

Appendix 40 Transit Corridor Plan

PROJECT BACKGROUND

In the first quarter of the 1996/97 fiscal year the City Council directed the city's long range planning staff to begin work on a land use plan to guide growth and development along the city's transit streets. As stated in the City of Gresham Management Plan the primary purpose of this directive was "increased opportunities for new housing, duplexes, multi-family, mixed use developments, and higher density commercial development along the designated Metro 2040 Transportation Corridors to provide better access to transit, shopping and jobs."

In union with local jurisdictions, the Metro Council adopted, in December, 1995, Regional Urban Growth Goals and Objectives (RUGGOs) and a 2040 Growth Concept Map. Together they provided a policy basis and concept for a desired urban form of development. Metro is an elected regional government that is responsible for addressing issues of metropolitan concern. In 1992, voters adopted a Metro charter making Metro responsible for regional growth management, transportation and land use planning, and requiring adoption of a Regional Framework Plan to address the growth of residents and workers to the year 2040.

In November, 1996, the Metro Council adopted an Urban Growth Management (UGM) Functional Plan. This is a plan to begin implementing the Metro 2040 Growth Concept Map and the RUGGOs. The 2040 Growth Concept Map shows general locations of the types of land uses and density that would be developed in a given area. Metro worked with local government officials and the public in developing the UGM Functional Plan. It requires cities and counties to make changes to their comprehensive land use plans and the zoning ordinances that implement those plans. These changes are required by February 19, 1999.

In the RUGGOs the Corridors design type was described as:

Corridors are not as dense as centers, but also are located along good quality transit lines. They provide a place for densities that are somewhat higher than today and feature a high-quality pedestrian environment and convenient access to transit. Typical new developments would include rowhouses, duplexes, and one to three story office and retail buildings, and average about 25 persons per acre. While some corridors may be continuous, narrow bands of higher-intensity development along arterial roads, others may be more 'nodal', that is, a series of smaller centers at major intersections or other locations along the arterial that have high-quality pedestrian environments, good connections to adjacent neighborhoods and good transit service. So long as the average target densities and uses are allowed and encouraged along the corridor, many different development patterns--nodal or lineal--may meet the corridor objective.

The UGM Functional Plan summarizes the above description as "Along good quality transit lines, corridors feature a high-quality pedestrian environment, convenient access to transit, and somewhat

higher than current densities. Recommended average density is 25 persons per acre.” A Metro growth report describes corridors as having a 360 feet deep coverage off streets with good transit service. The corridors have moderate density and mixed uses (combination of residential and commercial on the same site) are allowed. The UGM Functional Plan requires that for each of the 2040 Growth Concept design types that the city’s comprehensive plan be amended to include the boundaries of each area, determined by the city consistent with the general locations on the 2040 Growth Concept Map.

Additionally the UGM Functional Plan requires the city to have the capacity to accommodate 16,000+ new dwelling units and 23,000+ new jobs through the year 2017.

In late 1994, the City adopted regulations to require new commercial and industrial developments to be more transit, pedestrian and bicycle friendly. At the same time the City designated some of the major streets as transit streets. In the Community Development Plan a transit street is described as “a street which serves a significant function of carrying high volume transit service. The traffic carrying function is secondary to its transit service function. Ease of pedestrian movement and pedestrian safety and transit-supportive development are primary considerations on this type of street. Transit streets are designated on selected streets which currently or are planned to have a high frequency of weekday transit service and some service seven days a week. On transit streets, special transit design criteria will apply to development, as well as citywide standards for transit and pedestrian supportive environment.”

Tri-Met (Tri-County Metropolitan District of Oregon) published a *Planning and Design for Transit Handbook: Guidelines for Implementing Transit Supportive Development* in January, 1996. This handbook sets guidelines for land use and transportation plans as a way of assisting local jurisdictions in implementing the 2040 Growth Concept Plan map (& UGM Functional Plan). It notes that transit supportive development is dense, mixed use development, designed for pedestrians and multiple modes of transportation. Mixed use development combines retail and commercial services, offices, entertainment and residential uses within easy walking distance. This supports transit use, the vitality of business districts and the livability of neighborhoods.

The Handbook provides guidelines for land use along the corridors (as well as the other 2040 Growth Concept map design types). It identifies a number of uses that can be considered transit supportive land uses: single-family residential on lots 5,000 sq. ft. or less, multifamily residential, elderly residential, cultural institutions, day care, government offices, hospitals and medical offices, financial institutions, restaurants and taverns, hotels, business and professional offices, personal services and retail trade and services. Other uses such as clubs and lodges, parks, school and colleges, commercial recreation and entertainment, laboratories, volume discount retail, motels and service stations with convenience retail can be transit supportive with appropriate development standards.

It recommends that concentrating employment and housing on corridors can be achieved by minimum density standards. Within 1/8 mile (660 feet) of a transit corridor (Primary Transit Network or PTN) the recommended average minimum density is 0.5 commercial floor area ratio or 24 dwelling units per acre. Within 1/8 to ¼ mile the recommended average minimum density is 0.25 commercial floor area ratio or 12 dwelling units per acre.

It also recommends increasing the mix of complementary land uses. People are more likely to walk, take a bus, or ride a bicycle if they are able to accomplish several tasks once they reach their destinations.

The Transit Corridor Plan project is both to implement corridors as described by the UGM Functional Plan and put into place “transit-supportive development” land use districts as anticipated by the designation of transit streets. In early 1997, the Growth Management Committee (GMC), a citizen advisory committee began working with city staff to develop the Transit Corridor Plan. The GMC is appointed by Mayor and approved by Council. It consists of six at-large citizens, one professional from the development industry and one member each from the Planning Commission, Transportation, Housing and Parks Citizen Committees. Its purpose is: To advise Planning Commission and Council on proposed comprehensive plan amendments to implement the Metro 2040 functional plans and the final Gresham 2020 Vision Plan.

PURPOSE, GOALS AND BENEFITS

One of the GMC’s first actions was to adopt a purpose statement, a set of project goals and a set of project benefits. The purpose statement and set of goals guided work on the Transit Corridor Plan. They are listed below:

Purpose

To create a 20 year land use plan for future development along Gresham’s transit streets that emphasizes “transit supportive” development supporting Gresham’s progress in becoming a unique, attractive and compact community. The plan will recognize the singular nature of different corridor segment. Transit supportive development is relatively dense, mixed use and designed for the safety and convenience of pedestrians. Under this plan corridors will have slightly more people working and living along them than they do currently, have an assortment of complementary land uses within easy walking distance of one another; and increased pedestrian traffic and transit ridership. The plan will add value to the corridor areas by increasing options to allow people to walk or bike or take transit as well as drive. The plan will also promote economic vitality and neighborhood livability.

Goals

- 1.** Propose land use districts and standards within the corridors that achieve, at a minimum, the housing and employment targets of the Metro Urban Growth Management (UGM) Functional Plan.
- 2.** Consider the viability of and incorporate, as appropriate, the action plans identified in the 1995 *Land Use Alternatives Study*. The purpose of the study was to identify alternative land use patterns that can result in reduced automobile trips and vehicle miles traveled and increased opportunities for alternative modes of transportation.
- 3.** Involve and seek the support of residents, business and property owners, and interested citizens of Gresham in the process of creating and adopting a Corridor Plan.

4. Identify and amend as needed the applicable Plan Policies and Implementation Strategies of the Gresham Community Development Plan as they relate to the Corridor Plan.
5. Ensure compatibility of the Corridor Plan with the Metro UGM Functional Plan, the Gresham 2020 Vision, the Oregon Transportation Rule¹, and related City planning projects.
6. Implement the plan through adoption by the City Council and incorporation into the Gresham Community Development Plan.

Benefits

Achievement of the project goals will result in corridors that are more compact with slightly increased density, mixed use areas and pedestrian oriented design. Development under this new plan can help accomplish a number of benefits for Gresham citizens as future development occurs:

- Increases options for different modes of transportation such as walking and transit and increases opportunities for creating commercial and institutional destinations that are within walking distance. Improves mobility of Gresham's elderly, youth and disabled by providing more travel opportunities for non-automobile drivers.
- Reduces need to expand the Urban Growth Boundary (UGB), thus protecting farmland and open space by encouraging slightly more compact and dense new development.
- Expands mixed use housing and employment opportunities for Gresham residents.
- Promotes business and neighborhood revitalization as investment is directed into existing and emerging areas. Existing market bases increase in size and infill development is more feasible.
- A larger customer base supports better transit service.
- New compact development uses existing infrastructure such as existing sewer and water systems, police and fire services. This is a more efficient use of infrastructure that reduces the need to make expensive new public investments.
- Brings together a variety of complementary land uses within easy walking distance of mixed use business districts and neighborhoods. Development supporting safe, convenient and attractive pedestrian ways that connect destinations in mixed use areas allows workers and residents to walk, cycle or use transit instead of a vehicle to run an errand, go to lunch or shop. This reduces the number and length of vehicle trips.
- Facilitates off peak trips because activities in mixed use districts occur throughout the day and into the evening. Increased ridership can result in better transit service.

¹ The City is updating its Transportation System Plan (TSP) to ensure that Gresham's residents have a variety of transportation opportunities. The updated TSP will plan for a safe and convenient pedestrian environment in areas with a mix of uses near transit streets and stops. The plan also includes the regional Primary Transit Network (PTN). The City's transit streets are, or projects to be by 2017, part of the PTN. The update is mandated by the State and should be completed in 1998/99.

- Attracts visitors enhancing the economic vitality of corridor businesses. Mixed use development provides a convenient mix of services for employees during the day and residents during the evening resulting in a steady flow of customers.
- Promotes neighborhood livability by having activities within easy walking distance. Mixed use development means more choices are available so that residents tend to walk more. This increases the neighborhood's safety, friendliness and livability.
- Encourages transit use and business vitality by providing pedestrian oriented, safe and direct connections between transit stops and destinations.
- Increases the capacity of the existing street system when vehicle trips are replaced by walking, cycling and transit trips.
- Changes and enhances the character of development along the city's major streets.

STUDY AREA

Metro's *Urban Growth* report describes transit corridors as "360 feet deep coverage off streets with 10 min. peak headways, moderate density, mixed uses allowed." The Transit Corridor study area are those parcels within (or partially within) 360 feet of the corridors. The Corridors shown on the 2040 Growth Concept Plan map are also designated as transit streets in the Community Development Plan. Some of the 2040 Growth Concept Plan map corridors go through the Downtown Plan District, the Civic Neighborhood Plan District or the Central Rockwood plan area. Those corridors have been part of recent plan map amendments and were not included in the Transit Corridor Plan project. The following is the list of transit streets that were included in the study¹.

- NE Sandy Blvd. (west City limits to east City limits)
- NE Halsey St. (west City limits to east City limits)
- SE Stark St. (east of 202nd Ave. to Kane)
- E/NW/NE Burnside Ave. (202nd to E. Powell)
- NE Division St. (west City limits to Kane)
- W/E Powell Blvd. (west City limits to Burnside)
- NE 181st Ave. (Sandy to NE Oregon St.)
- SE 182nd Ave. (south of first lot south of Main St. to Powell)
- SE/NE 223rd Ave. (Glisan to NW Fariss Road)
- NW/SW Eastman Pkwy. (Fariss Rd. To Powell)

¹ A map showing the study area is found on the last page of this appendix.

- NE Kane Rd. (Stark to Division)

In the study area staff completed an inventory and prepared maps to show current land uses. Sources for the inventory included Multnomah County Assessor parcel data, City building permit records and field checks. Uses were categorized using Standard Industrial Classification categories for mining; construction; manufacturing; transportation/public utilities; wholesale trade; retail trade, finance, insurance and real estate; services; public administration; single-family residential; multi-family residential; vacant; school; church; community uses; parks; miscellaneous open spaces and city-owned public parking. These maps provided information about particular sites which were used to help determine proposed new districts.

GUIDELINES

The project requires the GMC will recommend a Plan Map Amendment (PMA) to the Planning Commission and City Council. The PMA will change land use designations on some parcels within the Corridor study area.

The GMC decided to use the recently adopted new Corridor districts that were developed as part of the Central Rockwood plan project. The new Corridor districts, which have been applied to transit corridors in Central Rockwood, are consistent with the goals of the project. They accomplish the goals, in part, by establishing minimum residential and commercial densities and by allowing mixed use residential and commercial developments. These corridor districts generally allow the range of uses originally considered in the RUGGOs such as rowhouses, duplexes, and one to three story office and retail buildings, and provide a density that will help corridor average about 25 persons per acre.

The GMC decided to adopt guidelines for their decision making. In general the proposed Corridor district is the Corridor district most similar to the existing land use district designation on the parcel. At the end of this section is a matrix of residential and commercial districts which show a summary of existing districts and the Corridor districts that are most similar to the existing district. Below are a number of guidelines that were used in drafting the proposed changes.

1. Metro's *Urban Growth* report describes transit corridors as "360 feet deep coverage off streets with 10 min. peak headways, moderate density, mixed uses allowed." The Transit Corridor study area are those parcels within (or partially within) 360 feet of the corridors. However, recommending a new corridor land use district will be on a parcel by parcel basis and may not always coincide with the 360 feet dimension. For example, single family neighborhoods facing inward away from the corridor will generally remain Low Density Residential (LDR) even when a single family parcel is within 360 feet of the study area. At other sites a parcel, although outside of the 360 feet area, may be land-locked and for consistency should have the same corridor land use district as applied to the adjacent parcel.
2. Although the LDR District is not a transit corridor district, existing stable single family neighborhoods will retain the current LDR District designation. Stable generally means that there is little vacant land for development and that there are few redevelopable opportunities

(because the value of the house is greater than the value of the land). Also, single family neighborhoods that are located off the corridor (but still within the 360 foot guideline) are more likely to be kept as LDR.

3. The Transit Low Density Residential (TLDR) District can be used on vacant or redevelopable land where small lot single family development is appropriate. It can be used as a transition or compatible area abutting an existing single family neighborhood. The main criteria in designating parcels as TLDR are: 1) the availability of vacant land; 2) likelihood of redevelopment (generally when building value is less than land value); and 3) proximity to the corridor (parcels located directly on the corridor are more likely to be designated TLDR).

The TLDR would also replace the MDR-12 District by allowing manufactured home parks to be added as an allowed use in the TLDR. The MDR-12 now allows manufactured parks at 3.8 minimum to 8.7 maximum dwelling units per acre. To be transit supportive manufactured parks in the TLDR would have a minimum density of around 7 dwelling units per acre with a maximum density of 14 dwelling units per acre. The TLDR already allows manufactured homes on small lot subdivisions at 10 to 20 dwelling units per acre.

4. The Corridor Multi-Family (CMF) District will generally be used where there is existing Moderate Density Residential-24 (MDR-24) District. In some cases it could also be used for existing Office/Residential (OFR) District designations.
5. The Corridor Mixed Use (CMU) designation can replace Neighborhood Commercial (NC), OFR and MDR-24 Districts and well as some smaller GC sites. CMU designations will generally be for small nodes to infill between larger commercial nodes in order to serve the commercial needs of nearby residential areas.
6. The Moderate Commercial (MC) District which allows mixed use and has minimum commercial floor area requirements will generally replace General Commercial (GC) and Extensive Commercial (EC) smaller shopping areas. The current GC and EC do not allow mixed residential and commercial use. Nor do they have minimum commercial floor area requirements.
7. Similarly to MC above, the Community Commercial (CC) generally replaces GC, Exclusive Extensive Commercial (EEC) and EC larger shopping areas. Both the MC and CC site would allow the outdoor commercial uses that are permitted in the EC and EEC land use districts.
8. There are a few sites that are within the Gresham 2040 Regional center and within a ½ miles of an LRT transit stop that were not designated as either Downtown or Civic Neighborhood. These parcels, currently High Density Residential-60 (HDR-60), Transit Development (TD) or GC Districts, would be designated as Station Center (SC) which has similar residential densities and which allows mixed uses.
9. New designations are applied so as to avoid creating nonconforming uses, but in some cases new designations may create non-conforming developments (such as commercial buildings that have building square footage higher than that allowed.)

10. When possible, new designations have like uses face like uses (for example, having residential across the street from residential, and not residential across the street from commercial).
11. When possible, corridor districts are designated along rear lot lines. This is intended to preserve the character of the (primarily single family residential) neighborhoods that lie beyond the 360 foot depth of the corridors and to avoid split zone parcels.
12. There should be at least a neighborhood scale commercial opportunity node at about each ½ mile of the length of the corridor; these nodes would serve nearby residential areas.
13. In general, industrial parcels will not be affected by new corridor designations. However, small industrial parcels that are developed with non-industrial uses may be considered for compatible corridor districts when they do not have industrial development opportunities by being contiguous to vacant industrial parcels.
14. In addition to being a corridor, there is also a “Main Street” Overlay designation for a section of Division. The Main Street Overlay would include design requirements for that section of the corridor. The recent Land Use Alternatives study (prepared by a consultant for the city) suggests that a segment of Stark also be considered for a Main Street Overlay. Since the Main Street Overlays deal primarily with design standards, they will be considered during the second phase of the corridor project.
15. Campus Site design standards will also be considered during the second phase of the corridor project. In addition to new corridor designations, these design standards would potentially apply to sites such as the Legacy hospital on Stark Street.
16. Before applying new designations, Plan Map Amendments will be reviewed to see if there have been recent changes to land use designations.

Residential District Matrix¹

Current Land Use Districts	Corridor Land Use Districts
<p>Low Density Residential. Areas deemed appropriate for single family detached and attached dwellings, manufactured homes and two-unit attached dwellings at an average density of 4,000 to 7,000 square feet (6.22 – 10.89 units per acre).</p>	<p>Transit Low Density Residential. Areas in close proximity to transit service and deemed appropriate for single-family detached and attached dwellings, manufactured homes and two-unit attached dwellings at a development density of 10-20 units per acre.</p>
<p>Moderate Density Residential – 12. Areas deemed appropriate for multi-family housing at a development density of 8.91 to 12.1 units per acre, or manufactured dwelling parks at a density of 3.79 to 8.71 units per acre.</p>	<p>Transit Low Density Residential. <u>In addition to the uses described above</u> which are currently allowed it is proposed to allow manufactured dwelling parks at 7 – 14 units per acre.</p>

¹ Within areas of west Gresham as identified on the map in Section 7.0500 of Volume 4 of the Community Development Plan, attached dwelling rental units are prohibited.

Current Land Use Districts	Corridor Land Use Districts
<p>Moderate Density Residential – 24. Areas deemed appropriate for multi-family and single family attached housing at a development density of 12.1 to 24.07 units per acre.</p>	<p>Corridor Multi-Family. Areas in close proximity to transit service and deemed appropriate for multi-family and single family attached housing at a development density of 12 to 24 units per acre.</p>
<p>Office/Residential. Areas deemed appropriate for multi-family housing at a development density of 8.71 to 12.1 units per acre or business offices or professional clinics. Limited retail and commercial services.</p>	<p>Corridor Mixed-Use. Areas in close proximity to transit service and deemed appropriate for multi-family and single family attached housing at a development density of 12 to 24 units per acre; small-scale commercial development; and mixed residential and commercial development.</p>
<p>High Density Residential – 60. Areas deemed appropriate for multi-family housing at a development density of 20.26 to 60.08 units per acre. Retail sales and commercial services are permitted on the first floor.</p>	<p>Station Center. Areas in close proximity to light rail stations in the Central Rockwood area, which are deemed appropriate for higher-density, transit supportive uses including commercial (retail and service), office, housing at 24 to 60 units per acre, and mixed-use developments. Minimum FAR 0.6.</p>
<p>Transit Development. Areas deemed appropriate for intensive transit related retail, office, and service uses at a minimum .4/1 building floor area to site ratio and residential development at a density of 24.2 to 42.29 units per acre.</p>	

Commercial District Matrix¹

Current Land Use Districts	Corridor Land Use Districts
<p>Neighborhood Commercial. Areas deemed appropriate for commercial activities that serve a local area, and have minimal impact on surrounding residential uses, such as small offices, grocery stores, and personal services. Maximum building sizes range from 3,500 sq. ft. for restaurants, 5,000 sq. ft. for offices and personal services, 10,000 sq. ft. for retail and 35,000 sq. ft. for grocery stores.</p>	<p>Corridor Mixed-Use. Areas in close proximity to transit service and deemed appropriate for multi-family and single family attached housing at a development density of 12 to 24 units per acre; small-scale commercial development; and mixed residential and commercial development. Maximum foot print building size is 10,000 sq. ft.</p>
<p>General Commercial. Areas deemed appropriate for commercial activities that serve the community, including retail trade establishments, offices and clinics, and commercial service establishments.</p>	<p>Moderate Commercial. Areas deemed appropriate for general commercial activities that primarily serve a number of nearby neighborhoods rather than the community as a whole or the region. Maximum 40,000 sq. ft. coverage for any building totally</p>

¹ Within areas of west Gresham as identified on the map in Section 7.0500 of Volume 4 of the Community Development Plan, attached dwelling rental units are prohibited.

Current Land Use Districts	Corridor Land Use Districts
<p>Extensive Commercial. Areas deemed appropriate for commercial activities that require outdoor storage of merchandise exceeding 15% of the business floor area, such as retail trade in automobiles, landscape materials, lumber yards, and services such as equipment rental and storage units. General commercial uses are also permitted in this district.</p> <p>Exclusive Extensive Commercial. Areas deemed appropriate for commercial activities that require outdoor storage of merchandise exceeding 15% of the business floor area, such as retail trade in automobiles, landscape materials, lumber yards, and services such as equipment rental and storage units.</p>	<p>commercial. Outdoor commercial allowed as long as the total site area covered by buildings is no less than 25% of site areas used for outdoor commercial display or storage. Attached residential in conjunction with commercial is also permitted at a density of at least 12 units per acre.</p> <p>Community Commercial. Areas deemed appropriate for a wide variety of commercial activities, including retail, offices and service businesses, that serve the community and adjacent areas. Minimum Outdoor commercial allowed as long as the total site area covered by buildings is no less than 25% of site areas used for outdoor commercial display or storage. Attached residential development in conjunction with commercial is also permitted at a density of at least 12 units per acre.</p>

FINAL PROCESS

The GMC, using Guidelines, did their initial review of maps over three meeting during Fall 1998. During the process they identified particular sites for further discussion based on their knowledge or question and on public testimony. Finally during two October meeting the GMC, with public input, made final recommendations.

Transit Corridor Plan Study Area

