retention and expansion, and business recruitment and marketing.*

*Implementation Strategy 6: The City will develop, maintain and update redevelopment plans for the Rockwood shopping district, the Burnside commercial strip, and the Downtown commercial area.*

### Findings

In regard to above Policy 1: The proposed Economic Development goal, policies and action measures promote using tools and incentives to create more business opportunities and housing for Downtown. These include:

- Continuation of the Vertical Housing Tax Credit program for mixed use buildings, which have commercial or office uses on the first floor, as well as the Economic Improvement District for the Regional Center.
- Forming an urban renewal district for the Regional Center to fund needed infrastructure improvements and amenities (e.g. parks and plazas) and Downtown redevelopment and marketing programs.
- Establishing a loan/grant program to help finance redevelopment projects and improvements to building facades and streetscapes.
- Providing technical assistance to developers or property owners for market or site studies, architectural/design assistance, etc.
- Designating TIF/SDC fees that are collected from Downtown development projects for Downtown infrastructure projects.

These kinds of actions will help Downtown retain/expand its existing businesses, attract new businesses and provide additional housing/residents that can support these businesses.

In regard to Implementation Strategy 6: The proposed amendments are part of an overall effort to update the Downtown Plan. As discussed under the Commercial Land Use policy (Section 10.312), this includes adopting policies and action measures that call for the enhancement and expansion of the existing core area shopping district. This includes having a unique pedestrian oriented district of high design quality and with amenities that will attract more people to visit and shop.

### Conclusion

Section 10.414, Economic Development, is supported by these proposed amendments.

## **7. Housing Goal & Policy**

### Section 10.600 Housing

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

*Policy 6: The City shall provide for high and medium density housing in areas such as centers and corridors, where public and private services and economic activity necessary to support higher population densities, are either present or planned in the future. Public and private services and activities include but are not limited to transportation, employment, commercial services, entertainment, and recreation.*

#### Findings

Downtown is part of the regional center that is designated by Metro to serve the East Multnomah County area. As previously described, the Land Use section and Land Use Framework Plan propose that high and medium density housing be located there. Mandatory design regulations, proposed by the Urban Design policies and action measures, will ensure that the housing will be of high quality. Downtown and its adjacent area are well served by public and private services that can support this population density. These services include light rail and bus service, businesses and employment opportunities, shopping, schools and other community services, and recreation opportunities such as Main City Park and the Springwater Trail. The basic utility infrastructure for streets/sidewalks, water, waste water (sewage) and storm water conveyance is also in place.

#### Conclusion

The goal and applicable policy of Section 10.600, Housing are supported by these amendments.

### **C. Metro Urban Growth Management Functional Plan**

#### **Title 6 Central City, Regional Centers, Town Centers and Station Communities**

##### Findings

Title 6 seeks to enhance centers by encouraging development within centers that will improve the critical roles they play in the region and by discouraging development outside of centers that will detract from those roles. Local jurisdictions are required to develop strategies to enhance centers which address measures listed in Section 3.07.620. Among the measures is to do: "An analysis of physical and regulatory barriers to development and a program of actions to eliminate or reduce them".

One of the major barriers to attracting more regional center type development to Downtown that was identified in the 2007 DRCDS project was the CUC district's maximum building height limitation of 4 stories. This limitation discourages contemporary mixed use and condominium/apartment buildings that require more stories for economies of scale and which have higher ceilings for urban residential "loft" units and retail spaces. Since the CUC covers the core area of Downtown, retaining this limitation could have a substantial impact on Downtown's future potential of becoming a more vibrant center. It was therefore recommended by the DRCDS that the maximum height limit be removed or increased.

The Land Use Framework Plan recommends that buildings taller than 4 stories be allowed Downtown, especially near light rail stations and arterial streets such as Eastman Parkway. An exception is made for properties along Main Ave, where the current small building scale is proposed to be maintained. Implementing code changes that will allow for higher buildings will therefore support the intent of Title 6 by removing a key regulatory barrier to making Downtown a more successful center.

##### Conclusion

These amendments support Title 6 of the Metro Functional Plan.

#### **Title 8 Compliance Procedures**

##### Findings

Section 3.07.820 of this title requires jurisdictions to submit to Metro a proposed amendment of the comprehensive plan or a proposed land use regulation at least 45 days prior to the first evidentiary hearing, which in this case is the Planning Commission hearing. Metro may review the amendments and can request that the City provide an analysis of the compliance of the amendment with the Functional Plan.

The City submitted the proposed amendments to Metro on November 26, 2008 which was more than 45 days before the Planning Commission hearing of February 9, 2009. Metro has not submitted comments or a request for an analysis.

#### Conclusion

The City has submitted the proposed amendments to Metro at least 45 day prior to the first evidentiary hearing and Metro has made no comments or request on the proposal. This proposal complies with Title 8 of the Metro Functional Plan.

### **SECTION VII CONCLUSION**

The proposed Comprehensive Plan amendments are consistent with applicable criteria and policies of the Community Development Plan; the applicable development code of the Community Development Plan; applicable Metro Urban Growth Management Functional Plan titles, as indicated by the findings contained or referenced in Section VI of this report.

### **SECTION VIII RECOMMENDATION**

Staff recommends **adoption** of the proposed Comprehensive Plan text amendments contained in attached Exhibit 'A'.

*End of Staff Report*



## MEMORANDUM

### URBAN DESIGN & PLANNING Comprehensive Planning

#### ADDENDUM STAFF REPORT TYPE IV HEARING—COMPREHENSIVE PLAN AMENDMENTS FINDINGS, GOALS, POLICIES and ACTION MEASURES AMENDMENTS: DOWNTOWN PLAN PROJECT

To: Mayor Bemis and Members of the Council

From: Mike Abbaté, Urban Design & Planning Director  
Jonathan Harker, AICP, Comprehensive Planning Manager  
Lauren McGuire, Senior Comprehensive Planner  
John Pettis, Associate Comprehensive Planner

Hearing Date: March 3, 2009

Report Date: February 11, 2009

File: CPA 08-294

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On February 9, 2009 the Planning Commission held a public hearing on the proposed Findings, Goals, Policies and Action measures amendments and unanimously recommended that the Council approve the amendments. At the meeting, Planning Commission and the public raised several issues. Staff has developed findings and recommendations to address those issues. The recommendations have been included in Council Bill 05-09 in the Council's March 3 agenda.

This addendum report will address these issues and make recommendations. The addendum report format is as follows: **Issue** – a statement of the issues; **Findings** – a staff finding; and **Recommendation** – staff recommendation regarding the issue. Any proposed new language is underlined.

**Issue 1:** Is the sentence to consider existing older and less competitive retail centers when adding new commercial retail inventory Downtown appropriate for inclusion in the Downtown Plan Findings document?

**Findings:**

Planning Commission expressed concern with the possible misinterpretation of the applicability of the following sentence.

"Care must also be taken that this added inventory does not come at the expense of existing older and less competitive retail centers throughout the 15-minute trade area".

The concern was that this statement could be used to constrain future commercial development Downtown. This statement came from the marketing study of the 2007 Regional Center Development Strategy. This statement did not provide any direction on the proposed Goals, Policies and Action Measures and could be misconstrued.

**Recommendation:**

Staff recommends that the sentence be stricken from the proposed Findings document Volume 1 to avoid confusion regarding the applicability of the sentence as new Downtown development and redevelopment applications are processed at the City.

**Issue 2: Should a Downtown Vision Goal be included in the Goals, Policies and Action in Volume 2 in the Downtown Plan?**

**Findings:**

On January 13, 2009 Urban Design & Planning Services Director Mike Abbate discussed aspirations for the growth of Gresham with City Council. Metro had requested planning feedback from Gresham and other metro area communities in order to inform their future regional planning effort. Staff included a comprehensive goal for Downtown that captures the overarching desired vision for the Downtown in that presentation. Staff also provided aspiration target numbers for jobs and residences as well as a mix of amenities, goods, services for the Downtown. City Council supported that vision.

**Recommendation:**

Staff recommends including the same Downtown Vision Goal language from the January 13<sup>th</sup> presentation to City Council in the Volume 2 Goals, Policies and Action Measures document as noted below to clarify the vision for Downtown.

## **Downtown Vision Goal**

Goal: Downtown will be the recognized center of Gresham, and will include most significant civic and governmental functions, including public parks and the Center for the Arts. It will include large numbers of professional sector jobs, medium and high density residential development and a thriving and unique entertainment, nightlife and shopping district.

Policy 7

Aspire to provide the following in Downtown:

- 6,000 jobs
- 3,300 residences
- A wide variety of amenities, goods and services that will result in the Downtown becoming an "18 hour district".

## **Land Use**

Goal: Make Downtown the recognized business and social center of Gresham as a thriving, unique, mixed-use part of the Regional Center with connection to the Civic Neighborhood.

**Issue 3: Should additional Economic Development Policies and Action Measures be added to Volume 2 to help insure that the Downtown Plan is successfully implemented?**

**Findings:**

The proposed amendments address various mechanisms for implementing the Economic Development Goal by suggesting tools that encourage redevelopment and the creation of more jobs and housing in the Downtown. Testimony and Planning Commission discussion suggested adding or modifying the economic development section to include:

- Leveraging private development with public actions;
- The nature of Capital Improvement Projects;
- Incentives to increase quality development beyond the new design standards; and
- Additional tools that the City can consider for future actions.

**Recommendation:**

Staff is recommending the following additional policy and action measures language to strengthen the policy direction of the Economic Development Goal.

## **Economic Development**

**Policy 2**

Leverage private development by allocating funds and staff to improve public facilities in Downtown.

**Action Measures**

1. Develop a plan for funding the capital improvement projects that are currently unfunded in the Capital Improvements Plan (CIP) as well as projects that are proposed in the new Downtown Plan. Consider one or more of the following tools:
  - d. Applying for appropriate grant funding.
2. Update the CIP to include public projects to implement the Downtown Plan, such as:
  - a. The Center for the Arts and other new parks
  - b. New City Hall
  - c. New Library
  - d. New Street Typologies and street extensions
3. Seek funding to implement measures to encourage more redevelopment and property improvements, such as:
  - c. Develop financial incentives for private developments that exceed minimum standards.
  - d. Consider participation in the Main Street program in cooperation with Gresham Downtown Development Association and Historic Downtown Business Association.



*Urban Design & Planning Services  
City of Gresham*

## **CERTIFICATION OF MAILING**

FILE NO.: CPA 08-294

PROJECT: City of Gresham-Downtown Plan

I, TAMMY J. RICHARDSON, CERTIFY THAT I HAVE MAILED THE  
ATTACHED NOTICE OF ADOPTION TO THE FOLLOWING PARTIES:

**DLCD**  
**Plan Amendment Specialist**  
**635 Capitol Street, NE #150**  
**Salem, OR 97301-2540**

**Metro**  
**Growth Management**  
**600 NE Grand**  
**Portland OR 97232-2736**

**Marc Thornsby**  
**16213 NE San Rafael Dr.**  
**Portland, OR 97230**

**Sue O'Halloran**  
**1505 NW 5<sup>th</sup>**  
**Gresham, OR 97030**

**Dr. Mike McKeel**  
**108 NE 2<sup>nd</sup>**  
**Gresham, OR 97030**

SIGNATURE: Tammy J. Richardson

DATE OF MAILING: April 10, 2009



DLCD

City of Gresham  
Urban Design & Planning  
1333 NW Eastman Parkway  
Gresham OR 97030

**URBAN DESIGN & PLANNING  
COMMUNITY DEVELOPMENT PLAN UPDATE MEMORANDUM**

April 9, 2009

**Community Development Plan Updates – Ordinance 1668 – Industrial Lands Assessment  
Effective 4/2/09**



**VOLUME 2 – POLICIES DOCUMENT Replacement Pages**

**Recycle**

Existing Pages 63 through 72

Existing Appendix G Map

**Replace with attached:**

New Pages 63 through 72

New Appendix G Springwater Plan District Map

If you do not maintain a Volume 2 – Policies Document, please recycle these pages to me.  
Let me know if you have any questions.

Tammy Richardson  
Planning Coordinator  
503.618.2401  
[tammy.richardson@ci.gresham.or.us](mailto:tammy.richardson@ci.gresham.or.us)

## 10.313 INDUSTRIAL LAND USE

### BACKGROUND

#### Statewide Planning Goal 9: Economic Development

*"To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare and prosperity of Oregon's citizens."*

#### Introduction

The following shows that the City of Gresham must undertake a land use strategy which promotes additional family wage job opportunities. This is essential for the City to attain a balance of employment, population and households necessary for a complete and fiscally sustainable community.

#### Employment and Population

In August of 2001, Metro completed an analysis of regional centers in metropolitan Portland and the sub-regions they serve. This analysis evaluated the ratio of jobs to population within four miles of each 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.

A variety of other measures indicate that Gresham and East Multnomah County lag in the number of jobs compared to the rest of Multnomah County and the Portland Metro area. Even though job growth in the last decade was positive, increasing from 27,535 in 1990 to 38,945 in 2000, it did not match the rest of the Metro area. In fact, Gresham's ratio of jobs to population remained almost stagnant. For example, in 1990 Gresham had 6.0% of Multnomah County's jobs and 12.0% of the county's population or a ratio of .5 to 1. In 2000, the City had almost the same ratio with 7.1% of the county's jobs and 13.7% of the population.

Current data also indicates the number of jobs in Gresham is out of balance with the number of households when compared to the rest of the region. In 2000, Gresham had 1.17 jobs for every household – significantly below the county, regional and U.S. ratios. Gresham's jobs to household ratio had actually declined during the period 1980 to 1990 after a decade of annexations and rapid housing growth.

The facts show that Gresham has become more of a bedroom community in the last twenty years. For example, the relatively low number of jobs compared to population and households reveal that the City's 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.

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.

## **Existing Land Use – Need for More Buildable Industrial Land**

In terms of land use, Gresham is predominately a residential community. Land designated for residential use totals about 10,000 acres, or 70% of the City's total land area. Lands designated for industrial/business park uses about 18% of the City, or 2,580 acres. Mixed-use and commercial lands encompass about 1,000 and 725 acres respectively.

Over the past decade, Gresham's supply of vacant industrial land has declined. A 1991 inventory identified a supply of 1,620 vacant acres. In 2000, only 853 vacant acres remained. Environmental, ownership, transportation and other infrastructure constraints limit the suitability of these remaining lands for development. Only 166 acres of vacant land are unconstrained. Furthermore, if access to Interstate 84 through an adequate arterial system is taken into account, only 127 acres of unconstrained land remains.

Parcel size is also a significant industrial development issue. There are only six vacant parcels in Gresham larger than 40 acres. There are 160 parcels smaller than 40 acres, and 102 parcels are less than four acres in size. All of the City's largest industrial parcels have significant development constraints.

A key component of the City's policy strategy of improving its jobs to household ratio is to have more buildable industrial and business park lands. Even under Gresham's low jobs/households ratio, Gresham could face a shortage of developable industrial / business park land. For example, 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 and underdeveloped business park land, leaving a potential net deficit of 19-62 acres.

Gresham is not alone in its shortage of ready-to-build industrial sites. A recently completed Metro "Regional Industrial Land Study, Phase 3 (RILS)" suggests that a regional shortage of industrial land exists. The study forecast a demand for 6,300 net acres over 20 years to meet projected employment needs. 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."

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. 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.

## Regional, State and National Trends

The success of the regional and local area economy depends largely on national economic trends. In 2008 Gresham held an industrial focus group meeting and reviewed how industrial trends had changed since trends were last analyzed in 2002. The following are 2008 trends that Gresham should watch and accommodate, if possible, in its efforts to build a stronger local economy.

- Traditional distinctions between types of industrial and non-industrial activities are not clear. For example, on-site manufacturing is decreasing with many industries shifting to no on-site production. Other emerging industries (such as information services, software design, and research) may not have any manufacturing component but may include (for example) offices and showrooms.
- Many industries are transitioning to flex space in response to economic flux. An example of this could be a company deciding to reduce its production square footage while increasing office and warehouse areas.
- Warehousing and distribution are strong components to existing industries within this area and are anticipated to remain so.
- Industry clusters are becoming more understood and better supported by economic development and marketing interests.
- Information sector uses are increasing within the region (including information/computer technologies, research and design, telecommunications, call centers, data/information processing, publishing, corporate offices, and online information services). Many of these take on the form of office space.
- "Quality matters" is still a valid trend, especially for new industrial developments. This may take on the form of amenities (housing, schools, recreation, etc.) and/or availability of services and appropriate access.
- Skilled workforce availability is a factor in marketing for specific industries. (This is not something that the City can do much about other than to recognize it as a factor. However, support for educational and training programs helps this factor stay viable.)
- Emerging (new or modified) industries applicable to the region include computer hardware/software and electronics, food manufacturing and processing, medical devices and instruments, apparel and outdoor gear design and manufacturing, specialized manufacturing (such as metals, machinery, and transportation), biosciences (including laboratories and research), alternative/renewable energy industries, environmental services and recycling technology, and information technologies. (Several of these use types will be anticipated by the Development Code.) Providing for these types of uses within the Development Code and incorporating some type of similar use determination process for new unidentified uses would be needed.

## **GOALS, POLICIES AND ACTION MEASURES**

### **Industrial Land use**

#### **GOAL**

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

#### **POLICIES**

1. Gresham shall ensure an adequate supply of ready-to-build employment lands. The City shall designate and maintain on its Community Development Plan Map the land base necessary for sustained and diverse economic development and job creation.
2. The City shall acquire a share of the region's jobs at least proportionate to its population growth. The City shall focus on economic sectors and targeted industries that hold the most promise for the creation of a diverse economic base, family wage job growth and career opportunities.
3. Gresham shall actively seek to change its current balance of land uses to at least achieve a ratio of jobs to households on par with that of the rest of the Portland Metropolitan Region.
4. Gresham shall link its land use, transportation and economic development efforts with the need for jobs that match the skills of its workforce.
5. Gresham shall emphasize its need for more employment and a larger tax base as necessary for the City's economic and fiscal sustainability when considering expansion of the Urban Services Boundary.
6. The City shall be able to respond proactively to larger-scale economic development opportunities by having appropriately zoned, ready-to-build industrial / business park sites of appropriate size and location.
7. Gresham shall plan its future land uses and urban services to be the employment and economic center of the East Metro area.
8. Gresham shall regularly update its industrial and business park land supply. The City shall consider re-designating lands that cannot practicably be developed for these uses within the planning period.
9. Gresham's public facility plans shall realistically represent the infrastructure needs of its industrial / business park sites. When services are inadequate, the City shall identify practical means to provide needed services to specific sites and ensure needed long-term, system-wide infrastructure capacity.
10. Gresham shall manage its industrial and employment lands to prevent inappropriate and unrelated retail and office land conversion. The City shall comply with or exceed provisions required by Metro Title 4 (Industrial and Employment Lands) relative to retail and professional service limits.

11. Gresham shall increase the potential for higher employment densities to improve its job to household ratio and make more efficient use of its existing employment lands.
12. The City shall ensure that adequate transportation facilities either are, or can be, provided to existing and future employment lands.
13. The City shall ensure that its economic development, land use planning and regulatory efforts support retention and growth of existing business and also address the needs of small businesses that wish to locate in Gresham.

## ACTION MEASURES

| #  | ACTION MEASURES                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            | On-going Actions | Future Actions                      | Implementers & Partners              |
|----|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------|-------------------------------------|--------------------------------------|
|    | Programs                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                  |                                     |                                      |
| 1. | Maintain a five-year minimum supply of ready-to-build industrial and business park lands. For the longer term, maintain an inventory of vacant and unconstrained land adequate to accommodate the City's 20-year employment projections.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                  | <input checked="" type="checkbox"/> | CEDD, DES, PC, CC, Metro, Mult. Co.  |
| 2. | Take action to attain a larger share of the Portland metropolitan area's employment base with an emphasis on achieving a greater mix of jobs in light industrial and business park uses.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                  | <input checked="" type="checkbox"/> | CEDD, PC, CC, Metro, Mult. Co., ECDD |
| 3. | Develop profiles of targeted industries and other businesses that match Gresham's economic development objectives.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |                  | <input checked="" type="checkbox"/> | CEDD, Metro, ECDD                    |
| 4. | Develop and maintain a current information base of employment lands and their suitability to accommodate industrial, business park and other employment uses.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |                  | <input checked="" type="checkbox"/> | CEDD, DES, Metro                     |
| 5. | <p>Target industrial sectors that have the following characteristics for future location or expansion in the Gresham area:</p> <ul style="list-style-type: none"> <li>a. A strong competitive position relative to the nation currently or demonstrated improvement in competitive standing since 1990.</li> <li>b. Demonstrated high worker productivity or a rate of productivity growth more rapid than has been experienced nationwide by firms within the industrial sector.</li> <li>c. Value added product output that is equal to or greater than 50 percent. This indicates that at least half of the industry's output value is created within the regional economy.</li> <li>d. A high local employment multiplier and/or high forecasted local employment growth. The employment multiplier indicates the level of stimulus that an industry sector provides to supporting employment activity in the local area or region.</li> <li>e. An annual wage level at least equal to the current Metro region-wide average or a demonstration of positive wage growth during the most recent seven years.</li> </ul> |                  | <input checked="" type="checkbox"/> | CEDD, Metro, ECDD, PSU               |

| #   | ACTION MEASURES                                                                                                                                                                                                                                                                                                                                                                                                           | Ongoing Actions                     | Future Actions                      | Implementers and Partners                                           |
|-----|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------|-------------------------------------|---------------------------------------------------------------------|
|     | <b>Programs (continued)</b>                                                                                                                                                                                                                                                                                                                                                                                               |                                     |                                     |                                                                     |
| 6.  | Maintain information necessary to periodically assess the performance of Gresham's industrial, service and retail/commercial sectors compared to the region as a whole.                                                                                                                                                                                                                                                   |                                     | <input checked="" type="checkbox"/> | CEDD, Metro, PSU, OED, ECDD                                         |
| 7.  | Form a "Development Advisory Group" consisting of representatives from Gresham's business community, neighborhood associations, real estate and builders' groups. The "Group" shall periodically meet with City staff to share information, advise participants of development issues and trends, and discuss the effects of City land use policies and regulations.                                                      | <input checked="" type="checkbox"/> |                                     | CEDD, DES, OCM, Neighborhood Association Coalition, Gresham Chamber |
| 8.  | Increase jobs in Gresham at a rate to achieve at least the Metro region's average ratio of jobs to households.                                                                                                                                                                                                                                                                                                            |                                     | <input checked="" type="checkbox"/> | CEDD, DES, Metro, PSU, Gresham Chamber                              |
| 9.  | Ensure that City's Transportation System (TSP) and Public Facility Plans (PFP) identify the public infrastructure needs of the City's existing and future industrial and business park sites.                                                                                                                                                                                                                             |                                     | <input checked="" type="checkbox"/> | CEDD, DES, PC, CC, Metro, Tri-Met                                   |
| 10. | Within Gresham's urban services boundary establish and maintain land use designations on at least two large "ready to build" (serviceable), vacant industrial / business park sites of at least 40 acres in size. These lands shall be unconstrained by natural hazards, sensitive natural resources, size, ownership and topography and practicably capable of being served by requisite public facilities and services. |                                     | <input checked="" type="checkbox"/> | CEDD, DES, PC, CC, Metro                                            |
| 11. | Develop and implement land use, transportation and other actions to promote opportunities for existing and future Gresham residents to live close to where they work.                                                                                                                                                                                                                                                     | <input checked="" type="checkbox"/> |                                     | CEDD, DES, Tri-Met, ODOT, PC, CC                                    |
| 12. | Evaluate the possibility of increasing the value and efficiency of employment lands by allowing the transition to more flex space and office build-out.                                                                                                                                                                                                                                                                   |                                     | <input checked="" type="checkbox"/> | CEDD, PC, CC, PSU                                                   |

| #   | ACTION MEASURES                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | Ongoing Actions | Future Actions                      | Implementers and Partners           |
|-----|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|-------------------------------------|-------------------------------------|
|     | <b>Projects (continued)</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |                 |                                     |                                     |
| 13. | Increase the number of ready-to-build industrial and business park sites through investments in needed infrastructure and environmental protection / mitigation as funds become available.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |                 | <input checked="" type="checkbox"/> | CEDD, DES, OCM, PC, CC, Metro, ECDD |
| 14. | Periodically review land use regulations and policies to ensure that: <ul style="list-style-type: none"> <li>a. Emerging and non-traditional economic activities are not precluded from locating in Gresham, and</li> <li>b. Existing businesses can adapt their operations to respond to changing economic conditions.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |                 | <input checked="" type="checkbox"/> | CEDD, DES, PSU                      |
| 15. | Evaluate land use policies and regulations with the objective of enhancing the flexibility and efficiency of Gresham's industrial and business park employment lands. Possible future actions may include: <ul style="list-style-type: none"> <li>a. Allowing information sector uses to locate on light industrial lands.</li> <li>b. Increasing the amount of land allocated for business park uses.</li> <li>c. Monitor the transition to two industrial land use districts and review for problems or need for corrections.</li> <li>d. Encouraging more employment intensive land uses to locate within and near the MAX corridor.</li> <li>e. Adopting standards to promote more intense business park and industrial development to increase the City's ratio of employees per acre.</li> <li>f. Using, where appropriate, performance-based zoning and development standards.</li> </ul> |                 | <input checked="" type="checkbox"/> | CEDD, DES, PC, CC                   |
| 16. | Evaluate the feasibility of allowing emerging and non-traditional industrial uses to locate within or in close proximity to regional and town centers, transit corridors and other mixed-use districts.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |                 | <input checked="" type="checkbox"/> | CEDD, PC, Metro, PSU                |

| #   | ACTION MEASURES                                                                                                                                                                                                                                                                                                                                                           | Ongoing Actions | Future Actions                      | Implementers & Partners                                                 |
|-----|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|-------------------------------------|-------------------------------------------------------------------------|
|     | <b>Intergovernmental Coordination and Cooperation</b>                                                                                                                                                                                                                                                                                                                     |                 |                                     |                                                                         |
| 17. | When it is determined practicable and in Gresham's economic interests, assert that the City be the provider of urban services to future employment lands brought into the East Metro Area Urban Growth Boundary that are near or next to the City limits.                                                                                                                 |                 | <input checked="" type="checkbox"/> | CEDD, PC, CC, Metro, Mult. Co., Clack Co.                               |
| 18. | Work with Multnomah and Clackamas Counties and other East Metro jurisdictions to ensure that Metro's actions to expand the UGB reflect East County needs for local economic development and employment.                                                                                                                                                                   |                 | <input checked="" type="checkbox"/> | CEDD, PC, Metro, Mult. Co. Clack. Co, Troutdale, Fairview, Wood Village |
| 19. | Coordinate transportation planning and capital expenditure strategies with other agencies and jurisdictions to enhance Gresham's pivotal location advantage regarding transportation opportunities. These include proximity to Interstate 84, U.S. Highway 26, heavy and light rail facilities, the Troutdale and Portland International Airports and the Columbia River. |                 | <input checked="" type="checkbox"/> | CEDD, DES, OCM, Metro, Port of Portland                                 |
| 20. | Coordinate land use planning actions and economic development strategies with private utility providers to make certain of their ability to plan for and deliver energy and telecommunication service, including fiber optics, satellite and high speed internet services.                                                                                                |                 | <input checked="" type="checkbox"/> | CEDD, DES, Private Utilities                                            |
| 21. | Involve local school districts, Mt. Hood Community College and the region's public and private universities in the City's economic development planning efforts. Encourage them to provide education opportunities to meet the work force skill needs of the contemporary and future industrial economy.                                                                  |                 | <input checked="" type="checkbox"/> | CEDD, MHCC, PSU                                                         |

### ABBREVIATIONS

|      |                                                       |
|------|-------------------------------------------------------|
| CC   | Gresham City Council                                  |
| CEDD | Gresham Community and Economic Development Department |
| DES  | Gresham Department of Environmental Services          |
| ECDD | Oregon Economic and Community Development Department  |
| OED  | Oregon Employment Division                            |
| OCM  | Gresham Office of City Manager                        |
| ODOT | Oregon Department of Transportation                   |
| PC   | Gresham Planning Commission                           |
| PSU  | Portland State University                             |

(Amended by Ordinance No. 1553, passed 9/3/02; effective 10/3/02)

(Amended by Ordinance No. 1668, passed 3/3/09; effective 4/2/09)

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## SPRINGWATER PLAN DISTRICT MAP

