10.300 The Physical Environment

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10.310 LAND USE

Summary of Findings

Land use patterns for most of the city are already established. The size of the city is approximately 13,777 acres and will grow to 14,344 acres if all of the planned annexations are completed. Gresham is a predominantly residential community of single family detached homes. Commercial uses are located along arterial streets and in commercial centers. A relatively stable Central Business District composed of mixed uses exists. Industrial development in the 1980's included several major industrial developments. Some portions of the city are not served by park facilities (Section 3.100 to 3.120 - Findings document).

Policy

It is the City's policy to ensure that an adequate supply of land exists for residential, commercial, office, institutional, industrial, and open space needs.

10.311 RESIDENTIAL LAND USE

(Amended by Ord. 1140 passed 7/18/89; effective 8/17/89)
(Amended by Ord. 1308 passed 4/5/94; effective 5/5/94)
(Amended by Ord. 1387 passed 2/6/96; effective 3/7/96)
(Repealed by Ord. 1620 passed 2/21/06; effective 3/23/06) (see Section 10.600 – Housing)

10.312 COMMERCIAL LAND USE

Summary of Findings

Commercial development is the most rapidly growing sector of the city's economy. Employment in the retail and office/service industries are expected to generate 73% of the forecasted employment growth to the year 2005 adding nearly 6,000 new jobs under the baseline or "most likely" employment forecast. Retail trade is expected to capture 70% of the commercial sector employment growth in the next 20 years. Commercial development is forecasted to need around 240 acres of commercially designated land during that time period.

Growth in Gresham's commercial service businesses reflects the national trend which shows that services are rising in importance as a source of employment over traditional manufacturing industries.

The site requirements of commercial service firms vary according to the size of the business and type of service being provided. Strip commercial development has played a role in providing goods and services to the residents of the city. However, because of the problems associated with strip development, new businesses may be located within existing strips but these commercial areas will not be extended. Businesses in east county tend to be smaller than their counterparts in Multnomah County. Smaller businesses are more likely to be located in multi-tenant buildings than larger businesses, which support the contention for providing sites for commercial centers. For businesses which require high customer visibility there is a need to provide sites for commercial centers along major streets. The Urban Land Institute's locational standards for shopping centers should be considered in designating new sites for commercial development.

Keeping abreast of factors which are taking place in the commercial land marketplace is essential for the maintenance of a healthy climate for economic development. Factors such as the inventory of commercially designated land and the location and size of these properties should be periodically studied to establish whether or not market needs are being met.

The Central Business District once was the center of economic activity in the city. This area has the potential to become the focal point for business and civic activities for the entire east county area.

Commercial development in the city's traditional commercial core should also be supported and promoted (Sections 4.700 to 4.743 - Findings document).

Health and the Built Environment

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses and schools, and plays a role in people's health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses – such as grocery stores, schools, parks, and employment centers – in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

Policy I

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.

Implementation Strategies

1. The City will meet consumer commercial services and retail needs by designating land for the development of regional, community and neighborhood scale centers.
2. The City will promote the redevelopment of commercial strips through the application of traffic management techniques to improve circulation.
3. The City will annually assess the supply of serviceable sites for commercial development to ensure that a three-year supply is maintained for each year of the five-year capital improvements program. If the city finds less than a three year supply, the following actions may be taken:
    a. Change the Capital Improvements Program to add or reschedule projects which make more land serviceable;
    b. Amend the land use map to re-designate more serviceable land for commercial development; or
    c. Reconsider the economic development objectives and amendment of plan policies based on public facility limitations.
4. The City will provide opportunities for commercial uses in high density residential areas along major arterial streets. These commercial uses are to be less intense than the Regional, Town

and Station Center areas. The commercial district intensities should be graduated with the neighborhood type commercial uses being the least intense and the lowest traffic generating, smallest scale "walk-in" types of commercial uses.

5. The City will promote the most intense, focused commercial development in Downtown, Civic Neighborhood and Central Rockwood to take advantage of expected increased population densities in and around these Regional, Town and Station Center areas as a result of the light rail transit system. Downtown will be the focus of retail and office development while transit-oriented retail, service, and office development will be promoted in Civic Neighborhood and Central Rockwood.
6. The City will establish locational criteria for siting commercial development.
7. The City will establish a standard to control the parcelization of large commercial sites which have potential to be developed as regional scale shopping centers.

Policy II

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 neighboring land uses; and promotes good community design.

Implementation Strategies

1. The Community Development Standards document shall establish standards for commercial and office uses to ensure:
   a. Residential areas are buffered from potential adverse effects;
   b. Street access points are consolidated;
   c. Pedestrian circulation and safety is accomplished;
   d. Loading and parking areas are adequate to meet the demand;
   e. Adequate lighting is provided for crime prevention; and
   f. Landscaping is employed to enhance the appearance of the project.
2. The City shall encourage the most intensified commercial development in the city's Downtown, Civic Neighborhood and Rockwood commercial districts. The commercial intensities along the major arterials outside of the Regional, Town and Station Center areas shall be less intense and more appropriate for serving the surrounding neighborhoods while supporting transit facilities.
3. The Community Development Standards document will include a provision which will allow the reduction of off-street parking requirements when it can be demonstrated that the proximity of the proposal to mass transit reduces off-street parking demand.

4. The Community Development Standards document shall establish standards to allow small scale commercial operations to sell produce raised on the property.

Policy III

It is the City's policy to ensure that the supply of commercially designated land meets the market demand.

Implementation Strategy

1. The City will periodically evaluate the supply of commercial land in order to establish whether the inventory includes parcels of adequate size and location to meet market demand. Adjustments to the supply shall be made where findings indicate a need to do so.

Policy IV

It is the policy of the City to identify certain properties as potential sites for a future regional shopping center in order to focus appropriate marketing and public facility planning efforts toward these sites. The property known as the "Zimmerman" and "McGill" sites are identified as sites for a future regional shopping center.

Implementation Strategies

1. The city will assist the private sector in marketing these areas as potential sites for a regional shopping center.
2. The city will assist in the timely extension of public facilities necessary to serve the regional shopping center sites.

(Amended by Ord. 1366 passed 7/11/95; effective 7/11/95)
(Amended by Ord. 1443 passed 5/5/98; effective 6/4/98)
(Amended by Ord. 1695 passed 11/16/10; effective 11/16/10)
(Amended by Ord. 1714 passed 3/6/12; effective 4/5/12)

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.

INDUSTRIAL LAND USE – GOAL, POLICIES, AND ACTION MEASURES

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.		X	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.		X	CEDD, PC, CC Metro, Mult. Co. ECDD
3	Develop profiles of targeted industries and other businesses that match Gresham's economic development objectives.		X	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.		X	CEDD, DES, Metro
5	Target industrial sectors that have the following characteristics for future location or expansion in the Gresham area: a. A strong competitive position relative to the nation currently or demonstrated improvement in competitive standing since 1990. b. Demonstrated high worker productivity or a rate of productivity growth more rapid than has been experienced nationwide by firms within the industrial sector. 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. 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.		X	CEDD, Metro, ECDD, PSU

#	Action Measures	On-going Actions	Future Actions	Implementers & Partners
	Programs			
	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.			
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.		X	CEDD, Metro, PSU, OED, ECDD
7	From 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.	X		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.		X	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.		X	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.		X	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.	X		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.		X	CEDD, PC, CC, PSU
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.		X	CEDD, DES, OCM, PC, CC, Metro, ECDD
14	Periodically review land use regulations and policies to ensure that:		X	CEDD, DES, PSU
	a. Emerging and non-traditional economic activities are not precluded from locating in Gresham, and			

#	Action Measures	On-going Actions	Future Actions	Implementers & Partners
	Programs			
	b. Existing businesses can adapt their operations to respond to changing economic conditions.			
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: a. Allowing information sector uses to locate on light industrial lands. b. Increasing the amount of land allocated for business park uses. c. Monitor the transition to two industrial land use districts and review for problems or need for corrections. d. Encouraging more employment intensive land uses to locate within and near the MAX corridor. e. Adopting standards to promote more intense business park and industrial development to increase the City's ratio of employees per acre. f. Using, where appropriate, performance-based zoning and development standards.		X	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.		X	CEDD, PC, Metro, PSU
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.		X	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.		X	CEDD, PC, Metro, Mult. Co., Clark 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.		X	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		X	CEDD, DES, Private Utilities

#	Action Measures	On-going Actions	Future Actions	Implementers & Partners
	Programs			
	and telecommunication service, including fiber optics, satellite and high speed internet services.			
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.		X	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)

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, polices 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.

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.

> *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.*

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 550 acres. It includes additional properties north of NW Division Street up to the NE Burnside Road Corridor. The new Downtown Plan District area includes all properties between NW Eastman Parkway on the west, NE Hogan Drive on the east, both sides of NE Burnside Road to the north and both sides of E Powell Boulevard to the south.

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 include 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 picked up where the 2007 DRCDS project left off to create a more detailed vision of Downtown's future built environment and public realm. It consisted of a new Land Use Framework Plan and a closer look at urban design. This work provided the basis for the Development Code/Comprehensive Plan amendments that replaced the 1995 Plan.

The Land Use Framework Plan provided 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 included 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 included creating development concepts for specific opportunity areas and producing a Design Manual. These are described as follows:

- The development concepts graphically explored 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 was used to refine the Land Use Framework and to provide key information for developing code changes for Downtown, including design requirements.

- The Design Manual has 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 are general statements that will guide the design of the built environment in Downtown.
    - The design guidelines are design parameters for development in design districts that support the design principles. They are 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 are a set of objective requirements for development that will be very specific. They 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, 2008 and 2009 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.

Health and Built Environment

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses and schools, and plays a role in people's health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses – such as grocery stores, schools, parks, and employment centers – in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

Housing and the Downtown Plan District

In 2013, the City Council Work Plan included a Housing Policy project designed to result in a long term strategy for meeting and investing in Gresham's Housing needs. This project was to address:

- Types and amounts of housing required by various economic segments;
- Housing needs based on current and projected population;
- Existing conditions, challenges and opportunities in the city's Housing market.

The Downtown district contains Gresham's traditional main street and is a designated Metro Regional Center. As a Regional Center, it has the advantage of multi-modal transportation that has the ability to attract growth around station areas and provide transit-oriented housing, employment and services. It is expected that Downtown will continue its development as one of the region's great mixed use areas as well as home to dense housing development.

Since the original Downtown Plan was adopted in 1994, Gresham's Downtown experienced strong housing growth up until the economic recession that began in 2008. As of 2012, Downtown was home

to approximately 350 single family homes (including single family attached units) and 933 multi-family units (including condominiums). Newer projects built in the Downtown tend to achieve sale prices and rental rates which exceed city-wide averages. The most recent amendments, adopted in July of 2009, completely revised the Downtown section of the Development Code and implemented the Downtown Design Standards. These standards and guidelines are used to review all multi-family developments in the Downtown for compliance with the established design principles for the Downtown.

The city has long expressed a desire for more housing in the Downtown, recognizing that additional housing will result in increased vitality and leverage the development of employment opportunities and services. In order to attract more intense development, the City, as part of its overall Housing Policy, will review programs and mechanisms that can potentially prompt denser development in the Downtown. Additionally, as the effects of the economic recession lessen and new housing developments are proposed for the Downtown, staff will continue to review and update the Downtown Design Standards to ensure they are encouraging of new and quality development.

DOWNTOWN PLAN DISTRICT GOALS, POLICIES, AND ACTION MEASURES

DOWNTOWN VISION 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.

Land Use Policies

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:
   - **a.** Significant civic and governmental functions, including parks and the Center for the Arts.
   - **b.** Office buildings that will provide large numbers of professional sector jobs.
   - **c.** Medium and high density residential development that will substantially increase Downtown's population.
   - **d.** A shopping district that offers unique goods, entertainment, cultural activities and nightlife.
2. 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.

3. 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.

4. 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.

5. 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 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. 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.

Urban Design Policies

1. Apply mandatory design standards to Downtown buildings and streetscapes.

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 Bock" (Center for the Arts to MAX).
   e. How adjoining development should relate to Beech Street.
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.
4. Protect the small-scale character of Main Avenue buildings while allowing higher building heights in other appropriate locations Downtown.
5. Create good transitions (e.g. avoid abrupt changes in density, uses, building height, scale, etc.) between districts or neighborhoods
6. Encourage public and private exterior art throughout Downtown such as outdoor sculpture, wall murals, artistic signage and street furniture.
7. Encourage building/site design to feature extensions of the public realm, such as plazas, courtyards and gardens.
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 façade 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.

9. Encourage the incorporation of sustainable design and green development practices in new construction or rehabilitation projects.
10. Designate important viewpoints or view corridors and develop standards for protecting views of Mt. Hood and Gresham Butte.
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.

Urban Design 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.

Transportation & Connections Policies

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.

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.

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.

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.

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.
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.

Transportation & Connections 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.

Parks & People Places Policies

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.

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."

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").

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

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

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.

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.

Parks & People Places 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.

Economic Development Policies

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.

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

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.

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

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.

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.

Economic Development 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.

DOWNTOWN HOUSING GOAL

Downtown will experience increased development of medium to high density quality housing.

Downtown Housing Policies

1. Ensure that Downtown Land Use Districts allow for the medium and high density residential development allowing for a variety of housing types for people of all income levels such that a

vibrant city core will be promoted. Allow the highest densities of housing near the Downtown Core, MAX line, and other transit hubs.

2. Ensure quality housing development through the City's implementation and refinement of its Downtown Design Standards.
3. Allow for housing types that accommodate citizens with special needs such as the elderly and those requiring care for disabilities.
4. Promote home ownership opportunities in the Downtown.
5. Encourage the development of higher end, executive home ownership and rental housing in the Downtown.
6. Incent housing development through all means practical.

Downtown Housing Action Measures

1. Continue to monitor housing development proposals in the Downtown to ensure that the existing Land Use District regulations and Design Standards do not present a barrier to desired housing.
2. Proactively work with developers proposing affordable housing, special needs housing, ownership opportunities and housing rehabilitation projects in the Downtown.
3. Review all forms of potential incentives including, but not limited to, the Transit Oriented Development (TOD) program, fee adjustments, process adjustments and any other partnership opportunities that could provide additional impetus for Downtown housing developments.

(Amended by Ordinance 1354 passed 4/4/95; effective 4/4/95)
(Repealed and Replaced by Ordinance 1671; effective 5/7/09)
(Amended by Ordinance 1675; effective 7/16/09)
(Amended by Ordinance 1714 passed 3/6/12; effective 4/5/12)
(Amended by Ordinance 1735 passed 11/19/13; effective 12/19/13)
(Amended by Ordinance 1841 passed 07/11/2023; effective 08/10/2023)

10.315 OPEN SPACE

Summary of Findings

The Inventory of Significant Natural Resources and Open Spaces contains a number of significant open space sites, including schools, parks, greenways, golf courses, utility sites, and cemeteries.

The natural environment of Gresham provides unique opportunities to develop an integrated open space system. This may include sensitive natural resource and areas hazardous to urban development. Open space designations in areas exhibiting physical constraints on urban development also can reduce erosion and surface water runoff, protect groundwater resources, benefit drainage management, maintain stream flooding capacity, and reduce pollution. While recognizing the need for

certain public facilities within open space areas, such as schools and park improvements, measures are needed which minimize the conversion of open space to other uses and preserve multiple use options such as trails, greenways, and parks use (Sections 3.150 to 3.156 - Findings document).

Policy 1

It is the policy of the City to ensure the availability of sufficient open space for all areas of the city by: working with citizens to identify needs; investigating alternative funding strategies; and involving volunteers, and public and private organizations.

Policy 2

It is the policy of the City to locate open spaces so as to protect natural resources and areas subject to flooding or otherwise inappropriate for development.

Policy 3

It is the policy of the City to develop an interconnected open space system, if possible, and to negotiate conflicts which may arise concerning proposed additions to the open space system.

Implementation Strategies

1. Significant open space areas shall be listed in the Inventory of Significant Natural Areas and Open Spaces and shall be evaluated in terms of their characteristics, potentially conflicting uses, and the economic, social, environmental, and energy consequences of protecting their open space character or of permitting conflicting uses.
2. Significant open space areas shall be designated on the Community Development Special Purpose District Map, using a special purpose Open Space (OS) district designation.
3. The Community Development Code and Standards Volumes shall include measures to restrict development activity in areas designated OS. Such development activity shall be limited generally to developments which serve a public need, can take place with minimal impact on the open space site, and for which there is a lack of suitable alternative sites.
4. Measures shall be included in the Community Development Standards document to enable the city to require the dedication or reservation of suitable open space areas in connection with land division proposals when such areas provide:
    a. An area of like character to that which is developed, which may provide active recreation space;
    b. Sufficient passive open space to protect natural resources at the site and protect development from hazard areas (flood plains and slopes over 35%).

5. Open spaces and greenways shall be used to enhance the accessibility of residential areas, schools and parks by establishing a safe and well-marked trail system which would also connect with significant regional trail systems, such as the 40-Mile Loop.
6. Lands set aside with in developments may remain in private ownership provided:
   a. Portions are sufficiently improved and maintained to offer active recreation opportunities;
   b. They do not interfere with the continuity of or access to adjacent greenway lands;
   c. Easements transferring development rights are dedicated to the public.
7. Flexible design options within developments will be permitted to mitigate the impacts of required open space and recreation land dedicated or reserved.
8. At the option of the city, small residential developments (where setting aside or dedication of open space land is not practicable, and where it would not interfere with interconnections between existing or planned greenways) may make a cash payment to the city in lieu of land dedications. These revenues must be earmarked and applied providing recreation opportunities in the community.
9. Historically and culturally significant sites may be incorporated into the city park system.
10. The city shall investigate multiple-purpose use of public lands such as reservoir sites for recreation and view purposes, where such uses are compatible with the utility installations.
11. The city should obtain 1.3 acres per 1,000 population for neighborhood parks, 2.0 acres per 1,000 population for community parks and 4.0 acres per 1,000 for other open spaces. This standard represents a goal as identified in the 1988 Parks & Recreation Plan.
12. The city shall favor open space transfers of undeveloped land situated between existing greenways at least sufficient to provide pedestrian movement. The city shall attempt to obtain easements for purposes of public access across developed lands situated between greenway segments. Where such easements are not obtainable, a well-signed trail system along public rights-of-way shall be established to interconnect greenway segments.
13. The city will consider only those properties for open space, park and recreational acquisition that can demonstrate a public benefit. Participation in other acquisitions shall be considered by the city according to the site's merits and depending upon public funds. Public open space dedications must meet the criteria as outlined in Section 10.5805 Public Open Space.
14. The city shall coordinate with other agencies to establish joint use agreements or leases on property or facilities that could meet recreational needs.
15. The city shall coordinate with Multnomah County to review tax foreclosure lands for potential open space or recreational uses.

10.316 CITY OF GRESHAM'S HISTORIC RESOURCES

Introduction

The City of Gresham's Historic Resources Inventory was first done in 1987 and later updated in 1990, 1993, 1997 and 1998. The Historic Resources Inventory is used as a management tool for land use decisions involving historic and cultural resources. It also is the City's guide for historic and cultural resource preservation policies.

The inventory is based on a visual overview of the Gresham area, a literature search for historic dates and records, and survey information for each site listed. These sites ranged from historic bridges and cemeteries, to churches, schools, and residences. Of 238 sites inventoried, 191 are residences. The 1987 inventory report served as the basis from which a landmarks inventory, containing the most significant of the city's historic and cultural resources, was prepared.[1]

Background and Discussion

Age of Structures and Cultural Landmarks

Pioneer settlement in Gresham occurred in the late 1800's when the Oregon Trail migrations brought settlers through the region on their way to the Willamette Valley. Many claimed land along the Barlow Road and long a network of roads subsequently constructed throughout east Multnomah County. A few houses and farm buildings of that era still exist.

By the early 1900s, Portland was experiencing enormous population growth. This was largely the result of the 1905 Lewis and Clark Exposition, which gave the City international exposure and established it as a major maritime port.

Booming population and increased affluence prompted owners of large land claims to divide their properties into large "junior acre" lots. These properties were bought by those desiring a rural lifestyle in close proximity to an increasingly urbanized and congested city.

This pattern of development continued until the 1940's along early county roads such as Barker (162nd), Jenne (174th), Stark, Burnside, Division and Powell. Today, many structures of this era still exist, despite the substantial widening of the major arterial streets on which they are located. The large "junior acre" lot patterns are also evident, and these early land divisions continue to have a significant impact on new development.

By the 1950's, demand was increasing for smaller subdivision lots as a result of Federal Housing Authority (FHA) loan programs and suburban growth throughout the metropolitan area. This resulted in new residential subdivisions in Gresham and in unincorporated Multnomah County. Much of this development, especially in the County, took place on the remaining large tracts behind existing "junior

1 The 1987 Historic Resources Inventory Report and its 1991 update are incorporated into this update of the Comprehensive Plan as resource documents. They may be acquired at the City of Gresham Community and Economic Development Department located at 1333 NW Eastman Parkway, Gresham, OR 97030, 503-618-2760.

acre" lots. The majority of the more than 4,500 structures annexed since 1980 to the City were built almost entirely during the 1950's and 60's.

In 2003, Gresham faced the challenge of preserving its historic and cultural resources in the midst of more intense urban development. In part this is due to changing urban development patterns requiring more efficient use of urban lands and transportation resources. State land use law reinforces this future development pattern primarily by requiring urban development to occur within an Urban Growth Boundary.

In 1998, Gresham accepted the responsibility to plan for the urbanization of about 1,500 acres in the Pleasant Valley area that was added to the Urban Growth Boundary. In 2002, the UGB was expanded by another 18,650 acres. Much of this new land is south of Gresham in the vicinity of the communities of Boring and Damascus. In the future several thousand acres are likely to be urbanized as part of Gresham. There are many historic and cultural resources in both of these areas. Clackamas and Multnomah Counties have surveyed some of these resources. There may be others that have yet to be documented. Gresham will have to work with area citizens, interest groups and Multnomah and Clackamas Counties to ensure protection of these important historic resources.

Gresham's Historic Landmark District

This special purpose district designation is applied to historic landmark sites, which have been identified in the Inventory of Historic and Cultural Landmarks. It also applies to property lying north of Interstate 84, where discovery of archeological resources during the course of development is likely. These properties are identified within the City's Historic and Cultural Landmarks Overlay District. They are subject to the provisions of Section 5.030 (Historic and Cultural Landmarks Overlay District) of the Gresham Development Code. Some landmarks with this designation require prior review and approval of proposed exterior alterations. Also, all landmark structures are subject to standards which could delay issuance of demolition permits.

The history of Gresham is reflected both in the city's form and in the buildings and structures constructed over time. As buildings fall into disuse and deterioration, the city's historic and cultural heritage passes into oblivion. Positive public policy is required in order to draw civic attention to Gresham's historic heritage and to provide impetus for preservation and appreciation.

Historic resource planning and protection are especially needed in a city like Gresham, where rapid population growth and development threaten to blur the past and obliterate its tangible evidence. Historical resources play a vital role in establishing a community's identity and enhancing its educational, cultural and aesthetic qualities.

In accordance with Statewide Land Use Goal 5, resources surveyed in the 1987 Historic Resource Inventory Report were evaluated to determine their relative significance in the Gresham area. The most significant of these resources have been designated as landmarks. These landmarks are listed in Figure 1 and described in detail in the inventory of Historic and Cultural Landmarks (Appendix 9), adopted as an appendix to the Community Development Plan. Those listed as Class 1 landmarks are

considered to be the most significant. Six of the Class 1 resources are listed on the National Register of Historic Places. These are the Zimmerman House, the Louise Home, the First Bethel Baptist Church, and the Gedamke Residence, the Carnegie Library and the Dr. Hughes Residence. The Class 2 resources are somewhat less significant but still of considerable value to the community due to their age or architecture.

As described in the Inventory of Historic and Cultural Landmarks, each of these resources is subject to conflicting uses in the form of periodic alterations or demolition. Additional conflicting uses have been documented for some of the landmarks. In order to protect these historic landmarks from conflicting uses, which would result in their being degraded or eliminated, a program has been developed to provide appropriate levels of protection. This program is based on two criteria. First it requires the identification of conflicting land uses allowed within the land use districts in which the landmarks are located. These are land uses for which a development permit could be applied for and if approved would threaten the landmark's historic or cultural value. Second is an analysis of the Economic, Social, Environmental and Energy (ESEE) consequences. This is a study of the consequences that would result from protection of the landmark on the identified conflicting uses and on the landmark itself. The identification of conflicting uses and analysis of the ESEE consequences are part of the "Inventory of Historical and Cultural Landmarks". The ESEE analysis indicates that none of the landmarks are so significant or threatened by impending actions that all conflicting uses should be prohibited. At the same time, all of the landmarks warrant some degree of protection against hasty demolition. Furthermore, those identified as Class 1 landmarks should be protected against major permanent alterations that would adversely affect the character and integrity of their exterior appearance.

Figure 1: Historic and Cultural Landmarks List

Source: Gresham Historic and Cultural Resources Inventory (1990), 93-32-CPA, and Gresham Comprehensive Plan Map

Class 1 Landmarks				
Address	Name	Points	Use	Natl. Register
17111 NE Sandy	Zimmerman House	100	Institutional	Yes
410 N. Main	Carnegie Library	95	Institutional	Yes
1304 E. Powell	William Gedamke House	90	Commercial	Yes
722 NE 162nd	The Louise Home	90	Institutional	Yes
1420 SE Roberts	Anderson House	85	Residential	Yes
3680 SW Towle	Heiney House	85	Residential	
765 SW Walkers Rd	Olson, Charles & Fae House		Residential	Yes
938 SE Roberts	Bernard Witter Residence	85	Residential	
330 W. Powell	W. Gresham Grade School	80	Institutional	
140 SE Roberts	Rev. Thompson Resid.	80	Residential	
1325 W. Powell	J. R. Elkhorn Ranch	75	Residential	
2415 SE Ambleside	Ambleside House	90	Residential	

Class 1 Landmarks				
Address	Name	Points	Use	Natl. Register
43 NW Ave	W. K. Hamilton Residence	70	Residential	
307 NE Kelly	Freeman Property	75	Residential	
1229 W. Powell	Dr. Hughes Residence	65	Residential	Yes
1265 SE Roberts	Judge Stapleton House	80	Residential	
3655 SE Powell	Peterson Residence	80	Residential	
611 NW Wallula	Fred Honey House	75	Residential	
31 NW 11th	Lunceford Residence	80	Residential	
53 NW 12th	Walker Residence	80	Residential	
54 NW 12th	Aldrich/Bliss House	80	Residential	
1801 NE 201st	Lowitt Estate	70	Residential	
2202 SW Pleasant View	Giese House, Workshop & Cellar	50	Residential	
720 NW Division	VanDoninck House		Residential	
42 NW Wilson Ave	Moen House		Residential	
2075 SE Palmblad Rd	Ott House		Residential	Yes
1322 SE 282nd Ave.	Hamlin-Johnson House		Residential	Yes
525 NW Overlook Ave.	Paul E. & Miriam R. Emerick House		Residential	
477 NW Overlook Ave.	Amundsen House		Residential	Yes
103 W. Powell	US Post Office	85	Institutional	
122 N. Main	Duane C. Ely Building	75	Commercial	
58 W. Powell	Gresham Masonic Lodge #152	75	Institutional	
19720 SE Stark	11-Mile marker	75	Object	
23500 SE Stark	13-Mile Marker	75	Object	
25700 SE Stark	14-Mile Marker	75	Object	
1-84 & NE 169th	Pioneer Grave	75	Object	
18706 E Burnside	Satellite Restaurant	70	Object	
101-117 N. Main	Congdon Building	60	Commercial	

(Amended by Ordinance 1194 passed 10-2-90; effective 11-2-90)
(Amended by Ordinance 1414 passed 2-4-97; effective 3-6-97)
(Amended by Ordinance 1456 passed 9-15-98; effective 10-15-98)
(Amended by Ordinance 1658 passed 10-7-08; effective 11-6-08)
(Amended by Ordinance 1685 passed 2-2-10; effective 3-4-10)
(Amended by Ordinance 1696 passed 12-7-10; effective 1-6-11)
(Amended by Ordinance 1777 passed 9-19-17; effective 10-19-17)

To implement this program, measures have been adopted as part of the Community Development Code. These measures seek to involve interested citizens in protecting landmark resources, promote the economic and cultural benefits of historic resources, and designate additional landmark resources as new information is presented.

Cultural Resources

There are few precisely identified or documented archaeological sites in the Gresham area. However, this does not suggest that such sites are non-existent or that indications of human pre-history are lacking. The record of human settlement in the Portland metro area dates back 3,000 years.

The lack of archaeological sites is related to the lifestyles of west coast aboriginal peoples who sustained themselves through nomadic hunting and gathering. Therefore, Native American settlements in Multnomah County were primarily in the flood plain of the Columbia River and Willamette Rivers where there was abundance of seasonal food sources.

Two tribes of Upper Chinook dialect people, the Clackamas and the Cascades, were most common to the local area. These tribes were highly transient, primarily living off of hunting, fishing and trading. Their hunting and gathering range encompassed most present day Multnomah County and throughout the Mount Hood National Forest west of the Cascade Summit.

The majority of known Native-American villages were located on the north bank of the Columbia River. The village closest to present-day Gresham was at the western end of what is now Blue Lake Park. However, signs of early habitation are found throughout the Columbia South Shore area. Fire pit lenses and other isolated finds have been recorded and investigated along the Sandy River and along Deep Creek in northwestern Clackamas County.

In the Willamette Valley archaeological sites are usually found accidentally. This is because of the isolated nature of Native American habitations and campsites plus the vast amount of humus in the forest and flood borne silts in flood plains. However, the State Historic Preservation Office has investigated at least eighteen archaeological sites in the Gresham area. Sufficient data has been gathered to confirm that archaeological resources do exist and that more are likely to be encountered in connection with development activity.

Detailed assessments of the significance of archaeological sites disturbed or discovered in this manner should take place at the time of discovery. At that time, the ESEE consequences of protecting the sire or allowing development can be considered based on the input of qualified professionals and the State Historic Preservation Office.

HISTORIC AND CULTURAL RESOURCES- GOAL, POLICIES, AND ACTION MEASURES

GOAL

Protect and preserve Gresham's historic, archaeological, and cultural resources.

Policies

1. The City shall adopt and maintain an inventory of historic and cultural landmarks to promote and maintain preservation of Gresham's historic and cultural heritage.
2. The City shall provide landmark resources reasonable protection from inappropriate exterior alterations and untimely demolition.
3. The City shall require that it and appropriate others (State Historic Preservation Office (SHPO), Commission on Indian Affairs, Native American Tribes, etc.) be notified of the discovery of archaeological sites.
4. The City shall maintain the Historic Resources Subcommittee to advise the Planning Commission and City Council regarding historic and cultural resource issues and to actively promote preservation of Gresham's historic and cultural heritage.
5. The City shall acquire and maintain Certified Local Government status to help support its historic preservation program.
6. The City shall update its inventory of historic resources and the Historic and Cultural Landmarks List as new areas are annexed into the city and as new historic information becomes available that would make a resource considered non-significant to be significant and worthy or protection.
7. The City shall support enforcement of State laws concerning historic resources (owner consent requirements, etc.).

Action Measures

1. Apply and maintain a "Historic and Cultural Landmarks" overlay district to properties listed on the City's Historic and Cultural Landmarks List.
2. Encourage public knowledge and appreciation of Gresham's unique history and culture through actions and programs such as informative publications, workshops and other events with historic and cultural themes.
3. Periodically update Gresham's Historic and Cultural Landmarks List to assure it accurately reflects all eligible properties including listing all properties on the National Register of Historic Places.
4. Develop a process to add qualified sites and structures to Gresham's Historic and Cultural Landmarks List that are brought into the City through annexation.

(Amended by Ordinance No. 1140 passed 7/18/89; effective 8/17/89)
(Amended by Ordinance No. 1287 passed 6/15/93; effective 7/15/93)
(Repealed and Replaced by Ordinance No. 1592 passed 9/7/04; effective 10/7/04)
(Amended by Ordinance No. 1608 passed 6/21/05; effective 7/21/05)
(Amended by Ordinance No. 1696 passed 12/7/10; effective 1/6/11)

10.317 OFFICE LAND USE

Summary of Findings

Office development in Gresham is locally oriented and relatively small in size. The average office in Gresham has six employees. The average office development in Gresham requires a small site of around 4,000 square feet. There are four separate markets for office development in the city. The first is the small office which often locates in former residences. The second market is large multi-tenant office buildings. The market for the latter has been weak. The third market is office development along commercial strips and in commercial centers. The final office market exists in business park settings. This business park office market is growing rapidly in other areas of the county but has seen only limited growth in Gresham. Nationally, an increasing number of corporate headquarters are being located in business parks (Sections 4.700 to 4.743 - Findings document).

Policy

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

Implementation Strategies

1. The city will establish locational criteria for sitting office development.
2. The Community Development Standards document shall establish the criteria by which a residence may be utilized for home occupations, keeping in mid the protection of the residential character of the area.
3. The city will permit limited retail and commercial services in office developments.
4. Office development should be permitted around major activity centers such as the hospital and college and within industrial developments to accommodate executive, research and development needs.

(Amended by Ord. 1140 passed 7/18/89; effective 8/17/89)

10.318 GRESHAM CIVIC NEIGHBORHOOD

Introduction

Civic Neighborhood, primarily bounded by Burnside Street, Eastman Parkway, Division Street and Wallula Avenue, is a central part of the City of Gresham. The name "Civic Neighborhood" signifies an urban neighborhood which includes uses and features associated with the center of a city; it is an area which embodies civic qualities and is likely to inspire a sense of pride in those who use and enjoy the neighborhood. The mixed-use neighborhood presents some of the best opportunity sites for transit-

oriented development, with two MAX light-rail stations, multiple bus lines serving the neighborhood, and a well-connected public path system leading to surrounding areas. Future development is envisioned to support an urban environment that is multimodal, convenient, and characterized by high-quality buildings and pedestrian friendly streetscapes.

Background

The 1995 Civic Neighborhood Plan

Between 1994-95, the City was joined by Metro, Tri-Met, property owners, and PGE in preparing a mixed-use master plan for the area which became known as the Gresham Civic Neighborhood. The plan outlined a vision of a transit-supported, walkable neighborhood with improved connections to other destinations within Gresham. An important purpose of the plan was to "demonstrate that development of mixed uses at relatively high densities is not only feasible in Gresham, but can offer advantages not found in conventional suburban development".

The Civic Neighborhood Plan was adopted by the City Council in 1995. As part of the plan adoption, implementation strategies under four overarching themes (Land Use, Open Space and Pedestrian Circulation, Transportation, and Civic Neighborhood Character) were identified in order to create in the Civic Neighborhood a mixed-use, transit-oriented urban environment with a strong civic presence.

The 1995 vision was translated into development standards and regulations that were incorporated into the City of Gresham's Development Code (Section 4.1200). In 2008 the City designated the area as a Design District. Since the district's establishment, Civic has been evolving into a transit-oriented neighborhood with multimodal connections to adjacent neighborhoods. With an active transportation network, those who live and work in Civic Neighborhood will generate fewer automobile trips than individuals elsewhere due to the proximity of light rail and the increased convenience of walking and biking to reach nearby goods and services. In creating an active transportation network around higher-density mixed-use developments, Gresham continues to demonstrate the advantages of sustainable development and sets an important precedent for the region.

Health and the Built Environment

In 2011, the City Council Work Plan included a project to examine how City goals and policies related to the built environment affect health, especially related to obesity. The built environment, which includes walkways, bicycle lanes, parks, and open spaces, can offer more opportunities to walk, bike, and use public transit to promote more active lifestyles. Therefore, the built environment plays a role in peoples' health by providing better access and opportunities for physical activity as part of normal routine. Planning for a variety of uses such as grocery stores, schools, parks, and employment centers near where people live increases the opportunity for improved health. Providing these opportunities designed as part of a neighborhood environment that promotes pleasant and safe experiences, increases the likelihood that people will use alternative modes of travel and increase their physical activity.

Housing and the Gresham Civic Neighborhood Plan District

In 2013, the City Council Work Plan included a Housing Policy project designed to result in a long-term strategy for meeting and investing in Gresham's housing needs. This project was aimed to address:

- Types and amounts of housing required by various economic segments;
- Housing needs based on current and projected population; and
- Existing conditions, challenges and opportunities in the City's housing market.

The Civic Neighborhood Plan was adopted by Gresham City Council in 1995. Since the first part of the plan area developed commercially in 1999, it quickly became home to several residential, commercial, and mixed-use developments.

Though Civic Neighborhood experienced rapid commercial and residential development soon after the 1995 Civic Neighborhood Plan was adopted, this development stalled with the 2008 economic downturn. In 2010, a second MAX light-rail station was constructed in the neighborhood at Civic Drive, joining the Gresham City Hall MAX light-rail station, which opened in 1986. The new station provided residents and workers with additional options for access to services and amenities with connections to Downtown and areas throughout the region. In 2006, as part of a public-private partnership, Metro helped to develop The Crossings, a 5-story mixed-use, transit-oriented development with retail and multi-family residential spaces adjacent to the Civic Drive MAX Station.

Several large, vacant or underutilized parcels remain that provide additional opportunities for transit-oriented development at relatively high densities, including several Metro-owned properties with proximity to the Civic Drive MAX light-rail station. One of the largest opportunity sites, the privately-owned "K-Mart property" at the northeast corner of the plan area, will also allow for denser development that will support housing and employment goals.

2018 Vision, Policy, and Design District Update

Beginning in early-2016, the City of Gresham launched a Vision and Design District Update project for Civic Neighborhood and its development regulations. The 2016-2017 process involved four major phases toward updating the vision for the neighborhood, along with development of regulations and design guidelines and standards for the area. These four phases included initial research and analysis; development of an updated vision for the neighborhood; development of design alternatives and implementation strategies; and lastly, regulatory updates that included the adoption of new Civic Neighborhood design guidelines and standards as part of a Development Code update. At each stage, stakeholder input played a key role in determining what the community wanted Civic Neighborhood to be in the future. From this process, an updated neighborhood vision was crafted. The neighborhood vision describes the many aspirations of the community, conveying how the neighborhood will look and feel in the future:

> *"Gresham's Civic Neighborhood is a distinctively urban mixture of uses and people with convenient places to live, work, and shop right next to Downtown. Inviting, tree-lined streets*

lead past high-quality buildings and lively storefronts, next to parks and plazas to meet and play, all designed around an active transportation network, with great public transit, well-connected streets and trails."

Civic Neighborhood's updated vision statement is inspired by existing advantages and opportunities, and the interests and ideas of the community. As part of this updated neighborhood vision, a policy framework plan was developed to provide a general direction to guide new development, growth, and change.

Civic Neighborhood Plan District Goals, Policies, and Action Measures

Vision, Policy, and Design District Update for Civic Neighborhood

In 2016, the City of Gresham launched a Vision and Design District Update project for Civic Neighborhood. The following six general vision components, or neighborhood values, build upon the 2018 neighborhood vision to describe the desired future for the area.

Neighborhood Character

An urban neighborhood and community gathering place for all of Gresham. Civic Neighborhood is a place to celebrate Gresham's most valuable asset: its' people. As a true urban center, the neighborhood has a range of public spaces and amenities that promote social connections and gathering and offers places for local art and culture.

Design

Well-designed buildings and places at a human scale. Civic Neighborhood is characterized by a range of high quality businesses and buildings. The design of buildings is timeless, durable and appealing, at a pedestrian scale and easily accessible. Sustainability is part of the design, with buildings, sites, and public spaces that integrate nature and environmental systems.

Connections

Streets, trails, and transit stations that are connected and welcoming. Civic Neighborhood provides safe environments and connections for people who bike, walk, take transit and drive, with streets and trails that are direct and easy to navigate within and around the neighborhood.

Public and Open Spaces

Integrated public areas and green spaces. Civic Neighborhood features accessible, fun, and welcoming places to gather, play and relax. Green spaces are interwoven throughout the neighborhood and can be seen along streets and sidewalks and in public parks, small plazas, and natural areas.

Land Use

A place for employment, education, shopping, and entertainment. Civic Neighborhood offers a range of options for employment, health care, and higher education. It has a great variety of shops to explore, large and small, with dining, family entertainment and night life.

Housing

A convenient place to live, close to amenities. Civic Neighborhood is a great place to call home. Nearby transit connections support a walkable, active community with proximity to jobs and education. Civic is family friendly, with proximity to a range of convenient amenities that are accessible to all ages. A range of housing options are located throughout the neighborhood.

The following goals and policies inform future actions, projects, and programs to fulfill the vision for Civic Neighborhood.

NEIGHBORHOOD CHARACTER

GOAL

Natural features, public spaces, active streetscapes, and high-quality developments create a strong neighborhood identity and sense of place.

Policies

1. Adjacent to key intersections, major and minor gateways will convey a sense of arrival to the neighborhood through varied building scales, massing, details, and articulation, as well as landmarks, public art, and signage.
2. Connected parks, plazas, open spaces, and natural areas will be located throughout the neighborhood, providing active and iconic spaces for people to gather.
3. The Neighborhood will include enhanced sidewalk spaces with pedestrian amenities that blend the public and private realm to create active, vibrant streetscapes.
4. High-quality, mixed-use developments within the neighborhood will work to catalyze new investment and strengthen the district's identity.
5. Natural features unique to Civic Neighborhood, such as slopes, mature trees, and habitat areas, will be celebrated and integrated with new developments.
6. New developments will celebrate key views from within the neighborhood to Mount Hood and the surrounding buttes and will incorporate context-sensitive design which minimizes the impact of new development on these views.

Action Measures

1. Create design guidelines and standards that support a unique character for the Civic Neighborhood as an urban, mixed-use neighborhood, to be developed over time

2. Encourage new development to take advantage of views to Mount Hood and surrounding buttes by strategically locating open space areas and orienting primary facades. The views of existing development should be considered in the siting of new buildings.
3. Develop guidelines and standards that requires new development to integrate with and preserve (where possible) surrounding natural features, including mature trees, slopes, and views to the surrounding buttes and Mount Hood.

DESIGN

GOAL

Site and building designs create aesthetically pleasing, durable architecture with diverse, timeless designs that enliven the public realm and contribute to a sense of place, neighborhood character, urban sustainability, and pride in the city.

Policies

1. New developments will demonstrate high-quality urban architecture which promotes a unique sense of place in the neighborhood.
2. New developments will provide rhythm and depth in building massing and articulated façade details which are designed at a pedestrian scale.
3. Pedestrian-oriented developments in the Civic Neighborhood will feature large areas of transparency, weather protection, canopies, and architectural elements that increase visual interest, safety, and activate the public realm on street-level facades.
4. Buildings and sites will be developed with innovative and best practices for green building and sustainable urban design. Climate responsive design strategies such as solar access and orientation, multi-modal access, east-wind protection, rain protection, etc. will be incorporated into new developments.
5. Developments will utilize materials that are high-quality, durable, timeless, and attractive and create a sense of authenticity in the building design.
6. Signs will be located and designed such that their materials and detailing complement the design of the building and the use to which they relate.
7. Building frontage and location will be sufficient to activate streetscapes and corners while also allowing for building articulation and active outdoor amenity spaces at the street level.
8. Primary building facades will have a strong connection with the abutting streetscape through strategies such as locating buildings close to the street edge, orienting primary building entrances to streets, and providing pedestrian scaled details and increased transparency at the sidewalk level.

9. Setback requirements will be related to adjacent street classifications to establish active commercial streetscapes, while also allowing for transitions to first floor residential uses.
10. Greater height will be allowed in new development to support desired uses, functional building designs, and urban amenities. Taller buildings will maintain the urban character and human scale of the neighborhood. Building heights are transitioned when adjacent to existing lower-scale residential neighbors on Wallula.
11. Civic Neighborhood will support innovative and shared parking strategies to maximize access to parking and reduce site area dedicated to parking.
12. Off-street parking will be located behind buildings and will be visually minimized adjacent to public spaces and streets.
13. Parking areas will be designed to emphasize pedestrian safety and connectivity.
14. Parking areas will incorporate landscaping and green infrastructure to minimize the impacts of paved areas (i.e., the heat island effect, stormwater runoff, etc.).

Action Measures

1. Develop guidelines and standards for new development and improvements to existing sites and structures, to create site and building designs that engage passers-by and enhance the neighborhoods sense of place.
2. Promote best practices in sustainable design through specific guidelines and standards that encourage reduction in greenhouse gases by reducing energy and water consumption, and waste.
3. Increase allowed heights in Civic Neighborhood, to be comparable to heights allowed in Downtown and Rockwood.
4. Reduce the size and number of parking lots in the neighborhood by encouraging shared parking agreements, establishment of a shared parking district, and construction of public or semi-public multi-level structured parking garages.

CONNECTIONS

GOAL

Interconnected streets, sidewalks, transit routes, and trails form a transportation network to and within the neighborhood that is convenient, safe, and accessible by multiple modes of travel. Streets support multi-modal users, are scaled appropriately for their location, and include frontage designs which support active and engaging public spaces at the pedestrian level.

Policies

1. Civic Neighborhood will include clear and easy-to-access multimodal connections between activity centers in Civic as well as to Downtown Gresham and the regional system of streets, trails, and transit.
2. New development will encourage walking, biking, transit use, and other alternate modes of transportation, and reduce travel distances within the neighborhood, by limiting block lengths and unbroken building facades, and by creating safe and frequent street and rail crossings.
3. Civic Neighborhood will allow visitors who arrive by private vehicle to park once, and access the entire neighborhood conveniently and safely as a pedestrian.
4. The safety and convenience of the pedestrian will be primary considerations in site and building design.
5. Civic Neighborhood will include a hierarchy of street types that support a range of uses and intensities, from primary vehicle routes through the neighborhood to local, multimodal routes and connections unique within the neighborhood.
6. Streetscape designs will be flexible in order to provide maximum accessibility and safety for all users and to allow for alternative uses such as outdoor dining, public plazas, storefront displays, and residential stoops.
7. Civic Neighborhood will provide clearly identifiable wayfinding systems through the designs of streets, public spaces, and buildings and the use of public art and directional signage.

Action Measures

1. Provide street designs unique to Civic Neighborhood that encourage and allow for safe and convenient movement by alternate means of travel other than single occupancy vehicles.
2. Work in cooperation with TriMet and other partner agencies to build a minimum of one additional pedestrian crossing of the MAX tracks to better connect the north and south portions of the neighborhood.
3. Break up large blocks by requiring pedestrian and vehicle connections as part of new development.

PUBLIC AND OPEN SPACES

GOAL

Natural features, parks, plazas, open spaces, paths, and other landscaping features form interconnected public spaces and support an urban tree canopy, enhance recreation opportunities, community health, and social interaction throughout the neighborhood.

Policies

1. Civic Neighborhood will provide opportunities for social interaction and encourage visitors to stay and explore through development of a series of connected plazas, open spaces, and paths that are integrated throughout the neighborhood,
2. Public gathering spaces at a variety of scales will support a range of social and recreational opportunities for residents and visitors.
3. Well-defined gathering spaces that provide high levels of visibility within programmed spaces will create a safe and welcoming environment.
4. Significant amounts of landscaping will be incorporated into the design of sites and pedestrian areas, with spaces sized to support passive and active outdoor recreation opportunities for the uses on site.
5. Natural features and man-made elements, such as landscaping and stormwater facilities, will enhance sites and create passive and active green spaces which encourage social interaction on site.
6. Civic Neighborhood will allow for flexibility in building siting where public spaces are provided, and/or natural features are protected.

Action Measures

1. Work with new development to incorporate appropriately scaled on-site open space for residents, and where appropriate, the community.
2. Require new development adjacent to the Civic Drive MAX stations to include development of a new half- to one-acre plaza located to the north of the station.
3. Through available funding mechanisms, create a new neighborhood park that provides both active and passive recreation opportunities for residents.
4. Through specific guidelines and standards, promote best practices in sustainable site design to reduce water and energy consumption.

LAND USE

GOAL

Commercial, residential, institutional, and office uses all fit together at different scales and development intensities to support a diverse population and provide multiple options for jobs, housing, shopping, and services.

Policies

1. New vertical and horizontal mixed-use projects will be designed to place the most active uses adjacent to the street to support an engaging public realm.

2. An active, pedestrian-scaled first floor will support a wide variety of uses that allows for transitions between public and private spaces.
3. New developments will include building floor plates at a variety of complementary sizes and scales to support varied functions including residential, commercial, office, entertainment, food, education, small-scale manufacturing and maker spaces, medical, institutional, civic, and mixed uses.
4. New developments will support convenient urban living opportunities by providing multiple housing types with a variety of scales, intensities, and ownership structures to encourage a mix of residents, including attached townhomes, live-work units, condominiums, and multifamily apartments. Housing is provided as both multi-family developments and integrated as part of mixed-use projects.
5. Civic Neighborhood will welcome a mix of office uses including start-ups, co-working environments, information services, traditional term-lease office tenants, and business headquarters.
6. Civic Neighborhood will provide community-oriented uses which include urban service amenities such as micro-food production and brewing or distilling venues with dining and entertainment.

Action Measures

1. Develop a new Civic Neighborhood Plan District plan map that allows for intense development adjacent to public transit and a greater variety of uses within the neighborhood.
2. Develop Civic Neighborhood Design Guidelines and Standards which allow, and encourage, the best in urban living – providing a mix of uses that provides opportunities for employment, recreation, and housing in the neighborhood.
3. Actively encourage and incentivize through reduced zoning barriers, the development of recreation and entertainment opportunities in the neighborhood.

HOUSING

GOAL

Civic Neighborhood will continue to be developed with medium- to high-density, quality housing that complements its mixed-use transit-oriented character.

Policies

1. Civic Neighborhood land use regulations will provide for a mix of housing types that support a transit-oriented mixed-use neighborhood.

2. Civic Neighborhood will allow for housing types that accommodate residents with special needs, such as the elderly and those with disabilities.
3. New developments will promote home ownership opportunities in Civic Neighborhood.
4. Civic Neighborhood land use regulations will encourage the development of a variety of housing types for different income levels, including market rate and workforce and low and moderate income housing in the neighborhood.
5. The City of Gresham will support innovative, quality housing developments in Civic Neighborhood through the use of practical incentives.

Action Measures

1. Create design guidelines and standards for residential development that are specific to the Civic Neighborhood.
2. Proactively work with and communicate to the development community to ensure that the urban character of Civic Neighborhood is supported and enhanced as part of all new residential and mixed-use development.
3. Review all forms of potential incentives including, but not limited to, the transit-oriented development program, fee adjustments, process adjustments and any other partnership opportunities that could provide additional impetus for Civic Neighborhood housing developments.

(Section 10.318 added by Ord. 1366 passed 7/11/95; effective 7/11/95)
(Amended by Ordinance 1714 passed 3/6/12; effective 4/5/12)
(Amended by Ordinance 1735 passed 11/19/13; effective 12/19/13)
(Amended by Ordinance 1782 passed 04/17/18; effective 05/17/18)
(Amended by Ordinance 1841 passed 07/11/2023; effective 08/10/2023)

10.319 CENTRAL ROCKWOOD AREA

Summary of Findings

The Central Rockwood Area is identified in Appendix 39, Volume 1 of the Community Development Plan. This area is focused on the triangle formed by SE 181st Ave., E. Burnside, and SE Stark, but also includes the Rockwood area MAX stations and land within roughly one-half mile of those stations. Unlike the historic core of downtown Gresham, most of Central Rockwood was developed after World War II, when the patterns of land use were driven by a desire to accommodate convenient use of the automobile. To some extent, the area went directly from farmland and open space to suburban subdivisions, strip malls, and high-volume arterial streets over the period from roughly 1950 - 1990. Nearly all of the few older buildings and landmarks which had provided a visual link to Rockwood's origins as a rural crossroads community were removed. The result has been an auto-oriented, low-profile patchwork of land uses and activities which are often poorly integrated and visually

unappealing. Although there is little vacant land in Central Rockwood, much of the developed property is inefficiently used.

For these and other reasons, the Central Rockwood area has suffered from a lack of focus and identity. Its role in mid-Multnomah County and, more recently, in Gresham has been poorly defined. This began to change in 1986 with the appearance of MAX light rail transit service, and again in 1992, with completion of the Gresham 2020 Vision. The MAX line had the effect of linking Central Rockwood much more closely to the rest of the region, and in particular to the regional employment center in central Portland. The 2020 Vision acknowledged Rockwood's importance as a part of Gresham, and gave it a specific role to play. Central Rockwood was identified as a sub-center of Gresham, second only to the downtown and Civic Center areas in terms of development density and activity levels. It was envisioned as a "live-work" district, where jobs, commercial services and a variety of housing would be encouraged. The organizing principle for the future was to consist of two basic elements: a new "community center" focal point at the triangle formed by NE 181st, Burnside, and Stark, and a strong orientation to the existing MAX stations.

Health and the Built Environment

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses and schools, and plays a role in people's health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses – such as grocery stores, schools, parks, and employment centers – in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

Central Rockwood Plan Purpose

The primary purpose of the Central Rockwood Plan is to serve as the means by which the vision of Rockwood's future is made real. Over the next 25 years the image and character of Rockwood will change significantly as this process of bringing the vision to reality is carried out. The following policies and implementation strategies express the city's commitment to upgrading the image and character of Central Rockwood. Additional applicable design policies and implementation strategies can be found in Volume 2, Policies, Section 10.413.4 Design Standards for Development in the Rockwood Design District.

Housing and the Central Rockwood Plan District

In 2013, The City Council Work Plan included a Housing Policy project designed to result in a long term strategy for meeting and investing in Gresham's Housing needs. This project was to address:

- Types and amounts of housing required by various economic segments;
- Housing needs based on current and projected population;
- Existing conditions, challenges and opportunities in the city's Housing market.

Rockwood is a West Gresham neighborhood characterized by the confluence of several arterials, the MAX line and some older housing stock, much of which was developed prior to its annexation into the city. Rockwood has a higher rate of poverty and lower property values and lower housing costs than other parts of the city. It is also a Metro Town Center that has the potential for significant residential, commercial and mixed use development.

In 2003, the City voted to designate much of the neighborhood in an Urban Renewal District to provide funding tools to address the area's opportunities and challenges. In 2011, Rockwood Design Standards were implemented. These standards regulate the construction of most multifamily development. In 2013, the City is in the process of reviewing the Central Rockwood Plan to assess its implementation.

Rockwood's housing stock is older, some of it characterized by inadequate maintenance. As of 2012, over 500 subsidized affordable units were provided by non-profit agencies in the Rockwood neighborhood. Average rents are lower than other places in the city.

Aside from the multi-family developments in Rockwood, there are pockets of well-established and often well maintained mid-century single family homes in the area. The sale price of detached single family homes is generally lower than that of the rest of the city.

Rockwood is the home to recent developments that were constructed using transit design standards, with most developments being of a mid to higher density.

The City is committed to the rehabilitation of older units in Rockwood when that rehabilitation is feasible and of benefit to the overall area. Since 2007, a Rental Housing Inspection Program has been in place which subjects properties to periodic mandatory inspection. Other incentive programs may be of additional benefit.

ROCKWOOD HOUSING GOAL

Rockwood will be developed with new quality housing and existing good quality housing will be preserved or rehabilitated when of benefit to Gresham.

Rockwood Housing Policies

1. Ensure that the Rockwood land use regulations and design standards provide for a variety of housing types for people of all income levels that supports a transit oriented mixed use neighborhood.
2. Allow for housing types that accommodate citizens with special needs, such as the elderly and those requiring care for disabilities.
3. Promote home ownership opportunities in Rockwood.

4. Encourage the rehabilitation or redevelopment of Rockwood's older housing stock whenever feasible.
5. Incent quality Rockwood housing development through all means practical.

Rockwood Housing Action Measures

1. Proactively work with developers proposing affordable housing, special needs housing, ownership opportunities and housing rehabilitation projects in Rockwood.
2. Proactively work with developers proposing all new residential projects and rehabilitation projects in Rockwood to ensure that quality in site design and construction is promoted. Develop an outreach program that will invite property owners and managers to discuss potential site and building upgrades with City staff.
3. Promote the development of moderately priced housing that can serve as a mechanism for citizens desiring transition from renting to home ownership.
4. Review all forms of potential incentives including the TOD program, fee adjustments, process adjustments and any other partnership opportunities that could provide additional impetus for Rockwood's housing developments.
5. Implement housing programs which require maintenance of existing and future residential developments.
6. Allow for the highest residential densities within the Rockwood Town Center district, Station Center, and adjacent to other existing light rail stations.
7. Permit and encourage moderate density residential development along bus transit corridors.
8. Permit and encourage owner-occupied housing throughout Central Rockwood.

Central Rockwood Image and Character Policy

The City will seek to build a positive, productive image for Central Rockwood within Gresham and the larger metropolitan area, in accordance with the Gresham 2020 vision and the Metro Regional 2040 Plan.

Implementation Strategies

1. Amend the Community Development Plan and Map to permit and encourage intensive, high-quality commercial, residential, and mixed-use development within the Central Rockwood area.
2. Require high-quality design and construction of all new developments through the use of site design review standards, criteria, and procedures.
3. Prepare and implement a formal redevelopment plan for the Town Center triangle, bounded by NE 181st, Burnside, and Stark. This plan shall include consideration of features and design

elements as specified in the Proposed Redevelopment Program for the Rockwood Town Center Triangle, prepared as part of the Central Rockwood Plan.

4. Design and install public improvements that are attractive, pedestrian-friendly, transit-supportive, and responsive to the needs of the area.
5. Create networks of safe and comfortable pedestrian ways and streets that link Central Rockwood's neighborhoods, commercial areas, transit facilities, parks, and open spaces, and other important features.
6. Support and encourage the formation of Central Rockwood area neighborhood associations and a Central Rockwood business association.
7. Prepare and adopt a detailed action plan to ensure that actions called for in the Central Rockwood Plan are carried out (see Rockwood Action Plan Policy, below).

Rockwood Action Plan Policy

It is the City's policy to implement the Central Rockwood Plan through a follow-up action plan.

Implementation Strategies

1. Immediately following adoption of the Central Rockwood Plan, an action plan for implementation of the plan will be prepared for adoption by the City Council.
2. The Rockwood Action Plan will include the following:
    - Identification of short-term tasks, programs, and actions needed to implement the Central Rockwood Plan
    - Identification of resources available to support implementation
    - Identification of agencies, organizations, and persons who will be responsible for taking specific actions to implement the plan
    - A schedule for undertaking and completing identified tasks, programs, and actions
3. An advisory task force will assist the City in formulation of the action plan and in its implementation.

Central Rockwood Land Use Policy

The City will permit and encourage land use types and intensities of use which accommodate forecast growth, support creation of a pedestrian-friendly, transit-oriented live/work district, and are otherwise consistent with the Gresham 2020 Vision and the Metro Region 2040 Functional Plan.

Implementation Strategies

1. Designate a Rockwood Town Center district which is centered on and around the triangle formed by NE 181st Ave., Stark, and Burnside. Make this the focal point for Central Rockwood, by permitting and encouraging a variety of residential, commercial, mixed-use, and civic uses.
2. Establish minimum floor area ratios for new commercial and mixed-use developments to ensure intensive development within the Rockwood Town Center and on sites near light rail stations.
3. Limit commercial development in bus transit corridors in order to minimize traffic and to direct most new commercial development to the Town Center and to MAX station centers. Allow for limited amounts of small, neighborhood-oriented commercial uses and mixed-use developments at key locations within these corridors.
4. Designate commercial nodes around the intersections of 181st Ave. and Glisan, at 162nd Ave. and Glisan, and at 162nd Ave. and Stark. Limit the size and scale of commercial development at the 162nd Ave. commercial nodes, so that all Central Rockwood commercial districts complement one another and support the status of the Town Center as the primary focus of major, new commercial uses. Permit multi-family residential development as an adjunct to commercial uses in these districts.
5. Prohibit or strictly limit industrial and auto-oriented uses in order to promote a more intensive and pedestrian-friendly pattern of land uses. Permit smaller-scale industrial uses (excluding storage and warehousing) and auto-dependent uses within the Ruby Junction station center as interim uses, and so that light rail transit may serve as a convenience to employees and customers of these businesses.
6. Ensure the thorough application of site design standards and criteria of Volumes 3 and 4 of the Community Development Plan to upgrade the appearance and function of all parts of the Central Rockwood area. Require the design and construction of all new commercial, multi-family residential, and mixed-use developments to be pedestrian-friendly, transit-supportive, and as compatible as possible with adjacent uses.

Central Rockwood Transportation Policy

Provide for transportation systems and options in Central Rockwood which emphasize improved street connectivity, an enhanced pedestrian environment, and convenient access to transit service.

Implementation Strategies

1. The City will seek to extend public streets as shown on Figure 2 of Appendix 39 – Volume 1, through adoption of a future streets plan.

2. Transit design standards of Sec. 3.1140(B) shall apply to new commercial, mixed-use attached dwelling residential, light industrial, and community service uses throughout the Central Rockwood Plan area.
3. The City will work with Multnomah County to ensure that future street reconstruction projects affecting NE 181st Ave., Burnside, and SE Stark St. in the vicinity of the Town Center Triangle take into consideration design features for Regional Main Streets as recommended by Metro.
4. Public works design standards shall be prepared for new and reconstructed collector and local streets in Central Rockwood. These standards shall incorporate such features as wide sidewalks, street trees, pedestrian-scale lighting, and other features designed to create a safe and pleasant pedestrian environment.

Central Rockwood Parks and Recreation Policy

The City will seek to improve the community and quality of life of current and future residents including youth, seniors and families of the Central Rockwood area by providing parks and recreation facilities and by supporting the creation of a high-quality pedestrian district.

Park and recreation facilities may include but are not limited to: urban plazas, pocket parks, recreations centers, joint use facilities, open space and pedestrian access ways.

Implementation Strategies

1. A variety of park and recreational facilities, as defined in the Parks, Recreation and Open Space Master Plan, will be pursued in the vicinities shown on Figure 3 of Appendix 39, Volume 1 of the Community Development Plan.
2. The highest priority for acquisition and development of future park and recreation facilities in the Central Rockwood Plan area shall be in the Town Center district and in the Station Centers.
3. Park and recreation facilities will be required as a part of the basic infrastructure to satisfy the needs of the community and specifically to support the proposed private development. Incentives will be promoted and provided to multifamily, residential, and commercial developments to provide and develop park and recreational sites.
4. Partnerships with business, other agencies, and organizations will be promoted in order to provide quality levels of Parks and Recreation service and facilities in Central Rockwood. Staff resources will be provided to research, develop and support additional funding opportunities and creative alternatives for providing park and recreation facilities and services.
5. The Parks, Recreation and Open Space Master Plan will be amended to acknowledge the need for and identification of additional parks and open space facilities in Central Rockwood and also in support of the creation of a successful pedestrian district.
6. Staff resources will be provided to develop criteria for site selection and to investigate, acquire and develop potential sites.

Central Rockwood Social Issues Policy

The City will work with citizens and community groups of the Central Rockwood area to identify social needs and issues, and will be supportive in developing strategies to address these needs and issues.

Implementation Strategies

1. The Rockwood Action Plan will support and encourage community-based efforts to identify and address critical social issues of Central Rockwood, including public safety.
2. As specific social needs of the citizens of Central Rockwood are identified, the city will consider amendments to the policies and implementation strategies of the Community Development Plan, and to the Rockwood Action Plan as appropriate in response to citizen-based initiatives.

(Added by Ordinance 1443, passed 5/5/98; effective 6/4/98)
(Amended by Ordinance 1710; effective 12/1/11)
(Amended by Ordinance 1714; effective 4/5/12)
(Amended by Ordinance 1735; effective 12/19/13)

10.319.1 TRANSIT CORRIDOR PLAN AREA

Summary of Findings

The City has designated transit streets in the Gresham Community Development Plan. Transit streets serve a significant function of carrying high volume transit service. The traffic carrying function is secondary to the transit service function. Ease of pedestrian movement, pedestrian safety and transit-supportive development are primary considerations of transit streets.

The Metro Council, in November 1996, adopted the Urban Growth Management (UGM) Functional Plan. This plan begins implementation of the 2040 Growth Concept Plan map and the Regional Urban Growth Goals and Objectives (RUGGOs). It requires Gresham to make changes to the Gresham Community Development Plan. The UGM Functional Plan and the 2040 Growth Concept map define corridors which, in Gresham, coincide with the City's transit streets.

Corridors are along good quality transit lines, feature a high-quality pedestrian environment and convenient access to transit. Typical new developments include rowhouses, duplexes, 1-3 story office and retail buildings and mixed commercial and residential use developments. Recommended average density is 25 persons per acre. The 2040 Growth Concept map generally included parcels within (or partially within) 360 feet of the street right-of-way in the Corridor district.

Tri-Met's *Planning and Design for Transit Handbook* (January 1996), suggests land use and transportation guidelines for the purpose of assisting local jurisdictions in implementing the 2040 Growth Concept map. Its guidelines, as they relate to transit corridors, recommend that within 1/8 of a mile (660 feet) of a transit street (primary transit network) the average minimum density be a 0.5 commercial floor area ratio or 24 dwelling units per acre; recommend that employment and housing

be concentrated on corridors; the land uses that generate pedestrian and transit ridership be encouraged; and that there be an increase in the mix of complementary land uses.

A number of benefits can result by designating land use districts along corridors, which are slightly denser, allow mixed uses and are designed for pedestrians. These include increased options for different modes of transportation; improved mobility of elderly, youth and disabled; reduced Urban Growth Boundary (UGB) expansion to protect farmland and open space; expanded mixed use housing and employment opportunities; promoting business and neighborhood revitalization as existing market bases increase in size and infill development is more feasible; supporting better transit service -- more off peak trips and increased ridership results in better transit service; and more efficient use of existing sewer, water, police and fire infrastructure; promoting neighborhood livability -- mixed use development means more choices so that residents walk more and increases neighborhood's safety and friendliness; increasing the capacity of the existing street system when vehicle trips are replaced by walking, cycling and transit; and enhancing the economic vitality of corridor businesses as mixed use development means services for employees during the day and for residents during the evening resulting in a steady flow of customers.

Health and the Built Environment

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses and schools, and plays a role in people's health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses – such as grocery stores, schools, parks, and employment centers – in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

Policy 1

The City will permit and encourage land use types and intensities of use which support creation of transit supportive development along the city's transit streets, accommodate forecast growth and are otherwise consistent with the Urban Growth Management Functional Plan and the 2040 Growth Concept Map.

Policy 2

The City will seek to create a mix of complementary land uses within easy walking distance of mixed use districts and neighborhoods along the city's transit streets.

Implementation Strategies

1. The City shall seek to identify commercial and residential parcels within or partially within 360 feet of transit corridors where corridor land use districts can be applied.
2. Corridor districts define minimum and maximum residential and commercial densities and may allow mixed uses. Corridor land use districts include the Transit Low Density Residential (TLDR), Corridor Multi-Family (CMF), Corridor Mixed Use (CMU), Moderate Commercial (MC) and Community Commercial (CC) Districts. Within ¼ mile of a light rail station center the Station Center (SC) District can be included.
3. The City shall seek to identify areas along the transit corridors where there is a gap of more than ½ mile between commercial districts and where mixed use corridor land uses can be applied to fill in such gaps.

(Added by Ordinance 1467 passed 12/29/98; effective 2/4/99)
(Amended by Ordinance 1714; effective 4/5/12)

10.320 TRANSPORTATION SYSTEM

Summary of Findings

Gresham has evolved from a small agricultural community to the Portland Metro region's second largest city and Oregon's fourth largest city. It has experienced rapid population growth over the past three decades, growing from 33,005 residents in 1980 to 105,594 in 2010; a 220% increase. Gresham's transportation system likewise has evolved from a quiet two-lane rural road system into a busy multimodal network of 5-lane arterials, an interstate freeway, a light rail transit trunk line, and major heavy rail service. With rapid urbanization, the transportation system has been hard pressed to keep up with the pace of growth. Because Gresham will continue to be a high growth part of the metropolitan area, it is critical to plan, maintain, and improve the area's major transportation system continuously and cooperatively, as area traffic and transit use inevitably increase.

A balanced transportation system provides alternative types of transportation services and facilities for area residents, travelers, and commerce. The City is involved in making decisions with respect to state, county, and city transportation improvements, active transportation, public transportation, and heavy rail service. In planning the transportation system, environmental impacts and social consequences should be mitigated and cost, safety, and efficiency factors considered to support economic growth and to enhance aesthetic quality. The transportation goals, policies, action measures and projects described in Volumes 2 and 4 of the Community Development Plan are consistent with the Comprehensive Plan and are needed to support land uses designated in the Comprehensive Plan.

Health and the Built Environment

In 2011, the City Council Work Plan included a project to examine how city goals and policies related to the built environment affect health, especially related to obesity. The built environment includes sidewalks, bike lanes, parks, land uses and schools, and plays a role in people's health by providing access to food options and opportunities for physical activity as part of normal routine. Opportunities to walk, bike and use transit promote active living and a healthier lifestyle. A well-designed and planned variety of uses – such as grocery stores, schools, parks, and employment centers – in close proximity to where people live increases the opportunity for active living. Providing these opportunities, ensuring they are part of a complete network, and ensuring they are designed to promote pleasant and safe experiences increases the likelihood that people will use these modes of travel and increase their physical activity.

Purpose

The purpose of these goals, policies and action measures is to outline the processes the city will use in order to achieve its goal of a balanced, coordinated, safe and efficient transportation system.

This section provides goals, policies and action measures that together will guide transportation decisions in Gresham. This section does not contain specific project recommendations, but rather provides a basis for assessing the transportation needs of the community as it develops.

The goals, policies and action measures are grouped into a series of broad system categories: Transportation System, Street System, Transit System, Bicycle System, Pedestrian System, Travel Demand Management, Transportation Systems Management/ Intelligent Transportation Systems, Parking Management, Truck and Rail Freight System, Passenger Rail, Air Transportation System, and Pipeline System. All of the goals, policies and action measures support one or more of the guiding principles and will ensure the vision is ultimately achieved. The transportation system goals and policies provide direction to the development of the overall transportation system and define how the various components of the system will be assembled. The goals and policies assembled under the individual system elements are generally founded on more specific modal needs.

GOALS

1. ***Ensure the transportation system provides a safe, secure and attractive travel experience that supports livability and community interaction.***
2. ***Ensure access and mobility by increasing multimodal travel options and providing a continuous, interconnected transportation system.***
3. ***Facilitate development of a transportation system that aligns with adopted local and regional land use plans, is responsive to the surrounding community and is cost effective to develop and maintain.***

Policy 1

Develop and promote a balanced transportation system that provides a variety of travel options and reduces the need to rely on automobiles.

Action Measures

1. Develop a multimodal transportation system that enables people walking, biking, taking transit and driving to feel equally safe and comfortable.
2. Provide and promote a range of viable transportation options that respond to all communities' needs for access, mobility, safety, comfort and convenience.
3. Provide transportation facilities near transit and in Gresham's Regional and Town Centers that support bicycle, pedestrian and transit travel options and provide for a mix of land uses.
4. Adopt and monitor targets for Gresham city limits that address safety, vehicle miles traveled per capita, freight reliance, congestions and walking/biking/transit mode share.
5. Promote incentives and commute trip reduction programs for bicycling, walking, taking transit, ridesharing, carpooling, telecommuting, parking management, flexible work hours, and other travel demand management strategies aimed at reducing the number and length of single occupant vehicle trips.
6. Support the Metro region's 2040 Growth Concept, which manages growth, protects natural resources and makes improvements to facilities and infrastructure while maintaining the region's quality of life (2040 Growth Concept adopted 1995).
7. Demonstrate that transportation projects will make progress towards the regional Non- Single-Occupancy Vehicle mode share targets per the Regional Transportation Framework Plan (RTFP) Table 3.08-1 for 2040 Regional and Town Center areas.
8. Demonstrate that transportation projects will make progress toward the Metro region's modal targets (RTFP Table 3.08-2).

Policy 2

Plan, implement and maintain an efficient transportation system

Action Measures

1. Coordinate transportation capital improvement plans, street design standards, the functional classification of streets, transportation system management actions, review of development with significant transportation impacts, and transportation planning activities:
    - With affected agencies, jurisdictions and special districts such as Oregon Department of Transportation (ODOT), Metro, Multnomah and Clackamas counties, Portland, and the East Multnomah County cities;
    - With TriMet and other transportation service providers; and

- With local and regional transportation plans.

2. Require new development to provide multimodal street design and public utilities to serve the site and to extend public infrastructure to provide for the logical continuation of the City's utility and street systems. A development may be required to modify or replace off-site systems to provide adequate public facilities. The City Manager may require a development to provide a traffic analysis by a licensed traffic engineer that evaluates the traffic impacts and mitigation requirements.

3. Coordinate transportation projects, programs, and investment strategies with land use, economic development, noise reduction, air quality, water quality, and other Goal 5 policies.

4. Adopt and update a 20-year capital improvement plan that addresses all transportation modes every five years, as part of the Capital Improvement Program.

5. Develop a Transportation Financing Plan that:

- Gives top priority to safety and the preservation and maintenance of existing transportation facilities;
- Prioritizes investments in the transportation system to best support community goals and responds to needs identified by residents;
- Maximizes expenditures on pedestrian and bicycle capital improvements, particularly those that connect to transit facilities and schools;
- Considers the future operating and maintenance costs associated with improvements when making transportation capital investment decisions;
- Includes funding from a variety of sources such as regional, state, and federal grant programs; state and federal gas taxes and vehicle registration fees; regional congestion pricing, user fees, and employer taxes; city bonds, Bancroft bonds; Local Improvement Districts, benefiting property owners; development impact fees; etc.;
- Identifies creative, non-traditional funding sources; and
- Maintains the City's flexibility to take advantage of new funding opportunities, including public/private partnerships.

6. Develop inter-modal transportation facilities that make passenger or freight transfers convenient and efficient.

7. Promote the use of energy-efficient or low- and zero-emission vehicles and bicycling, transit and pedestrian travel modes.

8. Allow infrastructure operation, maintenance, repair, preservation, widening, or reconstruction without a development permit within rights-of-way. Allow changes in alignment of proposed projects without plan amendments or future street plans, if such changes fall within a

designated transportation corridor, route, or right-of-way in the Community Development Plan or a future street plan.

Policy 3

Provide a transportation system that maximizes accessibility to and within regional centers, town centers, transit corridors, station areas, and employment centers.

Action Measures

1. Protect existing and planned transportation corridors from conflicts with adjacent land uses by the adoption of:
   - Future street plans;
   - Street design standards and classifications that reflect adjacent land use designations;
   - Access management standards;
   - Appropriate land use designations; and
   - Development requirements including setbacks, buffering and landscaping standards, building orientation, density transfer provisions, easements, and right-of-way dedication.
2. Design and build transportation facilities that are safe and consistent with the scale and character of planned land uses.

Policy 4

Provide a safe transportation system.

Action Measures

1. Protect local streets from through traffic, high volumes, and high speeds using appropriate neighborhood street design as well as neighborhood traffic control devices and strategies.
2. Monitor high crash locations and types and develop appropriate programs and projects to address problems.

(Amended by Ordinance No. 1461, passed 12/1/98; effective 12/31/98)
(Amended by Ordinance No. 1610, passed 8/16/05; effective 9/15/05)
(Amended by Ordinance No. 1714; passed 3/6/12; effective 4/5/12)
(Amended by Ordinance No. 1736; passed 1/7/14; effective 2/6/14)

10.320.1 STREET SYSTEM

Summary of Findings

The automobile is the dominant means of travel in the Gresham area and will continue to be so through 2035 with a projected 85% of trips made by single or high occupant vehicle. The remaining 15% of trips will be made as a pedestrian, bicyclist or transit user. The Transportation System Plan's funding forecast coordinates public street improvement projects with those of the private sector (such as frontage improvements) to achieve the most effective use of the limited dollars available for street improvements.

The street network in Gresham, from freeways to local streets, contains about 330 miles of roadway. By 2035, Gresham households and employment are projected to grow 36% and 87% respectively, vehicle volumes are projected to increase accordingly. Major street system improvements are needed between now and the year 2035 to address traffic growth and balance the system's capacity including Hogan Road and Sandy Boulevard multimodal improvements as well as the build-out of Pleasant Valley and Springwater areas.

Additional needs which the city must address on the street system are development impacts, signal coordination, access management, economic development, underground utilities, street lighting, aesthetic quality, logical addressing, local circulation, bicycle and pedestrian facilities, and vehicular and pedestrian safety.

Policy 1

Provide a street system that accommodates a variety of travel options.

Action Measures

1. Maintain a functional classification system and street design standards that serve all modes of transportation and support regional and local land use plans.
2. Retain designation of Pedestrian Districts in the Gresham Regional Center (Downtown and Civic Neighborhood), the Rockwood Town Center, transit corridors, and MAX station areas.
3. Consider new and retain the existing pedestrian oriented boulevard designs along designated major streets within the Regional Center, Rockwood Town Center, and on transit corridors.
4. Develop street design standards that support land uses and reduces barriers for people walking, biking and taking transit. Refer to national best practices such as the National Association of City Transportation Official's Urban Bikeway Design Guide for street design supporting bicycle use.
5. Improve the pedestrian environment of the Street System by requiring coordinated street tree plantings, underground utilities, pedestrian amenities and safety enhancements, and coordinated street signs, light standards, and utility facilities within the public right-of-way.
6. Maintain a Functional Classification system that ensures streets are context sensitive with adjacent neighborhoods.
7. In the development of the Street System, and in all land development, provide:

- Bus loading areas and provision for amenities such as landing pads, shelters, real-time information kiosks, etc. for transit riders;
- Safe and convenient pedestrian circulation;
- Safe and comfortable bike network;
- Off-street parking and maneuvering areas for bicycles and motor vehicles; and
- Loading areas for freight, as appropriate.

Policy 2

Develop a street system that meets current needs and anticipated future population growth and development.

Action Measures

1. Maintain and implement a multimodal street functional classification plan.
2. Work with affected local jurisdictions, Metro, and the Oregon Department of Transportation to maintain a coordinated and regionally consistent multimodal functional classification plan.
3. Coordinate with the City's Public Works Standards to specify street design standards.
4. Review designs, approve plans, inspect construction, and recommend acceptance of public improvements to the City Council for ownership, operation, and maintenance by the City. Ensure established administrative procedures for the above process to protect the life, safety and welfare of the public.
5. Favor system improvements that: consider using existing roadway capacity, signals, and access more efficiently; reduce and manage single occupant vehicle travel demand or control travel demand growth through transportation-efficient land use and pricing incentives prior to adding roadway capacity in lanes and new facilities; provide safe and convenient travel options. Consider new roadway construction only where it would provide a complete network, enhance system efficiency, or where improvements to the existing street system are not feasible.
6. Preserve and maximize the capacity of existing arterials and other major streets by: access management techniques such as minimizing the number of curb cuts; controlling turn movements with raised medians; requiring adequate right-of-way and setbacks as part of the development process; signal coordination and synchronization; and other appropriate transportation system management and operations (TSMO).
7. Regularly maintain an adequate condition of street pavement on municipal streets by implementing a pavement management system and other cost-effective measures.

8. Identify, adopt and develop acceptable alternatives to address the traffic and transportation needs along primary north-south and east-west corridors; work with Metro, the Oregon Department of Transportation, affected local jurisdictions, TriMet, bicycle and pedestrian groups, development stakeholders, and citizens.

Policy 3

Provide a street system that maximizes accessibility and mobility within the community.

Action Measures

1. Locate major activity centers in areas that are accessible by a variety of transportation modes.
2. Provide bicycle and pedestrian facilities and transit access to major activity centers.
3. Develop solutions to special traffic problems created around major activity centers that minimize non-local traffic through residential neighborhoods.
4. Implement the Future Street Plan and street connectivity standards to ensure the development and completion of logical and continuous local street patterns within residential and mixed-use areas as development occurs. Per the Future Street Plan and street connectivity standards, new development must provide for the continuation and inter-connection of existing streets and must avoid long dead-end street patterns.
5. Implement adopted City code standards for public streets and land division that reinforce the public street system as the City's essential framework for safe, convenient, and efficient neighborhood circulation, property access, emergency response, public facilities and utilities for all properties.
6. Develop a well-connected public street system while minimizing motor vehicle traffic impacts within residential areas and maximizing bicycle and pedestrian connectivity.
7. Ensure that all residential development will be served by a connected local public street system and provide street frontage and access for all residential parcels.
8. Establish a hierarchy of connected collector and local streets. Require Neighborhood Circulation Plans that seek to balance local traffic among local streets, provide multidirectional access to the collector-arterial system, reduce non-local traffic, and ensure optimal emergency response.

Policy 4

Ensure a street system that is safe and supports healthy, active living.

Action Measures

1. Develop and manage a multimodal street system that meets local, regional, state and federal vehicular emissions and noise level standards.

2. Require adequate street lighting for both motor and non-motor vehicles with street capital improvement projects and private development projects. Additionally, implement a program to provide street lighting in areas where lighting is inadequate or nonexistent.
3. Use traffic calming techniques in neighborhood traffic control projects and update street standards to include traffic calming devices.
4. Design and build safe street crossings, bicycle lanes, and sidewalks, prioritizing areas with high pedestrian and bicycle traffic.
5. Adopt specific access management strategies for each roadway classification to separate vehicle conflicts (e.g. reduce the number of driveways, increase the spacing between driveways and intersections, and remove turning vehicles from through lanes). Require greater access control for higher classification streets and less access control for lower classification streets.
6. Require that new street improvements be designed to meet or exceed minimum guidelines set forth in the American Association of State highway and Transportation Official's *Policy on Geometric Design of Highways and Streets* and the Institute of Transportation Engineers' recommended practice for urban streets. Traffic impact analyses shall utilize the Institute of Transportation Engineers Trip Generation Manual wherever applicable.
    - Design traffic calming devices in accordance with accepted industry standards such as detailed in the Institute of Transportation Engineers recommended practice for urban streets and Oregon State University Transportation Research Institute's *Neighborhood Traffic Management* guide.
    - Refer to national best practice resources such as the National Association of City Transportation Official's *Urban Bikeway Design Guide* for street design supporting bicycle use; Metro's *Creating Livable Streets: Street Design Guidelines*; the National Center for Bicycling and Walking; the Federal Highway Administration's *Designing Streets for Pedestrian Safety Guidelines*; and the Transportation Research Board's *Multimodal Level of Service Analysis*, published in the 2010 (or most recent) Highway Capacity Manual.
7. Work with the United States Postal Service to adopt and implement a uniform street naming and addressing system. Develop logical and convenient solutions to resolve problems associated with the present dual address grids and multiple City postal service designations within Gresham.

    The following general policies shall apply:

    a. **Grid Selection Criteria.** Determination of grid system to use for address assignments may best be based on the accepted boundary between the two grid systems (likely Stark). However, in no case shall two grid systems be mixed on the same street segment within the City limits.

b. Grid Dividing Lines. Where a street appears to serve as a grid dividing line, the dividing line shall be located behind the properties abutting the street rather than down the center of the street. Any streets (e.g. 217th) with property numbering and street naming on one side of the street following the City Grid sequence and those on the other side of the street following the Metro Grid must be corrected to a single grid system.

c. City Grid Areas. For community identity, the City Grid is generally preferred for all new development within the City Grid designation and for newly annexed areas adjacent to the City Grid designated quadrants of Gresham. All new development in the City Grid designated NE quadrant south of, but not including Stark Street, shall also conform to the City Grid. Development north of Stark and east of 223rd should be changed to the City Grid as part of an overall City address correction ordinance.

d. Metro Grid Areas. Except for properties east of 223rd, the Metro Grid shall generally be preferred for all new development within the Metro Grid area north of Stark until such time as the entire City may be converted to the City Grid or a new city-wide grid system.

e. Modification of Existing Grid Boundary. The City/Metro Grid boundary line should be corrected when any of the following circumstances exist:

1) Street naming and numbering that causes a potential delay in the delivery of emergency services.

2) Request from City emergency services or postal service to correct a confusing address area.

3) Formal request meeting approval criteria from the neighborhood association or petition representing the problem address area.

4) Isolated minor pockets of one grid surrounded by another.

5) Confusing intersections and directional designations that create potential traffic hazards.

6) Confusing changes of a grid system in the middle of a neighborhood.

7) Anticipation of new development in order to continue a grid system in a consistent manner.

8) Any other reason(s) that is in the public interest.

f. Guidelines for Correcting Existing Conflicts

1) Corrections and new assignments shall be consistent with the "City of Gresham Street Naming and Property Addressing Guidelines."

2) The Manager or designee shall maintain a log of known confusing grid areas and street names and of other potential address/street name/grid system problems as identified.

3) Through the year 2010, the Planning Division shall make an annual report and recommendation to the Planning Commission regarding street names that "in the best interest of the City" should be corrected. An annual "housekeeping" street-name/renaming ordinance shall resolve existing conflicts so that by 2010 the identified street name and address grid conflicts have been resolved, including those in any areas annexed to the City of Gresham through the year 2009.

4) As new areas are annexed, those properties abutting City Grid and/or being served by the Gresham Postmaster shall be assigned addresses conforming to the City Grid as the properties develop or redevelop. Within newly annexed areas, existing addresses and street names shall be converted to the City Grid as the City acquires jurisdiction over the streets or at the earliest possible time through intergovernmental agreement. However, historical street names shall be preserved to as great an extent as possible without conflicting with the "City of Gresham Street Name and Property Addressing Guidelines."

g. Policies for Street Naming/Renaming and Property Number/Renumbering. In evaluating potential street name or property numbering changes in Gresham, the City shall consider the following:

1) Emergency Response: Reduce delays or confusion in emergency calls and responses. Emergency response must always be the highest priority in street naming/renaming or property number/renumbering because of the potential loss of life and injury from emergency service delay.

2) Consistency with the City's adopted street grid and number system.

3) Logical for general public identification. Street names and numbers should follow a logical pattern and not be confused with similar names.

4) Postal and delivery service needs.

5) Retention or re-establishment of historic street names when not conflicting with other priorities.

6) Ability of the system to expand as growth occurs.

7) Any other reason(s) determined to be in the public interest.

a. The City shall develop and manage a multimodal street system that meets vehicular emissions and noise level standards.

b. The City shall require adequate street lighting with street capital improvement projects and private development projects.

c. The City shall require that new street improvements be designed to meet or exceed minimum guidelines set forth in the AASHTO Policy on Geometric Design of Highways and Streets and Institute of Transportation Engineers recommended practice for urban streets. Traffic impact analysis shall utilize the Institute of

Transportation Engineers Trip Generation Manual wherever applicable. Traffic calming devices shall be designed in accordance with accepted industry standards such as detailed in Institute of Transportation Engineers recommended practice for urban streets and Oregon State University Transportation Research Institute's Neighborhood Traffic Management guide.

(Amended by Ordinance No. 1461, passed 12/1/98; effective 12/3198)
(Amended by Ordinance No. 1576, passed 7/29/03; effective 8/28/03)
(Amended by Ordinance No. 1610, passed 8/16/05; effective 9/15/05)
(Amended by Ordinance No. 1736, passed 1/7/14; effective 2/6/14)

10.320.2 TRANSIT SYSTEM

Summary of Findings

As the population of Gresham has increased and costs associated with auto commuting have risen, there has developed a parallel need to increase public transit services. With increasing infill development occurring within all districts of the city, improved public transit has become more critical to serve the needs of all city residents.

In the past decade, TriMet has moved from a radial bus network focused on downtown Portland to a multi-directional bus-rail transit system which improves regional access for many parts of the Portland area, including Gresham. 1986 saw the opening of the 15 mile high-speed, high-capacity MAX light rail line between Gresham and Portland, the first link in a regional rail transit system. The light rail line is serving a wide range of trip purposes and has attracted a significant increase in transit riders within the Gresham area. Light rail service is supported by a system of park and ride lots, transit centers, and feeder buses. Significant redevelopment is anticipated near the Rockwood and Regional Center stations.

Gresham has the opportunity to attract intensive transit-supportive development to the MAX station areas, to use light rail as a central spine of development, and to create a more diverse, compact, and attractive urban center. The city will continue to develop and refine strategies to capture, to its fullest potential, the possibilities offered by mass transit. These strategies will define the leading role that the Regional Center and Rockwood Town Center will play in Gresham's future.

In conjunction with light rail, TriMet implemented a timed transfer and feeder bus system to create more efficient bus scheduling, transfers, and route coverage. TriMet needs to pursue flexible bus service strategies to improve the frequency of service, route coverage, and ridership on the feeder bus system.

Policy 1

Advocate convenient, expanded transit service within Gresham and the east Multnomah County area.

Action Measures

1. Encourage TriMet to provide transit service for Gresham that meets or exceeds the service level criteria established by TriMet for:
    - Route coverage;
    - Frequency of service; and
    - Travel time.
2. Work with affected jurisdictions, transit providers, and potential private transit providers in the operation and improvement of the transit system serving Gresham.
3. Encourage the public to utilize mass transit via strategies developed in accordance with the TSP's Transportation Demand Management plan and its policies and action measures so as to make effective use of the transit system investment while reducing single occupant automobile use, maximizing efficient use of the road system, improving air quality and improving public health. Communicate community needs to the agencies responsible for transit planning, programming, and funding.
4. Advocate service enhancements such as peak hour express trains between the Rockwood-Central area stations and Gateway-Downtown Portland – and off-peak discount tickets to encourage off-peak rider use and off-peak direction trips.
5. Promote logical extensions of the transit system such as a Gresham loop to Mount Hood Community College.
6. Promote enhanced north/south transit service.
7. Support TriMet and other entities in the planning and implementation of light rail and bus service improvements, especially feeder bus service to MAX stations.

Policy 2

Encourage efficient transit services to meet the current and projected transportation needs of the citizens of Gresham.

Action Measures

1. Advocate and support cost-effective and flexible transit service for the Gresham area, such as:
    - Small vehicle bus service on some feeder bus routes;

- Paratransit and demand-responsive services such as bus pools, shared-ride taxis, carpools and van pools as an alternative to fixed route, large bus service and single occupant automobile use; and
- Contracted, demand-responsive bus service provided by local providers using small vehicles where large bus, fixed route service is not yet justified by existing population and employment.

2. Advocate for and support frequent and connected transit service to and within Gresham, including limited need for transfers between key employment, residential and inter-modal transfer areas.
3. Advocate for enhanced transit service serving primary residential, employment, and commercial areas.

Policy 3

Promote the development of a transit system that maximizes accessibility.

Action Measures

1. Encourage development of a local and regional transit system that benefits Gresham residents and businesses, improves Gresham's regional accessibility, and strengthens system ridership.
2. Work with transit providers to extend transit service to areas of the city that do not have adequate transit service and to improve the route coverage, frequency of service, and ridership for feeder bus and cross-town bus lines. Give funding priority to transit corridors, Mixed-Use Districts, Plan Districts, employment centers, shopping centers, moderate density residential areas, and routes or facilities that serve transit-dependent populations.
3. Work with transit providers to encourage transit service that addresses the special needs of the transit dependent e.g., the elderly and people without a car, people with disabilities and/or people experiencing poverty.
4. Encourage safe and convenient access to transit via bicycle and pedestrian modes.
5. Encourage development patterns that provide access to transit services.
6. Implement pedestrian districts as intensive mixed-use districts within light rail and other transit corridor areas. Encourage pedestrian-oriented development and transit supportive uses within pedestrian districts. Apply special transit design standards to development within pedestrian districts, and along mixed-use transit corridors.
7. Work with TriMet to provide secure and convenient bicycle parking at light rail station and transit centers, considering TriMet's Bicycle Parking Guidelines.

8. Encourage intensive development in the transit corridors and transit station areas. Implement Community Development Plan policies, land use patterns, standards, capital improvement plans, and specific strategies that support increased transit ridership and are compatible with light rail station area design.
9. Locate population concentrations, intensive commercial and employment centers, senior or special needs housing, and public institutions and offices in areas that can be efficiently served by public transit, especially light rail.
10. Encourage intensive new uses and development within the light rail station areas that:
    - Create major destinations for transit riders;
    - Are compatible with and supportive of transit use;
    - Create high levels of pedestrian activity and provide safe, direct, and attractive pedestrian circulation between stations and adjacent commercial and residential areas;
    - Attract transit ridership, reduce the number and length of vehicular trips, and minimize the amount of land used for private off-street parking;
    - Utilize joint access, joint parking, and interior circulation between adjacent uses and parcels;
    - Create a more efficient land use pattern by land assembly, redevelopment of under-utilized parcels, or by infill within an existing developed area; and
    - Create a cohesive and attractive transition, including comfortable and direct pedestrian and bicycle routes, between station areas and adjacent existing commercial and residential areas.
11. Provide park-and-ride facilities near light rail stations to attract transit riders and minimize on-street parking in station areas. Support development of additional programmed park-and-ride facilities as needed at appropriate station locations. Work to monitor existing park-and-ride facilities and station area parking and seek to resolve transit rider parking problems that may develop.

Policy 4

Assist in the development of a safe transit system.

Action Measures

1. Design and build sidewalks, pathways and crossings to transit that are free of hazards and minimized conflicts with external factors such as noise, vehicular traffic and protruding architectural elements. Refer to TriMet's "Pedestrian Network Analysis," September 2011, for examples.

2. Work with TriMet to identify and implement safety features and enforcement at bus stops, transit centers, and MAX stations; safety features include shelters, lighting, real-time information, and emergency or pay telephones.

(Amended by Ordinance No. 1461, passed 12/1/98; effective 12/31/98)
(Amended by Ordinance No. 1610, passed 8/16/05; effective 9/15/05)
(Amended by Ordinance No. 1736, passed 1/7/14; effective 2/6/14)

10.320.3 BICYCLE SYSTEM

Summary of Findings

Ensuring adequate bicycle circulation is an objective of the city's comprehensive plan. While motor vehicles represent the dominant form of transportation in the community accommodating bicycle circulation enhances travel options and the area's livability. Good access to activity centers such as the downtown commercial core and the light rail transit stations should increase bicycling in these areas which would increase both ridership on the light rail transit system and patronage of downtown businesses.

The City of Gresham has taken an active role in the planning and development of bicycle facilities. Gresham developed and adopted a Bicycle Guide in 2010. The Bicycle Guide provides bicycle routes within, to and through the city and defines them based upon the road conditions, including automotive speeds and volumes. The Transportation System Plan and the 1996 Gresham Trails Master Plan contains a comprehensive review of topics such as the selection of trails and bikeways, ways to reduce accidents, and trail design guidelines. In addition, the Gresham Parks and Recreation Plan proposes a network of bicycle routes and trails through the city. The proposed 40-Mile Loop trail, traveling through Portland, Milwaukie, Gresham, Troutdale, and unincorporated portions of Multnomah County, comprises an element of this local network. These facilities provide an alternative to conventional, energy-consuming modes of transportation and also serve recreational functions. Much of the proposed trails and bikeways network will be located on existing rights-of-way. However, on-going development activities could interfere with continuous linkage of a system through the city unless means are available to obtain easements through segments of private property.

The city has scheduled a set of bicycle improvement projects that will be financed from the 1% state gas tax set aside revenues which are reserved for the development of bicycle and pedestrian facilities.

Policy 1

Develop a continuous and convenient bicycle network.

Action Measures

1. Require preferential parking and accessibility for bicycles for all multi-family, commercial, industrial, and community service uses.

2. Require secure bicycle parking that meets Gresham bicycle parking code standards.
3. Require bicycle and mass transit accessibility within residential, commercial, industrial, and institutional use (particularly schools) development proposals submitted to the City.
4. Support regional efforts to establish the Metro Regional Active Transportation Plan and implement the adopted regional bicycle network.
5. Coordinate with state, regional, and local agencies as well as community based organizations, nonprofit organizations and other groups in planning and developing the regional trail and greenway segments within Gresham, remaining consistent with Gresham's most recent Parks and Recreation Trails and Natural Areas Master Plan.
6. Support implementation of elements of the Metro regional "Intertwine" that will enhance Gresham's bicycle network.
7. Acquire access easements along major utility corridors and abandoned railroad rights-of-way for the expansion of the bicycle network.
8. Promote TriMet's "Bicycles on Transit," and similar programs that have the intent of increasing the number of bicyclists using transit.
9. Integrate on-street bike lanes and facilities with multi-use paths and other bicycle facilities identified in the adopted Gresham Bicycle Guide.
10. Maintain and continue to promote the City-owned bicycle fleet for official employee use.
11. Identify criteria and potential routes for bicycle boulevards, parkways, greenways, or other unique bicycle systems.
12. Stripe bicycle lanes with street resurfacing projects or improvements.
13. Implement design options that reduce traffic speed, while providing bicycle facilities as part of the local street improvements and neighborhood traffic control projects.
14. Continue the City's bicycle count program and work with Metro and Portland State University to stream data into PSU's PORTAL for archiving, visualization and public access.
15. Create a Bicycle and Pedestrian Master Plan that supports a connected, safe, accessible bicycle system.
16. Encourage the state to reconsider its restriction on the use of gas tax revenues for funding facilities outside public street rights-of-way.
17. Gather bicycle volumes annually through the use of bicycle counters for the purpose of tracking facility usage, conditions and future demand.
18. Coordinate with state, regional and local agencies to:
    - Implement consistent design standards and classifications for bicycle facilities as appropriate to the traffic volume and speed, considering national best practices in such

resources as the National Association of City Transportation Official's "Urban Bikeway Design Guide";

- Install detector loops and other technologies that allow bicyclists to trigger traffic lights while traveling on the road; and
- Continue to use consistent local and regional wayfinding signage standards for bicyclists.

Policy 2

Support Programs and projects to improve bicycle safety and reduce the rate of bicycle-related crashes.

Action Measures

1. The City's top priorities for bicycle improvements are: redesign of arterial streets into community-friendly boulevards; bike racks and bike lanes; Safe Routes to School projects; multi-use trails; and wayfinding signs. Identify and prioritize these projects in the Transportation and Footpaths Capital Improvement Programs.
2. Pursue infrastructure and advanced technologies proven to promote a safe bicycling environment.
3. Support a Bicycle Safety Program in schools, bicycle "rodeos" and other local events that promote bicycle safety.
4. Work with Multnomah County, adjacent jurisdictions, and Metro to continue Bicycle Commute Month/Week/Day in May and with the Bicycle Transportation Alliance to advocate for Bike Commute Month in September.
5. Work with appropriate jurisdictions to remove and prevent barriers, obstructions and hazards from bicycle facilities.
6. Establish a bicycle facility maintenance schedule and a procedure for quick response to bicycle facility maintenance and safety problems.
7. Create a Safe Routes to School program that includes bicycle elements to present at schools and to the general public.
8. Distribute and periodically update the Gresham Bicycle Map and coordinate with Multnomah County to update the County bicycle map.

(Amended by Ordinance No. 1461, passed 12/1/98; effective 12/31/98)
(Amended by Ordinance No. 1610, passed 8/16/05; effective 9/15/05)
(Amended by Ordinance No. 1736, passed 1/7/14; effective 2/6/14)

10.320.4 PEDESTRIAN SYSTEM

Summary of Findings

Ensuring adequate pedestrian circulation is an objective of the city's comprehensive plan. While motor vehicles represent the dominant form of transportation in the community, accommodating pedestrian circulation creates travel options and enhances the area's livability. Good access to activity centers such as the downtown commercial core and the light rail transit stations will increase pedestrian activity in these areas which will increase both ridership on the light rail transit system and patronage of downtown businesses.

The City of Gresham has taken an active role in the development of pedestrian facilities. The Transportation System Plan and the 1996 Gresham Trails Master Plan contains a comprehensive review of topics including ways to reduce accidents and improve pedestrian circulation. The Transportation System Plan will be the primary tool to implement the pedestrian facilities within the City. In addition, the Gresham Parks and Recreation Plan proposes a network of pedestrian trails through the city. The proposed 40-Mile Loop trail, traveling through Portland, Milwaukie, Gresham, Troutdale, and unincorporated portions of Multnomah County, comprises an element of this local network. These facilities provide an alternative to conventional, energy-consuming modes of transportation and also serve recreational functions. Much of the proposed trails network will be located on existing rights-of-way. However, on-going development activities could interfere with continuous linkage of a system through the city unless means are available to obtain easements through segments of private property.

The city has scheduled a set of pedestrian improvement projects which will be financed from the 1% state gas tax set aside revenues which are reserved for the development of bicycle and pedestrian facilities.

Policy 1

Provide pedestrian facilities that are continuous, accessible, and adaptable to all users.

Action Measures

1. Design and build sidewalks, pathways and crossings to transit that are free of hazards and minimize conflicts with external factors such as noise, vehicular traffic and protruding architectural elements. Refer to TriMet's "Pedestrian Network Analysis," September 2011, for examples.
2. The City's top priorities for pedestrian improvements are: safe street crossings; sidewalk infill; elimination of pedestrian barriers; access to transit station areas; Safe Routes to School projects; multi-use trails; and wayfinding signs. Identify and prioritize these projects in the Transportation and Footpaths sections of the Capital Improvement Program.
3. Work with utility and other agencies to remove obstructions to clear walk zones.

4. Coordinate with regional governmental and advocacy partners to develop consistent design standards for pedestrian facilities on arterial and collector streets in Gresham including sidewalks, pedestrian crossings and pedestrian refuges.
5. Require the construction of appropriate pedestrian facilities as part of all transportation capital improvement projects, including road construction, reconstruction, traffic calming and intersection improvement projects.
6. Develop pedestrian facilities consistent with the City of Gresham Parks and Recreation Trails and Natural Areas Master Plan.
7. Support implementation of elements of the Metro regional "Intertwine" that will enhance Gresham's pedestrian network.
8. Incorporate in the trail and park system any special or unique sites for nature trails, scenic walkways, exercise circuits, or other special purpose trails.
9. Require internal pedestrian circulation within residential, commercial, industrial, and community service development proposals submitted to the City.
10. Develop a program for interim pedestrian facilities on substandard arterial and collector streets not scheduled for construction, and prioritize pedestrian projects independent of street projects in the adopted 5 year Capital Improvement Program.
11. Identify project areas for comprehensive pedestrian improvements, including traffic calming, signal improvements, crossing treatments and pedestrian amenities.
12. Adopt a comprehensive set of design guidelines and standards for pedestrian facilities that are adapted to the anticipated level of pedestrian activity. Consider national best practice resources, such as the National Center for Bicycling and Walking, the Federal Highway Administration's "Designing Streets for Pedestrian Safety Guidelines," and the Transportation Research Board's "Multimodal Level of Service Analysis" published in the 2010 (or most recent) Highway Capacity Manual. Identify the areas where specific standards apply.
13. Ensure that the needs of pedestrians are considered in the timing plans of all traffic signals.
14. Implement design options that reduce traffic speed, while providing pedestrian facilities as part of local street improvement and neighborhood traffic control projects.
15. Create a Bicycle and Pedestrian Master Plan that supports a connected, safe, accessible pedestrian system.
16. Coordinate with Metro to maintain neighborhood walking guides and the "Walk There" guide book.
17. Gather pedestrian volumes annually through the use of pedestrian counters for the purpose of tracking facility usage, conditions and future demand.

Policy 2

Improve pedestrian access to transit from residential, commercial, industrial and institutional developments.

Action Measures

1. Adopt site design and street standards supporting internal and external pedestrian circulation and transit accessibility for residential, commercial, industrial, and institutional developments.
2. Identify needed connections for direct walking routes. Require dedication of right-of-way and pedestrian/bicycle access way improvements with development of adjoining property.
3. Prioritize pedestrian projects that improve access to and within the Gresham Regional Center and Rockwood Town Center.
4. Prioritize pedestrian access to the Springwater Trail and the Gresham-Fairview Trail, and its future extensions, from adjacent residential, commercial, industrial and institutional developments to transit stops.
5. Require pedestrian connections and facilities in areas with planned high levels of pedestrian activity such as mixed-use, high-density districts, school zones, commercial districts, and areas adjacent to transit corridors, considering findings in TriMet's "Pedestrian Network Analysis" 2011.
6. Identify priority improvements for pedestrian access to transit in pedestrian-to-MAX capital improvement projects. Priorities include completing the sidewalk network, providing adequate crossing opportunities and adding pedestrian amenities near transit centers, stations and stops.

Policy 3

Develop and promote safe pedestrian environments.

Action Measures

1. Pursue infrastructure and advanced technologies proven to promote a safe walking environment.
2. Increase traffic law awareness and enforcement in pedestrian districts.
3. Develop pedestrian-focused educational programs and events for Gresham's residents.
4. Continue to coordinate with school personnel and parent groups to identify and mitigate obstacles to walking to school through a Safe Routes to School program.
5. Coordinate with public and private utilities to remove obstacles from sidewalks and to provide an alternative location for utilities within the right-of-way or easements.
6. Keep neighborhood walking guides updated.

7. Promote safe pedestrian activities that are coordinated with bicycle and transit programs such as a bicycle safety program and Safe Routes to Schools.

(Added by Ordinance No. 1461, passed 12/1/98; effective 12/31/98)
(Amended by Ordinance No. 1610, passed 8/16/05; effective 9/15/05)
(Amended by Ordinance No. 1736, passed 1/7/14; effective 2/6/14)

10.320.5 TRANSPORTATION DEMAND MANAGEMENT

Summary of Findings

A Transportation Demand Management program is necessary to help the City of Gresham meet mobility, air quality, and livability goals, as well as the Vehicle Miles Traveled (VMT) per capita and parking per capita reduction requirements of the state's Transportation Planning Rule (TPR). The overall goal is to maximize the efficiency of the existing transportation system by reducing the number of single occupant vehicles using the road system. This reduction in travel can be accomplished through the provision of a wide variety of mobility options including transit, walking, biking, carpooling, and telecommuting.

Transportation Demand Management is not one action, but rather a set of actions or strategies that encourage drivers to not drive alone, especially during heavily congested peak periods of the day. TDM therefore encompasses measures and/or incentives to:

- reduce single occupant vehicle traffic with an emphasis on the peak period which may incorporate carpools, vanpools, express bus, park-and-ride lots, transit pass programs, etc;
- spread traffic volumes away from the peak period which may include compressed work weeks, flex-time, staggered work hours, trip reduction ordinances, impact fees, etc;
- improve traffic flow which may include signal optimization, one-way streets reversible travel lanes, ramp metering, etc; and
- remove vehicle trips completely from the roadway, through programs such as telecommuting, conference calling, etc.

Policy

Implement transportation demand management programs and strategies that reduce the need to single occupant vehicle (SOV) travel and make walking, bicycling and taking transit more convenient for all trips to and within Gresham.

Action Measures

1. Support public/private partnerships between regional partners, local agencies and local businesses such as Transportation Management Associations.

2. Develop and implement a citywide parking strategy and investigate other measures that reduce parking demand. Ensure these strategies are equitably employed to ensure people experiencing poverty are not disproportionally impacted.
3. Adopt transit supportive design standards for developments in districts near transit station areas and along designated transit corridors.
4. Provide reduced traffic impact fees for new development in the Gresham Regional Center, Rockwood Town Center, and along designated transit corridors.
5. Continue the City's Employee Commute Program.
6. Work with local employers to promote telecommuting, flexible work hours and compressed work weeks, the regional carpool matching database, the statewide carpool, employee SmartTrips program and other demand management strategies.
7. Update and maintain traveler information, including wayfinding signage for users of the bicycle and pedestrian systems.
8. Support the installation of end-of-trip facilities such as short and long-term bicycle parking and showers for bicycle or jogging commuters.
9. Support efforts to reach residents with travel options information through such opportunities as new resident outreach and individualized marketing campaigns.
10. Support state and regional programs aimed at reducing greenhouse gases and other harmful emissions.

(Added by Ordinance No. 1461, passed 12/1/98; effective 12/31/98)
(Amended by Ordinance No. 1610, passed 8/16/05; effective 9/15/05)
(Amended by Ordinance No. 1736, passed 1/7/14; effective 2/6/14)

10.320.6 TRANSPORTATION SYSTEM MANAGEMENT OPERATIONS / INTELLIGENT TRANSPORTATION SYSTEMS

Summary of Findings

Transportation System Management and Operations (TSMO) or Intelligent Transportation Systems (ITS) are strategies used to manage the existing and forecasted supply of traffic through means other than expanding roadways. The purpose of these strategies is to enhance travel time efficiency and reliability, safety, and use of existing roadway capacity. Strategies include multimodal traffic management, traffic incident management, and traveler and real-time information.

Policy

Implement transportation system management operations and intelligent transportation systems programs and strategies that reduce the need for single occupant vehicle (SOV) travel and make walking, bicycling and taking transit mor convenient for all trips to and within Gresham.

Action Measures

1. Use advanced technologies, pricing strategies and other tools to actively manage the transportation system.
2. Provide comprehensive multimodal travel information to people and businesses.
3. Improve incident detection and clearance times on the region's transit, arterial and throughway networks.
4. Implement incentives and programs to increase awareness of travel options and promote change.
5. Recommend new development to consolidate, relocate, and share driveways.

(Added by Ordinance No. 1736, passed 1/7/14; effective 2/6/14)

10.320.7 PARKING MANAGEMENT

Summary of Findings

The State Transportation Planning Rule calls for reduction of vehicle miles traveled and per capita parking as a means of responding to the transportation and land use impacts of growth. The Metro 2040 Growth Concept calls for more compact development to encourage more efficient use of land, promote non-auto trips and protect air quality. In addition, the federal-mandated air quality plan relies on the 2040 Growth Concept fully achieving its transportation objectives. It relies upon reducing vehicle trips and related parking spaces per capita through minimum and maximum parking ratios. The parking management policies and action measures are intended to accomplish these objectives.

A compact urban form requires that each use of land is carefully considered and that more efficient forms are favored over less efficient ones. Excessive surface parking, especially that provided in new developments, can result in less efficient land usage and lower floor area ratios. Parking also has implications for transportation. In areas where transit is provided or other non-auto modes (walking, biking) are convenient, less parking can be provided and still allow accessibility and mobility for all modes, including autos. Reduction in auto trips when substituted by non-auto modes can reduce congestion and increase air quality.

Parking is an integral part of the transportation system. As such, on- and off-street parking management is key to meeting the City's goals to facilitate the movement of people and goods and foster economic development while reducing congestion, urban sprawl and air pollution. One way to accomplish this is to more effectively utilize existing roadway capacity by encouraging alternatives to single-occupant vehicle (SOV) travel -- carpooling, transit, walking, biking and telecommuting -- when feasible and appropriate.

The availability of abundant, free, trip-end parking makes SOV travel convenient and attractive, and, therefore acts as a disincentive to the use of alternative modes of transportation. Moreover, off-street parking supplies often exceed even peak demand in suburban settings, resulting in the waste of precious land resources. On the other hand, if the parking supply is pinched too severely, it could put Gresham businesses and institutions at an economic disadvantage; drive Gresham residents to use goods and services outside the city, which in the long-run increases vehicle miles traveled (VMT); and/or result in spillover parking into nearby residential areas. Therefore, the City should strive to develop a parking management program which encourages the provision of an adequate but not excessive supply of on- and off-street parking. Moreover, this must be tied to a program to aggressively develop alternative modes of transportation so that those who choose not to drive (and park) alone have reasonable, safe and convenient alternatives.

Policy

Manage the on- and off-street parking supply to ensure there is an adequate but not excessive amount of parking available for all land uses.

1. Periodically review the Off-Street Parking and Loading Requirements of the Community Development Standards document to:
    - Review and update as necessary parking requirements for all land uses;
    - Study parking for mixed-use developments and adjust rations to prevent oversupply due to multiple uses.
    - Provide options that reduce or manage demand for parking, thereby allowing a developer and the City to consider a variance to provide less than the minimum number of parking spaces required by code.
    - Encourage existing development to convert existing parking to other uses.
    - Develop standards for structured parking including those related to ground-floor non-parking use, lay-out, landscaping, and other design, structural, and functional issues; and
    - Undertake other revisions as necessary to simplify interpretation and administration of parking standards.
2. Encourage construction of structured parking in Transit Districts, Civic Neighborhood, Downtown, and Central Rockwood areas to support transit use and encourage high-density

development. If feasible, provide incentives in other districts of the city to encourage developers to provide decked or underground parking to reduce land devoted to parking lots.

3. Develop and implement a master plan for public parking facilities in the Downtown and Rockwood areas to provide consolidated central parking for existing and future residences and businesses and facilitate more intensive development of these areas.
4. Encourage the development of joint-use parking agreements where one or more users share the same pool of parking. Identify existing sites with excess parking that could be shared with new users as an alternative to building new parking spaces. Ensure that Community Development Code regulations are sufficiently flexible to allow joint-use parking agreements.
5. Support the Gresham Downtown Transportation Management Association in its efforts to promote and develop:
    - Parking and transit validation programs;
    - One-stop shopping;
    - Alternative transportation modes for customers and employees;
    - Public parking marketing programs;
    - Intra- and inter-district shuttle service; and
    - Shared-parking agreements.
6. Support a Downtown Transportation Management Association which may include such areas as the Central Rockwood Plan Area and Gresham's high employment industrial areas.
7. Consider phased-in parking strategies and programs that include:
    - Timed parking zones and parking meters to encourage parking turnover in high-demand areas; and
    - Preferential on-street parking programs for residents and businesses adjacent to areas with high on-street parking demand.
8. Provide encouragement and, where appropriate, technical support to employers with more than 100 employees who are, therefore, required to participate in DEQ's Employee Commute Option (ECO) Program designed to reduce the number of cars driven to work.
9. Continue working with Metro and other local jurisdictions to adopt regional strategies and policies to meet the per capita parking reduction mandated by the Transportation Planning Rule.

(Amended by Ordinance No. 1461, passed 12/1/98; effective 12/31/98)
(Amended by Ordinance No. 1610, passed 8/16/05; effective 9/15/05)
(Amended by Ordinance No. 1736, passed 1/7/14; effective 2/6/14)

10.320.8 TRUCK AND RAIL FREIGHT SYSTEM

Summary of Findings

High truck volumes are not always compatible with areas where streets are intentionally designed to support high bicycle, pedestrian and transit activity such as Gresham's regional and town centers. Trucks must compete for limited space in the right-of-way along with the other modes, causing greater potential for delay for through movement of freight vehicles. Thus, an important consideration for freight operators to monitor is the ability of the street system to provide for efficient commercial delivery, particularly in regional and town centers where lower peak hour levels-of-service may be accepted. The City should develop standards for loading zones and consider system management techniques such as limited delivery times for freight in regional and town centers. The 2011 Oregon Rail Freight Plan did not identify any rail capacity or facility improvements in Gresham.

Gresham is served by one heavy rail line. The Union Pacific crosses the north side of the city. The Union Pacific directly serves several large manufacturing and distribution uses and industrial parks in the Rockwood industrial area. With the abandonment of service on the Mt. Hood Railway spur (Linneman Junction to NE Hogan) due to MAX light rail, heavy rail service on the Portland Traction line within Gresham has been discontinued by the operator. However, the Portland Traction line right-of-way has been preserved in public ownership and converted to use as the Springwater Trail corridor, which is part of the 40-Mile Loop recreation trail.

The City will identify those businesses needing heavy rail service and work with the railroads to assure that needed services and rail shipping points are available.

Policy

Provide for the safe and efficient movement of truck and rail freight through and within Gresham.

Action Measures

1. Provide for efficient and safe movement of freight when conducting traffic analyses and adopting multimodal street design standards.
2. Require adequate on-site loading facilities and ensure the Gresham Regional Center and Rockwood Town Center have adequate access for street loading facilities.
3. Ensure adequate accessibility and mobility to and between regional freight routes from commercial and industrial districts.
4. Identify and correct safety problems on the freight network including roadway geometry and traffic control deficiencies, at-grade rail crossings, truck-infiltration into neighborhoods, congestion on grades, and the movement of hazardous materials.
5. Cooperate with railroads to provide an adequate level of rail freight service.

6. Preserve the rails to trails conversion of the Portland Traction line to the Springwater Trail as a "rail banked corridor," in accordance with the Federal Rails to Trails Act, ensuring that the integrity of this corridor is maintained for possible return to rail use.

(Amended by Ordinance No. 1461, passed 12/1/98; effective 12/31/98)
(Amended by Ordinance No. 1610, passed 8/16/05; effective 9/15/05)
(Amended by Ordinance No. 1736, passed 1/7/14; effective 2/6/14)

10.320.9 PASSENGER RAIL

Summary of Findings

The Union Pacific mainline is the only inter-city passenger rail corridor crossing through Gresham. No other future corridors crossing Gresham were identified in the 1992 Oregon Rail Passenger Policy and Plan. Gresham is not served by passenger rail. Metro's High Capacity Transit Plan assessed demand for commuter rail between Gresham and Hood River. The line would generally travel along Highway I-84 and connect Hood River to the MAX Red Line at the Parkrose/Sumner Transit Center. It was determined that this is a nonviable corridor given current and projected conditions.

The Oregon Department of Transportation is studying options for improved passenger rail service between the Columbia River in the Portland urban area and the Eugene-Springfield urban area through the Oregon Passenger Rail project. Through this project a general rail alignment and communities where stations would be located will be determined. Gresham will coordinate with ODOT on this project as needed.

Policy

Support federal, state, regional and private investments in passenger rail service to the metropolitan area.

Action Measures

1. Support cost-effective commuter and inter-city passenger rail projects that serve a demonstrated need.
2. Support connections that make commuter and inter-city service accessible to Gresham residents by a variety of modes.

(Added by Ordinance No. 1461, passed 12/1/98; effective 12/31/98)
(Amended by Ordinance No. 1610, passed 8/16/05; effective 9/15/05)
(Amended by Ordinance No. 1736, passed 1/7/14; effective 2/6/14)

10.320.10 AIR TRANSPORTATION SYSTEM

Summary of Findings

There are no existing or planned public or private airports in Gresham. There is one helicopter landing facility located at the Gresham City Hall complex. The Aeronautics Division of ODOT has site approval authority for all airports and helicopter landing facilities. The Federal Aviation Administration regulates public use airports. There is specific approval criteria for the location of helicopter landing facilities in the Gresham Community Development Code.

Portland International Airport (PDX) is the major aviation facility serving the region. It was originally developed in the 1940s as a replacement for the Swan Island Airport and grew to its present size of about 3,200 acres to accommodate airfield expansion needs and to ensure that adjacent land uses were compatible with airport operations. In addition to aviation facilities and support uses (such as rental cars), present uses include airfield dependent uses (air cargo) at the Airtrans Center and a variety of commercial and industrial uses in the Portland International Center (PIC). The Port of Portland operates PDX. The Port of Portland also operates general aviation airports in Troutdale, Hillsboro, and Mulino, which are becoming increasingly important as "reliever" airports for PDX by serving corporate aircraft and training flights.

Policy

Ensure that land uses in Gresham are compatible with aircraft noise exposure and aircraft safety.

Action Measures

1. Work with Port of Portland officials to identify and resolve land use compatibility issues.
2. Participate in noise abatement activities with the Noise Abatement Advisory Committee and PDX staff.
3. Ensure that the location and use of helicopter landing facilities are compatible with surrounding land uses.

(Added by Ordinance No. 1461, passed 12/1/98; effective 12/31/98)
(Amended by Ordinance No. 1610, passed 8/16/05; effective 9/15/05)
(Amended by Ordinance No. 1736, passed 1/7/14; effective 2/6/14)

10.320.11 PIPELINE SYSTEM

Summary of Findings

Pipelines serve an important transportation function in the transmission of large quantities of liquid and gas products. They are more safe and efficient than moving the same products by rail, truck or barge. There are currently six major pipelines crossing Gresham within four corridors.

Four major water pipelines (Bull Run Conduits) cross east/west through Gresham, with a fifth conduit planned. These pipelines and five metering facilities where water is transferred to the local reservoir storage and distribution system in Gresham are maintained by the Portland Water Bureau.

There are also two high-pressure natural gas pipelines crossing Gresham in north/south corridors: a 20" pipeline built in 1964 which is almost entirely within the Hogan Road right-of-way through Gresham, and a 30" pipeline, built in 1996 which generally follows the utility corridor through the eastern part of the city. These two pipelines, as well as two metering stations in Gresham where natural gas is transferred to the local distribution company, are operated by Northwest Pipeline Corporation. Both pipelines transport natural gas from the mainline at Washougal, Washington down the Willamette Valley and south to the terminus at Grants Pass via a series of large compressors. They provide over 90% of the natural gas used in Oregon west of the Cascades. Existing pipelines have sufficient capacity to accommodate the anticipated growth in demand over the next 20 years. If replacement of the 20" pipeline is needed due to significant changes in the Hogan corridor (i.e. construction of the Mt. Hood Parkway), there is adequate right-of-way or permanent easement in the eastern corridor for a second pipeline. No additional future corridors through Gresham have been identified. Three ruptures of high-pressure natural gas pipelines in rural Washington in recent years have increased awareness and concern about the safety of pipelines passing through residential areas in Gresham. According to Department of Transportation statistics, the greatest risk to pipelines is from damage caused by third parties, primarily from excavation.

Policy

Ensure that land uses in Gresham are compatible with established and planned pipeline corridors.

Action Measures

1. Identify and provide for appropriate inter-modal access along pipeline corridors.
2. Protect established and planned pipeline corridors from conflicts with incompatible land use development.
3. Support the development of a regional pipeline system.

(Added by Ordinance No. 1461, passed 12/1/98; effective 12/31/98)
(Amended by Ordinance No. 1610, passed 8/16/05; effective 9/15/05)
(Amended by Ordinance No. 1736, passed 1/7/14; effective 2/6/14)

10.330 PUBLIC FACILITIES AND SERVICES

Summary of Findings

Gresham has recently experienced the most dramatic growth rate of any city in the State of Oregon through mid-county annexation and development. The 1980 Plan stated that ... "public facilities

systems and improvements are becoming overburdened, and in some instances, beginning to break down." Since then major public facilities improvements have been initiated that have reversed the trend. Sewer and water system improvements have kept pace with development and, in some instances, were constructed in advance of development.

The provision of adequate public facilities is one of the major development control tools available to the city. By keying development approvals to assurances of adequate facilities services, the city will be able to control the rate of growth so that it will not outpace provisions of necessary public facilities (Sections 3.200 to 3.274 and Sections 3.300 to 3.530 – Findings document).

General Policy

It is the City's policy that development will coincide with the provision of adequate public facilities and services including access, drainage, water and sewerage services.

Implementation Strategies

1. The city will be the principal provider and planner of the following services and facilities to Gresham residents, homes and businesses:
   - **a.** Sanitary Sewage Collection and Treatment
   - **b.** Water Distribution and Storage
   - **c.** Drainage Management (i.e. Storm Drainage)
   - **d.** Fire Protection
   - **e.** Police Protection
   - **f.** Land Use Control
2. The city will monitor, coordinate with and regulate, where appropriate, the activities of the following, as they affect existing and future residents and businesses:
   - **a.** Solid Waste Collection
   - **b.** Utilities (electricity, natural gas, telephone, etc.)
   - **c.** Health Services
   - **d.** Schools which serve Gresham residents
   - **e.** Other necessary Public Facilities located in Gresham
   - **f.** Transportation Facilities
3. The Community Development Standards document will require that adequate facilities and services exist or can be provided as part of a proposal prior to issuing development permits, except that developments in Heavy Industrial (HI) and General Industrial (GI) Land Use Districts may be approved when the development will cause traffic to temporarily reach an

unacceptable Level of Service and the needed improvement is included in a City-approved plan to address the deficiency.

4. To meet the preceding strategy, a development shall be required to provide adequate public facilities to serve the site and to extend public facilities to provide for the logical continuation of the city's utility and street systems. A development may be required to modify or replace existing off-site systems to provide adequate public facilities.

5. The city shall develop, maintain and adhere to a Capital Improvements Plan which is designed to:

a. Protect the health, safety and welfare of Gresham residents;

b. Further the policies and implementation strategies of the Comprehensive Plan;

c. Provide and support the level of services required by urban-level development in a timely, orderly and efficient manner;

d. Equitably distribute the costs of capital improvements projects according to benefits received; and

e. If feasible, distribute the costs according to the benefit of capital improvements required to increase the level of services in areas previously served by other districts to city service levels.

6. The Capital Improvements Plan shall contain the following elements:

a. A Facilities Plan containing master plans for sanitary sewers and treatment facilities, water facilities, drainage facilities, park facilities, streets, parking facilities, and all other capital facilities the city anticipates it will need by the year 2005. The Facilities Plan shall also prescribe the timing for construction of the capital facilities during the planning period, bearing in mind the remaining capacities of existing facilities and giving priority to the needs of already developed areas.

The Facilities Plan may allow for the following modifications to projects without amendment to the plan:

1) Administrative changes are those modifications to a public facility project which are minor in nature and do not significantly impact the project's general description, location, sizing, capacity, or other general characteristic of the project.

2) Technical and environmental changes are those modifications to a public facility project which are made pursuant to "final engineering" on a project or those that result from the findings of an Environmental Assessment or Environmental Impact Statement conducted under regulations implementing the procedural provisions of the National Environmental Policy Act of 1969 (40 CFI Parts 1500-1508) or any federal or State of Oregon agency project development regulations consistent with that Act and its regulations.

b. A Capital Improvements Program, describing the methods to be used to implement the Facilities Plan, including organizational, financial and regulatory techniques. The Capital Improvements Program (CIP) shall be adopted annually through a Type IV process and be included in the Gresham Community Development Plan as Volume V. Changes to the annually adopted CIP may be made with a simplified process where there is no significant impact on a public facility project. Outside of the annual Type IV CIP adoption process Council may approve, as non-significant CIP changes or additions, those CIP amendments which are necessary: to complete a project; to initiate a project for which unanticipated funding has been obtained; to adjust a project scope; to amend a project budget; or to utilize grant funds or donations in a timely and efficient way during a current fiscal year. These nonsignificant CIP changes outside the annual Type IV process, will go directly to the City Council and will only require City Council non-hearing review and approval, by resolution. All changes will be indicated in the annual CIP. Each CIP project is also subject to all other required public review and permit processes that apply.

7. The City Manager shall review designs, approve plans, inspect construction and recommend acceptance of public improvements to the City Council for ownership, operation and maintenance by the city. The City Manager may establish administrative procedures for the above process in order to protect the life, safety and welfare of the public.

Policy II

It is the City's Policy that services shall be provided in the most cost effective manner and the costs shall be equitably spread among all recipients of the services.

Implementation Strategies

1. The city established an Urban Services Boundary in order to practically and responsibly plan for the financing and construction of additional facilities and services to residents, businesses and industries. The Gresham Urban Services Boundary includes the existing corporate limits of the City of Gresham, as well as unincorporated territory outside the city limits, but within the Portland Metropolitan Urban Growth Boundary, an area which can be most effectively served with all urban level services by the City of Gresham.

2. Upon annexation, the city shall provide all urban services except in the following situation:

Where the territory is currently being served by a service provider, the city and the service provider shall negotiate a schedule for the transition of the territory from the service provider to the city.

3. The city shall provide sewer service to territory outside the Gresham Urban Service Boundary, but inside the Gresham sanitary sewer drainage basin where it is economically and technically feasible for the city to provide the service.

(Section 10.330 amended by Ordinance 1439 passed 3/17/98; effective 4/16/98)

(Section 10.330 amended by Ordinance 1780 passed 01/02/18; effective 01/02/18)

10.331 WATER SERVICES – PUBLIC FACILITIES AND SERVICES WATER SERVICE

Background

The City of Gresham provides drinking water to approximately two-thirds of the City's population while the Rockwood Water Peoples Utility District (PUD) serves the remaining one-third of the city. In 1998, Gresham adopted its most recent water system facility plan entitled the "Water System Master Plan – City of Gresham, Oregon" and Rockwood Water PUD adopted their latest facility plan entitled "Water Master Plan." Each plan deals with the storage and distribution of water within the respective area of the service provider. The plans assessed the adequacy of their existing systems and determined what improvements are needed to accommodate projected growth for the next 20 years. The information below is from the facility plans and the plans are incorporated by reference into the Comprehensive Plan.

Both service providers purchase their water from the City of Portland Water Bureau. The primary water sources are the reservoirs within the Bull Run watershed of the Mt. Hood National Forest, located approximately 35 miles to the east. Emergency "back-up" water is provided by a well system located along the south shore of the Columbia River in east Multnomah County. The water from Bull Run is very low in dissolved minerals and meets or exceeds all drinking water quality standards set by the U.S. Environmental Protection Agency and the Oregon State Health Division. Portland has the water periodically tested by independent laboratories that are certified by the state. The test results are sent to the above two agencies.

Both service providers rely on System Development Charges (SDCs) and water rate revenues for financing their activities. SDCs are charged to developers when building permits are issued and are used to finance future capital improvements to the system, such as new water transmission lines, pumps and reservoirs. SDCs represent the approximate cost to the water system of accommodating the additional demand placed on it from new development. Revenues derived from the sale of drinking water to retail customers are primarily used to cover the operations, maintenance and administration costs of each system.

Gresham Water System

The Gresham system has seven service (surface elevation) levels. Two of the levels are served by gravity flow and booster pump stations serve the remaining five levels. The system currently consists of seven reservoirs that contain about 28.4 million gallons of water, nine pump stations, approximately 253 miles of pipeline, and 33 miles of water service pipeline. A supervisory control and data acquisition (SCADA) system monitors and controls water flows throughout the system, especially during peak demand periods. The Gresham system has emergency connections via normally closed valves to the water systems of Rockwood Water P.U.D., Powell Valley Road Water District, and the City of Troutdale.

The existing average daily demand (ADD) on the system is 7 million gallons of water per day and the maximum daily demand (MDD) is 14 million gallons per day. The facility plan projects that by 2016 the ADD will be 12.8 million gallons per day and the MDD will be 25.4 million gallons per day.

The Gresham facility plan found that water sources and pumping capacities adequately serve existing development in all service levels. Existing water storage was found adequate in all seven service levels with the exception of the Lusted service level. The existing piping system is adequate in all service levels except for several low pressure areas in the Grant Butte service level. Also, there were several areas in the Grant Butte service level and the Intermediate service level that did not meet Insurance Services Office (ISO) fire flow requirements. All of the above described deficiencies in the existing system are scheduled to be corrected in the 1 to 5 year timeframe portion of the Capital Improvements Plan (CIP) schedule of the plan.

The facility plan includes an evaluation of the City's water system under Year 2016 "buildout" demand conditions. The plan discusses the improvements that would be needed to the existing system in order to meet the additional service demands. Future service demand was based on the housing and employment projections that were done by Metro for Gresham's transportation analysis zones (TAZ). Additional source (storage and pumping) capacity of 3,150 and 380 gallons per minute (g.p.m.) is needed in the South Hills and Lusted service levels, respectively. A new pump station would be needed to improve reliability in the Gabbert service level. Additional storage reservoirs are needed in the Grant Butte service level to serve 2016 demands. Finally, piping improvements are needed in the Grant Butte, Intermediate, and Lusted service levels in order to meet ISO fire flow requirements. All of the above described needed improvements and their costs are listed in the 20 year CIP schedule of the master plan. There are two CIP lists. One lists projects and corresponding costs for the area within the existing city limits. The other addresses the Springwater and Pleasant Valley areas which were outside the UGB and designated by Metro as Urban Reserve Areas at the time the facility plan was done.

In recent months, the City has initiated a study in regard to the City developing its own water supply. A new water source could supplement the water it purchases from the City of Portland. At the 1/21/03 City Council meeting, the Department of Environmental Services (DES) received approval to begin work on evaluating the feasibility of developing a well system that would use local groundwater as an alternative water supply. A consultant firm (Murray, Smith & Assoc. Inc.) was selected to undertake the first phase of the study. A feasibility report is anticipated by the spring of 2003. Another alternative source of drinking water that the city might explore in the future is the Clackamas River.

Rockwood Water P.U.D. System

The Rockwood P.U.D. service area covers much of the westerly part of Gresham and extends into northeast Portland. The district can generally be described as located west of N.E. 223rd Ave. (Gresham) to N.E. 135th Ave. (Portland), and extending north of S.E. Division St. to the I-84 freeway. The land uses within the district are primarily residential and commercial with some industrial uses. The topography is generally flat.

The district's distribution system consists of over 190 miles of pipe ranging from 4 to 24 inches in diameter. There are five existing pump stations, three of which pump water out of the reservoirs into the district's main pressure zone. The other two pump stations pump out of the main pressure zone into higher elevation systems. The district also has four active and one inactive storage reservoir. The average daily water demand from all customers within the district (Gresham and Portland areas) is 6.7 million gallons per day and the peak (maximum) daily demand is 11.4 million gallons per day. The district's facility plan projects that by 2018 the average daily demand will increase to 7.7 million gallons per day and the peak daily demand to 12.8 million gallons per day.

The Rockwood Water facility (master) plan identified some deficiencies in the existing distribution system. These were recommended for repair in the immediate future. They relate to various sections of older undersized pipes that need to be replaced with new and larger pipes. The CIP schedule of the plan calls for these pipes to be replaced within 5 years.

The Rockwood Water facility plan also modeled its distribution system in order to identify needed improvements over a 20 year period (to 2018). Their master plan lists improvements that are needed in the intermediate (5-10 yrs.) and long-term (10-20 yrs.) future. Most of them are located within the Gresham portion of the district's service area. They primarily consist of replacing older steel piping with ductile iron piping in order to reduce water loss, as well as replacing undersized pipes with larger pipes at certain locations in order to maintain adequate fire flows as the district's population increases. In addition, the Rockwood plan proposes a new 20 million gallon gravity service water reservoir. It would be located on Grant Butte next to the district's existing reservoir which is no longer operational. The above improvements and their costs are listed in the plan's CIP schedule for the 5 to 10 years and 10 to 20 years timeframes.

Major Issues/Changes

The following are some of the issues and changed conditions that have occurred since the last update of the comprehensive plan:

- The City of Gresham Water System Master Plan and the Rockwood Water P.U.D. Water Master Plan were completed in 1998.
- In order to economically meet future needs, both the City of Gresham and Rockwood Water P.U.D. will need to investigate other sources of drinking water as a supplement to the Bull Run system.
- The need for additional reservoir storage in the Rockwood Water P.U.D. system has been recognized by various planning studies that have been done for the district.
- The Gresham Water Division has identified six major existing and future development or redevelopment areas that will be substantial contributors to the system's growth in the coming years. These are: expansion of facilities on the LSI Inc. semi-conductor manufacturing site, redevelopment of downtown Gresham, on-going development of the Civic Neighborhood,

redevelopment of the Brick Works industrial area, and the development of the future communities of Pleasant Valley and Springwater.

- In recent years, both Gresham and the Rockwood Water P.U.D. have participated in discussions with the other 26 water providers in the region about how best to provide a dependable and high quality water supply for the Portland area. This cooperative effort culminated in the development of the Regional Water Supply Plan (RWSP). The RWSP provides a comprehensive and integrated framework of background information, strategies and implementation measures for the purpose of meeting the region's water supply needs to the year 2050.

PUBLIC FACILITIES AND SERVICES WATER SERVICE – GOAL, POLICIES, AND ACTION MEASURES

GOAL

Provide and maintain a water system that will continue to provide an ample supply of high quality water to Gresham residents, businesses and institutions.

Policies

1. Provide a sufficient supply of high quality water at adequate pressure to meet consumption and fire flow projections and emergency storage needs.
2. Provide public fire hydrants with adequate flows and water pressures for fire fighting purposes.
3. Gresham will continue to support and participate in regional water supply and conservation efforts.
4. In order to enhance the reliability of the water system during emergencies, the City will:
    a. Have multiple service connections with the adjoining water systems;
    b. Whenever possible, loop water distribution lines in order to minimize permanent dead end pipes; and
    c. Provide emergency back-up power to all pump stations.
5. The City will use standardized materials/equipment throughout the water system to improve efficiency and lower overhead costs.
6. In order to meet its long-term needs, the City will continue to assess the feasibility of acquiring additional water supplies that would supplement the Bull Run system.
7. If needed, the City will enter into intergovernmental agreements with other water service providers in order to provide an adequate water supply to the new communities of Pleasant Valley and Springwater.
8. New developments shall:

a. Provide water service that meets the needs of the development project as well as applicable fire flow requirements;

b. Install public fire hydrants as directed by the fire marshal;

c. Pay a water systems development charge (SDC) and any other costs associated with extending water service to the project;

d. Extend adequately sized water lines with sufficient pressure to the boundaries of the subject property where future extension of the water service is anticipated or required; and

e. Provide unobstructed access to all public water lines and easements.

9. All improvements to the City water system shall meet the Water System Guidelines and Regulations and other applicable requirements.

10. The operation of Gresham's water system will be guided by local, state and federal guidelines/regulations. These include the American Water Works Association (AWWA) standards as well as the applicable requirements of: the Oregon Department of Environmental Quality (DEQ), the U.S. Environmental Protection Agency (EPA), the Oregon Water Resources Department (OWRD), the National Marine Fisheries Service (Endangered Species Act), and the Oregon Occupational Safety and Health Division (OR-OSHA) regulations pertinent to the water system operation.

Action Measures

1. Develop and periodically update piping, storage, and distribution plans to address current and future information and facility needs such as:

a. Information from computer simulations to show how the distribution system will function under various operation scenarios;

b. Pump station evaluation stations to assess need for repairs, upgrading and replacement

c. Resolution of storage deficiencies in the Grant Butte and Gabbert service levels, and

d. Improvements to the piping system to meet ISO fire flow requirements in the grant Butte, Intermediate and Lusted Service levels.

2. Address the projected build-out demands in the Springwater and Pleasant Valley areas for water storage and pumping needs.

3. Continue to update the Capital Improvements Plan (CIP) and facility master plans in order to identify, prioritize and cost-out the water system improvements needed within the existing City area as well as for the future communities of Pleasant Valley and Springwater.

The current adopted Capital Improvements Plan (CIP) serves as the future projects list of the City's Public Facilities Plan (PFP). The CIP lists, describes, gives cost estimates, indicates funding sources, and

shows the location of those major public facilities that are needed to support existing and projected development over the short term (1-5 years) and long term (6- 20 years) time frames.

(Amended by Ordinance 1582 passed 12/16/03; effective 1/15/04)

10.332 WASTEWATER SYSTEM – PUBLIC FACILITIES AND SERVICES WASTEWATER SYSTEM

Background

The City of Gresham owns and operates its own sanitary sewerage (wastewater) system. The Wastewater Services Division of the Department of Environmental Services (DES) administers the system. The City's wastewater treatment plant is located near N.E. Sandy Blvd. in the northerly part of the City. It discharges treated effluent into the nearby Columbia River. Multiple state and federal regulations/permitting requirements govern the treatment of wastewater. Most of these requirements fall under the federal Clean Water Act and are enforced by the U.S. Environmental Protection Agency and the Oregon Department of Environmental Quality.

History of Wastewater Treatment in Gresham

Gresham's wastewater conveyance system began in 1916 when the City constructed an 18- inch sewer line that collected wastewater from businesses and homes and discharged untreated effluent into Johnson Creek. The first City treatment plant was constructed in 1936 to serve a population of 3,000 people. Although it provided some (primary) treatment of residential waste, it was not designed to handle industrial waste. In 1953, the state ordered Gresham to upgrade its treatment facilities in order to correct recurring pollution problems in Johnson Creek. A major sewer interceptor line was constructed and a new larger treatment plant was built at its current Sandy Blvd. location in 1954. The nearby cities of Fairview and Wood Village contracted with Gresham to treat their wastewater in 1958 and 1972 respectively.

During the 1970's the capacity of the treatment plant was expanded from 3 million gallons of wastewater per day to 6 million gallons per day (mgd). The plant was further expanded in 1980 from 6 mgd to 10 mgd and again in 1990 from 10 mgd to 15 mgd. The most recent expansion occurred in 2001 when the treatment capacity was increased to 20 mgd (average annual flow). This latest expansion is expected to serve the City's growing population until at least 2010.

Existing Wastewater System

The City of Gresham provides regional wastewater collection and treatment services for wastewater generated in the Gresham Service Basin. The service basin, which is essentially a naturally draining watershed, encompasses an area of approximately 18,000 acres or 28 square miles. The system currently serves approximately 105,000 customers and collects and treats wastewater from the cities of Gresham, Fairview, Wood Village, and a small portion of Portland. Continuing residential,

commercial, and industrial development in the above cities has resulted in a steady increase in demand for wastewater treatment during the recent decades.

The Gresham wastewater treatment plant is located on the north side of N.E. Sandy Blvd., directly west of 201st Ave. The plant is a secondary activated sludge facility, with an average annual flow (AAF) design capacity of 20 mgd.

The plant operates under a National Pollution Discharge Elimination System (NPDES) waste discharge permit issued by the Oregon Department of Environmental Quality. This permit is issued pursuant to state regulations (ORS 4688.050) and the federal Clean Water Act.

Effluent flows at the plant have increased from 8.4 mgd in 1992 to an average of 11.3 mgd in 2001, with a peak annual average of 12.65 mgd during 1996. The maximum day wet weather design capacity of the plant is 54 mgd with peak hour capacity of 75 mgd. Treated wastewater is discharged into the Columbia River through a discharge pipe that is located at river mile 117.5.

The plant generates about 3.3 million dry pounds of biosolids annually as a byproduct of the wastewater treatment process. This biosolid is nutrient rich organic material that can be used as fertilizer to improve and maintain productive soils and to stimulate plant growth. Consequently, the plant's biosolids are provided to local area farms where they are used (recycled) as organic fertilizer.

In addition to the treatment plant expansions, there has been a continuing increase in the miles of mainline sanitary sewers and other parts of the collection system. Currently there are 10 lift (pump) stations, 2 miles of force main sewers, approximately 300 miles of gravity sewer lines (laterals, trunks and interceptors), and 23 diversion structures. The diversion structures help to maintain a balanced flow throughout the system for maximum efficiency. They bypass flows from one line to another when the flow within a particular line reaches a certain level.

Funding of Wastewater Services

Wastewater services are funded from the wastewater fund. It is comprised of a combination of moneys received primarily from sewer rates (rates charged to customers), System Development Charges (SDCs), and bond sales. The City annually reviews the sewer rates to assess operating needs against revenue forecasts. The review involves modeling, over the next 20 years, projected revenue and expenditure requirements. SDCs are charged to developers when building permits are issued and represent the approximate cost to the system of meeting the additional demand placed on it from development. Wastewater system improvements are financed with SDCs and by using a portion of the revenues generated by the sewer rates that are charged to customers.

Wastewater Master Plan

On February 18, 1997, the Gresham City Council approved and adopted the "Wastewater Facilities Plan, Final Report." The plan addresses and updates wastewater treatment and plant capacity needs. It focuses on identifying improvements that are necessary to accommodate growth that is anticipated to

occur over the next 20 years, and plans for the facilities that will be needed to serve growth within the 2040 planning period. With the completion of the most recent expansion, all of the Phase 1 improvements recommended by the plan for the treatment plant have now been completed. Additional projects called for by the plan for the plant include the ultraviolet disinfection improvements and the Phase II expansion projects.

Additionally, the Gresham City Council adopted the "Wastewater (Collection) System Master Plan" in 2001. This plan is an evaluation of the collection system capacity and, from a system analysis, provides a recommended Capital Improvement Program (CIP). It identifies near-term and long-term projects that can be incorporated into the City CIP to assure that adequate system capacity is provided.

The above wastewater collection system plan indicates that most capacity problems to the wastewater conveyance system become apparent under the year 2000 modeling which shows existing sewage flows. The capacity of a sewage conveyance system is not only affected by the actual sewage flows from development but also by inadvertent groundwater and surface water infiltration (called "I/I") into the system through pipe joints, cracks, etc. The improvements needed to prevent potential sewer overflows (surcharging) during "worst case" conditions consist of upgrading the Linneman and Rockwood pump stations in the Johnson Creek basin and replacing a number of manholes and undersized trunk sewers that are located in all 7 basins. Only a few additional improvements (excluding Pleasant Valley and Springwater) are needed under the 2020 flow conditions that reflect build-out conditions. All of the needed conveyance system improvements are listed with costs and implementation schedules in the plan's CIP.

The applicable parts of the "Wastewater Facilities Plan" and the "Wastewater System Master Plan" and subsequent updates are incorporated by reference into the comprehensive plan. The "Gresham Wastewater Treatment Plant Master Plan Update" will be completed in 2003, as will be the "Sanitary Sewer Evaluation Plan." A utility financial analysis will also be completed in 2003. These updates will provide detailed descriptions of the existing system, an evaluation of the existing and future systems, and address future funding sources.

Major Issues/Changes

The following are some of the issues and changed conditions that have occurred since the last update of the comprehensive plan:

- The "Wastewater Facilities Plan" was completed in 1997 and will be updated in 2003. The "Wastewater System Master Plan" was completed in 2001.
- Since 1990, the City's wastewater treatment plant has undergone substantial expansions and improvements. It is anticipated that the plant will provide adequate capacity until approximately 2010-2012, when the next evaluation will need to be completed.
- It is expected that most of the future expansion of the City's wastewater conveyance system will occur in the Pleasant Valley and Springwater areas.

PUBLIC FACILITIES AND SERVICES SANITARY SEWER SYSTEM – GOAL, POLICIES, AND RECOMMENDED ACTION MEASURES

GOAL

Provide and maintain an efficient, reliable and cost effective sanitary sewage collection/treatment system, which meets all applicable state and federal environmental standards.

Policies

1. The City will assess future demands on the wastewater system, project future needs and take measures that will allow it to continue to provide a high level of service to Gresham residents and contracting jurisdictions.
2. The City will seek to maximize the capacity of its wastewater system by continuing to control and minimize groundwater inflow and infiltration (I/I) into the sanitary sewer lines.
3. The operation of the wastewater system shall be done in a manner that complies with the Endangered Species Act (ESA), the anticipated Sanitary Sewer Overflow (SSO), the Capacity Management Operations and Maintenance (CMOM) requirements, the City's NPDES permits, and other regulations.
4. New development shall:
    a. Install sanitary sewer facilities in the manner prescribed by the Oregon Department of Environmental Quality and the City of Gresham.
    b. Extend adequately sized sanitary sewer lines to the boundaries of the subject property where future extension of the line is anticipated or required.
    c. Pay a wastewater systems development charge (SDC) and any other costs associated with extending sanitary sewer service to the project.
    d. Provide unobstructed access to all public sanitary sewer lines and easements.
5. Except to the extent allowed by the development code for a single-family residence on a lot of record, new development shall not be served by a subsurface sewage disposal system.
6. Sanitary sewer lines will normally be located within a public right-of-way. When physical, jurisdictional and/or topographic constraints prevent installation of these facilities within a public right-of-way, they may be located in a "public" easement that meets City standards.

Action Measures

1. Future wastewater flows will be analyzed for: (a) Sanitary flows, which is effluent from homes, businesses, small industries and schools; (b) Significant Industrial User (SIU) flows, which is effluent from firms that have industrial discharge permits issued by the City; and (c) infiltration

and inflow (I/I), which consists of surface and groundwater that enters into the wastewater collection system.

2. The Wastewater System Master Plan, Wastewater Treatment Plant Master Plan, and CIP project schedules will continue to be updated in the future in order for the wastewater system to accommodate growth and redevelopment and to reflect changes in customer needs and/or regulatory requirements.
3. As identified in the Wastewater System Master Plan, upgrade the "185th Avenue", "Rockwood" and "Linneman" lift (pump) stations in order to meet projected 2020 flow conditions.
4. Complete the major sewer line replacement projects that are identified by the Wastewater System Master Plan for the Johnson Creek, East and Kelly Creek basins, and the smaller replacements identified for the Wilkes and Stark Street basins.
5. Provide future wastewater services to serve the Pleasant Valley and Springwater communities.
6. As identified in the treatment plant master plan, the treatment plant liquid chlorination system will be converted to ultraviolet light disinfection (if and when necessary) and the plant capacity will be expanded by 5 million gallons per day to 25 million gallons per day (anticipated to occur in the 2010-2012 timeframe).

The current adopted Capital Improvements Plan (CIP) serves as the future projects list of the City's Public Facilities Plan (PFP). The CIP lists, describes, gives cost estimates, indicates funding sources, and shows the location of those major public facilities that are needed to support existing and projected development over the short term (1-5 years) and long term (6- 20 years) time frames.

(Amended by Ordinance 1582 passed 12/16/03; effective 1/15/04)

10.333 STORMWATER MANAGEMENT SYSTEM – PUBLIC FACILITIES AND SERVICES

Background

Overview of Gresham's Stormwater System

Gresham's Stormwater Program implements the DES Stormwater Division's stated mission, namely to improve flood protection and water quality. The Division accomplishes this through the construction and maintenance of the public stormwater system and the preservation and restoration of area waterways. The stormwater system includes roughly: 5,000 catch basins, 2,600 manholes, 600 drywells, 200 miles of drainage pipe, 100 detention facilities, 35 minor and 30 major outfalls, and 15 miles of roadside drainage ditches. Groundwater and surface waters such as canals, streams, and

wetlands are important components of the stormwater infrastructure and serve as the receiving waters for urban runoff.

The Stormwater Division is responsible for the area within the City of Gresham Urban Services Boundary, which includes four major drainage basins. These overlay underground water-bearing layers, including a portion of the Troutdale Gravel Aquifer, which supplies water to the Columbia south shore wellfield. The four major surface drainage basins are the West Gresham Drainage area and the Fairview Creek basin which drain to the Columbia Slough; the Kelly/Burlingame system which drains to the Sandy River; and the Johnson Creek basin which drains to the Willamette River. Drywells located in the West Gresham and Fairview Creek basins feed the Troutdale Gravel Aquifer or an unnamed layer of unconsolidated sediments.

System Funding

During the 1990's, the City of Gresham established a drainage utility fund to finance its basic stormwater projects and maintenance activities. The monies in this fund come from a stormwater impact fee that is charged on a monthly basis to Gresham residents and businesses. Growth related projects are funded through a systems development charge (SDC) which is paid by developers as part of their building permit fees.

Master Plans

The City of Gresham is engaged in an effort to update the stormwater master plans for the four drainage basins in the city's urban growth boundary (UGB). Stormwater master plans for the West Gresham and Fairview Creek basins were recently completed in 2002 and 2003, respectively. A stormwater master plan is currently underway and will be completed this year for the Johnson Creek basin. The fourth master plan for the Kelly Creek basin will be completed in 2004.

There are two future development areas currently outside the City limits that are now inside the regional urban growth boundary (UGB), Pleasant Valley and Springwater. They will eventually be annexed into Gresham. Stormwater master plans for these areas will also be completed in 2004.

Stormwater Challenges

Urban development can have a detrimental effect on the area's drainage characteristics by reducing the amount of pervious land and inhibiting recharge of aquifers. If an adequate stormwater system is not in place, a number of problems may result, including flooding, landslides, erosion and sediment deposition, scouring of stream channels, poor water quality (both surface and groundwater), degraded aquatic habitat, low dry-weather stream flows, disappearing aquifers, and land subsidence. Many of these potential problems are regulated by federal, state, and regional governments. A summary of the requirements is provided below.

- **Federal Emergency Management Agency (FEMA) and the National Flood Insurance Program (NFIP):** Gresham participates in the NFIP. As a condition of participation, the City must adopt

and enforce minimum floodplain management standards. The goal of these standards is to prevent new development from increasing the flood threat, and to protect new and existing buildings from anticipated flood events.

- **National Pollutant Discharge Elimination System (NPDES) Permit for Municipal Separate Storm Sewer Systems (MS4s):** DEQ administers this federally-mandated permit, which requires Gresham to develop and implement management practices that reduce the pollutants carried by stormwater into state waters. State waters include all natural waterbodies, plus those waters that connect to natural waterbodies.
- **Water Quality Standards and Total Maximum Daily Loads (TMDLs):** To comply with federal requirements, Oregon DEQ adopts standards of quality that protect beneficial uses such as drinking water, cold water fisheries, aesthetics, recreation, agriculture and other uses. DEQ's standards cover parameters such as bacteria, pH, turbidity, dissolved oxygen, temperature, total dissolved gas, certain toxic and carcinogenic compounds, habitat and flow modification, and aquatic weeds or algae. Gresham's stormwater must not cause a violation of these standards in state waters. If a waterbody doesn't meet the standards, DEQ is required to set a TMDL. A TMDL is a calculation of the maximum amount of a pollutant that a waterbody can receive and still meet water quality standards, and an allocation of that amount to the pollutant's sources. Because Gresham surface waters violate one or more water quality standards at some point during the year, DEQ will require further efforts by Gresham to clean up stormwater through the NPDES MS4 permit, in order to comply with the relevant TMDL.
- **Wellhead Wellfield Protection Program:** The 1986 federal Safe Drinking Water Act addresses non-point and point sources of pollution through a provision requiring states and local agencies to establish wellhead protection zones to safeguard groundwater for drinking. In Gresham, this area is based on a groundwater model simulation of the 30- year time of travel to the production wells of the Columbia South Shore Groundwater Resource Wellhead Protection Area. This area is subject to Best Management Practices (BMPs) that are aimed at providing appropriate levels of protection.
- **Underground Injection Control (UIC) Rules:** The DEQ administers the federal UIC Program in Oregon, pursuant to the federal Safe Drinking Water Act. The UIC Program manages injection of fluids into the ground. All stormwater infiltration sumps within the City of Gresham are classified as UICs and must be registered and meet regulatory requirements set by DEQ.
- **Endangered Species Act (ESA):** The ESA prohibits the "taking" of a member of any species listed as 'threatened' or 'endangered,' and allows the U.S. Fish and Wildlife Service (USFWS) or National Oceanic Atmospheric Agency (NOAA)-Fisheries to impose some prohibitions for listed species. The ESA defines "take" to mean "harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or attempt to engage in any such conduct." The requirement is of interest to Gresham because the City's surface waters are either current habitat for threatened species, or are upstream from such habitat, and loss or degradation of habitat resulting from land

development can be considered a taking. The jurisdiction that permitted or allowed the offending development can be held liable.

- **Oregon's Statewide Planning Goal 5 – Natural Resources, Scenic and Historic Areas and Open Spaces:** This state planning goal requires local governments to inventory open spaces, corridors, wetlands, rivers and streams, groundwater and natural resources; and plan for the appropriate measures to be taken to protect and maintain the various resources and open spaces. The City of Gresham actively considers Goal 5 for the long-term development and maintenance of the livability of the community.
- **Metro Urban Growth Boundary Functional Plan – Title 3**: As a part of the Metro Urban Growth Management Functional Plan, Metro code 3.07.310-3.07.370, Title 3 requires Portland area jurisdictions to adopt the Water Quality Resource Area and Flood Management Performance Standards. The water quality standards are intended to provide vegetated buffers around streams and wetlands in order to protect them from urban development. The floodplain standards essentially require "balanced cut and fill." To comply with these requirements, Gresham has adopted the Natural Resource Overlay and amended its Floodplain Overlay District in the Community Development Code.

Existing Condition of Stormwater System

Most of Gresham and its stormwater system was developed before NPDES, TMDL, and ESA requirements were applied to municipal stormwater. Therefore, the prime focus of the system has been to protect people from slope collapse and their property from flooding. Historically, this goal was met by laying pipe and creating straight, hardened channels that moved runoff from where it was generated to its final destination as quickly as possible, resulting in high flow velocities. Wetlands and floodplains that were once hydrologically connected to the stream systems were filled in response to the demand for buildable land that accompanied urban growth.

In recent years, it has become apparent that hardened channels and pipes, including culverts, are poor habitat for aquatic species. High flow velocities scour gravel, downcut channels, and erode streambanks of vegetation that provides bank stability, shade, refuge, and food for fish and wildlife. Without the natural flora and fauna, and without the historic wetlands, the ability of the system to infiltrate and purify water has been seriously reduced. This has resulted in both flooding and water quality problems. To this degraded system, human activities have added metals such as zinc and copper that are toxic to fish, as well as fertilizers, pesticides, oils, soaps, and other pollutants that drain into catch basins and streams. Sediment-laden waters from development and other earth-disturbing activities add their load of fine soil particles. These kill the insects that fish and other wildlife depend on and smother salmon eggs that require direct contact with a constant flow of water to supply the oxygen needed for their growth.

The habitat and water quality in the Columbia Slough, Fairview Creek, and Kelly Creek are all seriously impacted by urban development and its associated historic stormwater practices. Johnson Creek in

Gresham is relatively less impacted and represents some of the best habitat for salmon in that basin. However, Johnson Creek borders steep hillsides that can send smothering sediment into the stream if human activities are not carefully conducted.

Although flooding was historically a problem throughout much of the City, improvements to the stormwater system and its maintenance have alleviated much of the flooding. However, some areas within Fairview Creek continue to flood, and Johnson Creek can overtop the sanitary sewer manholes that line the floodplain.

The table below provides a brief "basin by basin" overview that describes the basin area land uses, major waterways, and additional issues specific to each basin.

Gresham Drainage Basin Facts				
Basin	Location within Gresham	Area in Gresham (Square Miles)	Land Use (%)*	Comments
Johnson Creek	Springwater Area (UGB Expansion Area)	1.5 sq. mi.	To be determined	This area is planned to transition from primarily rural residential to industrial, with some limited housing and commercial services. New development will need to follow practices that protect Johnson Creek.
Johnson Creek	Pleasant Valley (UGB Expansion Area)	2.3 sq. mi.	To be determined	This area is planned to transition from primarily nurseries and rural residential to urban housing, commercial and industrial uses. New development is planned to follow "green practices" to protect Johnson Creek.
Johnson Creek	Developed areas within UGB prior to 2003 expansion: South	6.3 sq. mi.	Residential: 53% Commercial: 3% Industrial: 5% Open: 38%	The City owns a significant portion of the land next to Johnson Creek in this area. Riparian revegetation projects and regional water storage/treatment facilities can be relatively easily accomplished.
Columbia Slough, Aquifers	West Gresham	5.8 sq. mi.	Residential: 41% Commercial: 16% Industrial: 22% Open: 21%	New and existing development must protect drywells from contamination. The Columbia south shore wellfield and Rockwood Water District wellhead are located in this area. Runoff to the slough must meet Oregon DEQ TMDLs.
Fairview Creek,	West-Central	4.3 sq. mi.	Residential: 42%	This area is comparatively built out,

Gresham Drainage Basin Facts				
Basin	Location within Gresham	Area in Gresham (Square Miles)	Land Use (%)*	Comments
Aquifers	Gresham		Commercial: 14% Industrial: 22% Open: 22%	and experiences more flooding than the other areas of Gresham. There are also sumps in the area which must comply with the UIC rules.
Kelly Creek	East Gresham	1.7 sq. mi.	Residential: 67% Commercial: 9% Industrial: 1% Open: 22%	Existing development in the floodplain, combined with erosive soils has resulted in construction of private walls to prevent stream channel migration and erosion of backyards. Flows have downcut the channel by as much as 15 feet in some locations.

*Along with the more obvious uses, the residential category includes community service areas such as schools. Parks are included as open space, along with agriculture, vacant and open space uses.

The City's Approach to Stormwater Management

The City of Gresham's response to the need to protect human life, property, and environmental quality is threefold: minimize the amount of stormwater that flows away from developed areas; remove pollutants from stormwater; and ensure proper ecosystem function by restoring floodplains, riparian vegetation, and other areas that provide water quality treatment.

To minimize the amount of stormwater that leaves developed sites, the City's policy is to require on-site stormwater management wherever possible. To accommodate sites where this is not possible, the City plans to construct regional infiltration/treatment facilities. This policy will minimize peak runoff and flooding; protect habitat for at-risk salmon and trout, as well as other aquatic species that rely on vegetated banks and natural stream channels; provide flow to streams in the dry season; contribute to aquifer recharge; and reduce the amount of pollution that enters local streams.

To remove pollutants from stormwater, the City continually evaluates and modifies its practices to ensure that they are congruent with regulatory goals. It also encourages green practices from City residents and businesses through public education, and adopts and enforces codes related to the discharge and disposal of pollutants and other wastes. Requirements of the NPDES permit and ESA endangered species rules provide direction to ensure an effective program.

The City will undertake a range of activities to support a healthy ecosystem by restoring floodplains, riparian vegetation, and water quality treatment areas. It will continue to sponsor removal of invasive exotic plant species and replacement with native communities. Along with construction of regional infiltration/treatment facilities, it will also continue to require that new development provide water-quality treatment for at least 80% of the rainfall that falls on a site—a requirement that has been in

place since 1999. To restore floodplains, the City's stormwater policy is to continue to limit construction in floodplains, and to purchase streamside (riparian) lands in order to allow for the re-establishment of a natural or lateral channel movement, especially in areas where significant water infiltration is possible.

Impediments to Full Implementation of the City's Approach

Adequate funding to finance full implementation of the stormwater policies articulated above does not currently exist. In the urbanized areas of Gresham, there are many locations where basic stormwater infrastructure does not exist, or does not have adequate capacity to serve existing development. The Stormwater Division also does not have adequate revenue to achieve full compliance with anticipated regulatory requirements, provide an acceptable level of maintenance (which is required with more natural systems), and repair/replace the existing system that is in poor structural condition. Identification and provision of a stable, long-term, funding base that can meet these needs is critical to ensure the effectiveness of the stormwater program.

Summary of Major Issues/Changes

The following are some of the issues and changed conditions that have occurred since the last periodic review update (1988) of the comprehensive plan:

- During the last decade, protecting the water quality of surface and groundwater from pollutants that might otherwise be conveyed by surface drainage has become an essential element of Gresham's stormwater management program. In part, this is in response to a variety of state and federal regulations that require local jurisdictions to address water quality. These include the National Pollutant Discharge Elimination System (NPDES), the Total Maximum Daily Loads (TMDLs) standards, and the Endangered Species Act (ESA).
- It has become apparent that reliance on a totally piped stormwater system that discharges directly into streams in conjunction with the impacts of urban development has created erosion and water quality problems. This, in turn, has contributed to poor habitat for fish and other aquatic species. One of the challenges of the future is to create opportunities for stormwater to infiltrate into the soil where it can then be filtered and cooled before it enters streams and other surface waters.
- Although Gresham has established a stormwater utility fund in recent years, the City will need to acquire a stable and adequate funding source in the future in order to meet its long-term stormwater management needs and regulatory obligations.

PUBLIC FACILITIES AND SERVICES STORM DRAINAGE – GOAL, POLICIES, AND RECOMMENDED ACTION MEASURES

GOAL

Improve flood protection and water quality through the construction and maintenance of the public stormwater system and preservation of natural resources, including area waterways, in compliance with applicable federal and state environmental regulations.

Policies

1. Provide, maintain, preserve and restore the stormwater infrastructure in order to control both the quantity and quality of stormwater flows, and to provide for the safe passage of storm flood flows. The stormwater infrastructure includes the structural (piped) conveyance system as well as natural stream channels and wetlands, constructed wetlands/swales, regional and on-site stormwater detention systems.
2. Provide, maintain, preserve and restore the stormwater infrastructure in a cost effective manner that is consistent with the City's stormwater master plans and which meets state/federal regulatory requirements.
3. The following shall apply to new development and redevelopment:

General Requirements

- **a.** The City shall issue a development permit only where there is adequate capacity in the storm drainage system to accommodate runoff from the development site.
- **b.** All stormwater from the site shall be conveyed to a point of disposal approved by the City.
- **c.** The applicant shall be responsible for extension of the storm drainage system to the approved discharge point.
- **d.** Storm drainage facilities shall be designed and constructed in conformance with the "City of Gresham Public Works Standards."
- **e.** Stormwater management facilities shall be located on-site when possible.
- **f.** All local, state and federal permit requirements related to the implementation of stormwater management facilities shall be met by the owner/operator prior to facility use.
- **g.** Structures and other permanent improvements shall not encroach over public and private stormwater facilities nor within public stormwater easements, drainage ways, streams, wetlands, seasonal waterways, seeps and springs.
- **h.** All stormwater infrastructure shall be maintained in accordance with the standards established within the City of Gresham's Stormwater Management Manual.

Specific System Requirements

- **i.** The preferred method to manage stormwater shall be through the use of facilities that rely on infiltration, bio-retention, and other processes that mimic the natural hydrologic regime.

Examples of facilities that incorporate these concepts by integrating stormwater and vegetation are swales, trees, vegetated planters and wetlands.

j. Where it is not possible to use the preferred method of stormwater management, new development shall use existing natural drainage ways, in combination with any necessary mechanisms, to ensure that resulting flow quantities and velocities do not degrade the integrity of the stream channel.

k. Where there is no existing natural drainage way, new development shall use constructed open channel conveyance and other non-structural methods to manage stormwater. Structural systems (such as pipes) shall be used only when site characteristics do not allow for open drainage systems.

l. The quantity of stormwater runoff after project development shall be equal to or less than the quantity of stormwater runoff from the site before project development, in conformance with the City of Gresham design standards.

m. Projects/sites shall be developed in a manner that conforms to the water quality design criteria found in the City's Stormwater Management Manual.

4. The City shall develop and implement an equitable funding mechanism to address stormwater infrastructure maintenance needs, to resolve system deficiencies in developed areas, and to provide stormwater services to developing areas.

5. The City shall form partnerships to share costs with other jurisdictions in regard to stormwater and resource planning for basins that cross jurisdictional boundaries.

6. The City shall expand wellhead protection areas as new drinking water wells are developed and expanded and also to protect future sources of drinkable water

Action Measures

Projects

1. The City will develop stormwater infrastructure plans for the Pleasant Valley and Springwater areas.

2. The City shall update its stormwater master plans periodically to proactively manage the stormwater system and to promote economic development in the City, while meeting state and federal environmental requirements. The master plans should include modeling pollutant loads to comply with applicable requirements.

3. The City will plan and schedule needed stormwater system improvements for implementation as part of the City's Capital Improvement Program.

4. The City will regularly maintain and clean the public stormwater system to maximize the benefits of existing facilities and to meet regulatory water quality requirements.

5. The City will construct regional water quality facilities, as identified in the approved stormwater master plans, to improve water quality, prior to discharging stormwater into the receiving water bodies.
6. In order to comply with the federal Clean Water Act and Oregon's 303(d) list of water quality limited bodies of water, Gresham will prepare and implement TMDL implementation plans for applicable waterbodies.
7. The City will continue its NPDES Program and modify the program as necessary to continue meeting the program's permit requirements.
8. Gresham will implement the Wellhead Protection Program to safeguard groundwater drinking sources and meet the requirements of the federal Safe Drinking Water Act of 1986 (SDWA), as amended.
9. Implement an Underground Injection Control (UIC) Program and specific BMPs to meet the requirements of the Safe Drinking Water Act (SDWA) administered by Oregon DEQ. This may include the creation and adoption of a UIC best management practices manual.
10. Prepare a Stormwater Management Plan and appropriate BMPs to address the regulatory requirements of the federal Endangered Species Act (ESA) in regard to threatened salmonids and other at risk species that are affected by stormwater.
11. Continue to administer the National Flood Insurance program and meet Federal Emergency Management Agency (FEMA) requirements in order to restrict development in floodplains and to allow property owners to purchase flood insurance.

Intergovernmental Coordination & Cooperation

12. Coordinate with Multnomah and Clackamas Counties, neighboring cities, and Metro to ensure that future actions to expand the regional urban growth boundary (UGB) take into account stormwater management needs.
13. Coordinate stormwater master planning and capital expenditures strategies with other agencies and jurisdictions to enhance stormwater management and to make efficient use of Gresham's financial resources.
14. Ensure that private development occurs in a manner that is consistent with the Council approved stormwater master plans.
15. Develop and implement storm water management plans, in cooperation with affected jurisdictions, agencies and watershed interest groups, for the drainage basins of Johnson, West Gresham, Kelly, and Fairview Creeks and other watersheds within the City and its future urban growth areas.

The current adopted Capital Improvements Plan (CIP) serves as the future projects list of the City's Public Facilities Plan (PFP). The CIP lists, describes, gives cost estimates, indicates funding sources, and

shows the location of those major public facilities that are needed to support existing and projected development over the short term (1-5 years) and long term (6- 20 years) time frames.

10.334 SOLID WASTE MANAGEMENT

Summary of Findings

The City of Gresham will continue to monitor the quality of collection service through the process of awarding mutually-exclusive collection franchises. The city will rely on the Metropolitan Service District to plan for and regulate the operation of the disposal of solid wastes. (Section 2.441 - Findings document).

Policy

It is the policy of the City to periodically review, at least once every seven years, the solid waste collection licensing system to ensure it is operating effectively and to use the licensing application system to encourage recycling efforts by collectors. The City recognizes the Metropolitan Service District's responsibility to prepare and implement a Solid Waste Management Plan, supports the Metropolitan Service District's Procedures for siting sanitary landfills and will participate in these procedures as appropriate.

Implementation Strategy

1. The city will promote the recycling of solid waste. Such measures may include giving financial incentive to solid waste collectors who recycle, and the establishment of an internal paper recycling program in city hall and city maintenance facilities.

10.335 FIRE AND POLICE PROTECTION

Summary of Findings

The city maintains a high quality public safety program through its police and fire departments. Both departments have grown to accommodate the needs of an expanding city. The Fire Department is guided by a master plan developed in 1984. Both departments have been involved with review of development proposals to ensure public safety needs are met (Sections 3.700 to 3.710 - Findings document).

Policy

It is the policy of the City of Gresham to provide adequate and cost-effective fire and police protection which ensures a safe living environment and is responsive to the needs of the citizens of Gresham.

Implementation Strategies

1. The City Police and Fire Departments will be closely involved with land use decisions and will ensure that specific proposed development actions do not create unusual or excessive public safety risks.
2. Development which may create an unusual burden to public safety services or which may result in an excessive risk to public safety shall be responsible to provide the necessary safeguards to reduce the service demand or risk.
3. Prior to approving or supporting an annexation proposal, the city should make certain that the area in question can be served with an adequate level of fire and police protection.
4. Educational programs for fire and crime prevention should be continued to assist in ensuring a safe living environment.

(Amended by Ordinance 1464 passed 12/1/98; effective 1/1/99)
(Amended by Ordinance 1582 passed 12/16/03; effective 1/15/04)
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(Amended by Ordinance 1841 passed 07/11/2023; effective 08/10/2023)