

10.400 The Social Environment

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10.410 GROWTH MANAGEMENT

Summary of Findings

The City of Gresham has grown from 10,000 people in 1970 to 55,000 in 1987 and population projections indicate a continued growth rate to over 95,000 by the year 2005.

The city has expanded from almost 5,000 acres in 1970 to almost 14,000 acres in 1987.

Gresham is the logical provider of public services within the Gresham Drainage Basins of Kelly and Fairview Creeks. Such basins extend West to 162nd Avenue, and North of Stark Street to the Columbia River where the city's treatment plant currently exists.

The agency with the ultimate service responsibilities should exercise the land use control system to assure consistency with that agency's standards and design specifications (Sections 4.100 to 4.180 - Findings document).

Policy I

It is the policy of the City to promote an orderly growth pattern within its financial capabilities to provide services and facilities while seeking to exercise land use controls in future service areas.

Implementation Strategies

1. The Community Development Code will establish criteria for the issuance of all development permits. Such criteria will consider:
 - a. Consistency with the Comprehensive Plan;
 - b. Adequate public services and facilities; and
 - c. Consistency with the Community Development Standards.

2. The city shall develop a Capital Improvements Program that will promote the development of services and facilities in those areas which are most productive in the ability to provide needed housing, jobs and commercial service opportunities in conformance with the policies of the Comprehensive Plan. The Capital Improvements Program shall emphasize the provision of needed services in established areas and those areas passed over by urban development.

(Amended by Ordinance 1605 passed 5/3/05; effective 6/2/05)

10.410.1 URBAN SERVICES BOUNDARY AND GENERAL ANNEXATION

Background

The geographic boundaries of the city establish a host of important factors. It determines the taxes and rates the City will collect and where it will provide urban services. To ensure the effective delivery of services and to respond to changes in population, it may become necessary to alter boundaries as a region evolves.

One of the most efficient ways for a city to logically address these issues is to proceed with an annexation. Sound economic development, enhancement of property values, and high service levels at minimum costs result from total comprehensive planning that includes annexation as a tool. By means of annexations, the City's Development Plan can be extended to adjacent areas in a logical manner, helping to assure orderly growth.

In the past the City has established relationships with other agencies, primarily Multnomah County, who would be affected by annexation of territory to Gresham. These relationships have generally established what lands that Gresham would, in the future, annex and provide urban services, and what Gresham's role would be in planning for those lands' future urban development.

In 1979 the City and Multnomah County adopted an Urban Planning Area Agreement (UPAA) that established those unincorporated lands in which the County and the City have mutual planning interest. The territory included in this agreement included the then existing city limits, unincorporated mid-Multnomah County lands that were required by the Oregon Department of Environmental Quality to be connected to a public wastewater system in agreement with the City of Portland, and other lands in unincorporated Multnomah County within the Urban Growth Boundary and adjacent to the city.

In 1983 the City adopted an Urban Services Boundary (USB) that identifies the area the City agreed to eventually annex and extend services (Ordinance 983). The area covered by the USB boundary coincided with the 1979 UPAA. Ordinance 983 also amended the Community Development Plan by adopting the current Growth Management Policy 2 and Implementation Strategies.

In 1987 the City amended the Development Plan to allow for minor adjustment to the Urban Services Boundary. To make an amendment, the land must be within 400 feet of the Urban Services Boundary and can occur to recognize ownership patterns and to deal with a public health, safety, and welfare issue. The adjustment is ministerial and must be approved by the Gresham, Portland, and Multnomah County planning managers. Amendments under this process also amended territory covered by UPAA.

In 1986 the City entered into an IGA with the County that established the transition of planning and development services as lands were annexed into Gresham. The City engaged in an annexation program during the 1980s, and most of the lands within the USB were annexed to the City. In 1989 the IGA was amended to let the City have planning responsibility for those lands not yet annexed, with the expectation that the City's Development Plan Map and Code would apply upon annexation. A small number of parcels subject to these agreements have not yet been annexed.

The 1986 IGA was amended in 1998. This amendment addressed what were then called Metro-designated urban reserves (areas designated as future UGB expansion areas) and identified a procedure to be used when considering amendments to the City's Urban Planning Area boundary and/or Urban Services Boundary for designated Urban Reserve areas, and phasing of planning responsibilities from the County to the City when boundary amendments occur. The IGA was most recently amended in July 2008 in order to expand the scope of the agreement to include the Kelley Creek Headwaters area.

The procedures outlined provided amending the City's Urban Planning Area boundary and/or Urban Services Boundary after Metro designated an urban reserve, and after there was agreement among existing affected cities regarding appropriate planning authority and/or general service provider. It then provided that the City would be responsible for the Urban Reserve Plan for land within the amended Urban Planning Area.

Currently, these UGB expansion areas are subject to the planning requirements of Title 11 – Planning for New Urban Areas, of Metro Urban Growth Management Functional Plan (UGMFP). Three such areas have affected the city: Pleasant Valley, Springwater, and Kelley Creek Headwaters (Area #13). [See Goal 10.410.2 – Annexation and New Communities concerning these three areas.] The IGA provided that once agreements were made as to what areas the City would provide future governance for, that the Urban Services/Urban Planning Agreement boundaries should be amended. In those areas the City would be responsible for preparing the plan and would adopt the comprehensive plan amendments and land use regulations that would comply with the plan.

A Gresham and Portland IGA for Pleasant Valley was done in 12/98 and updated in 4/04. It establishes an agreement regarding planning, future annexation, and urban service delivery. There are no other affected cities. The City and the County entered into IGA for Springwater 10/02 to develop a coordinated urbanization plan. Gresham is the only city in Multnomah County contiguous to Springwater and is thus the only affected city.

Gresham entered into an agreement with Metro and Clackamas County to include Kelley Creek Headwaters (Area #13) for analysis purposes in the Damascus/Boring Concept planning with an agreement that Gresham would be responsible for plan implementation and future annexations. This planning effort was later succeeded by the Kelley Creek Headwaters (KCH) Urbanization Plan project. Kelley Creek flows through both KCH and Pleasant Valley. Gresham is the only city in Multnomah County contiguous to KCH (and will ultimately surround it on three sides) and thus is the only affected city.

The USB was amended in June 2005 to include the new urban planning areas.

Annexation Procedures

There are many methods by which the City is able to pursue annexations. All of the annexation procedures are outlined in four different chapters of State of Oregon Revised Statutes, ORS 195, 198, 199, and 222.

The Gresham Charter does not require an election in the entire existing territory of the city to approve an annexation. The means that the Council generally will hold a public hearing with appropriate notice, and may annex the territory if consent from the affected territory is given in any of the following ways: If the majority of the electors in the territory to be annexed vote for annexation (ORS 222.120(4)); written consent by 100% of property owners and more than 50% of the registered electors in the territory (ORS 222.125); or written consent by owners of more than 50% of the land in the territory and 50% of the registered electors in the territory (ORS 222.170(2)).

The annexation process is initiated by the Council, or owners of real property in the proposed territory to be annexed petition to the City Council. After consent is obtained, the Council generally must hold a hearing on the annexation request. The hearing must be noticed consistent with state and Metro requirements. The Council, after the hearing, could act to approve the annexation by resolution or ordinance. The action of the Council is subject to referendum. Current state and Metro annexation code provide for an expedited annexation procedure that, in certain circumstances, can be approved without a hearing.

Metro provides a “contested case” appeals process to a Metro “Boundary Appeals Commission” after a final annexation decision is adopted. It allows a “necessary party” to appeal an annexation decision to Metro. Necessary parties include any district or other entity that provides an “urban service” within the annexed territory to contest the annexation.

As part of the annexation procedures, staff must review the annexation request and complete a report. The report needs to address annexation criteria in the Gresham Community Development Plan. The report also must address Metro approval criteria. Under the Metro Code an annexation action is a “Minor Boundary Change.” Metro has established uniform procedural and approval criteria for annexations. Approval criteria are numerous. A couple of the more important are: Is the timely, orderly, and economic provision of public facilities and services promoted and, if there is no urban services agreement applicable, an extensive analysis of the details of choosing between alternate urban services providers is required.

There are two types of annexations that do not require consent by property owners and electors. One is an island annexation (ORS 222.750). A city may annex a territory that is surrounded by the corporate boundaries of the city, or by the corporate boundaries of the city and a body of water, without consent of any residents or property owners within the territory or electors of the affected territory. The annexation is by ordinance or resolution and is subject to referendum. Island annexations might be a

needed tool in the new urban areas if, for example, an island prevented the necessary extension of public services such as a wastewater collector line.

The second is health hazard abatement (ORS 222.840). A city may annex a territory within its urban growth boundary without consent from city electors or residents of the affected territory if the Department of Health Services declares that affected territory to be a danger to public health. Dangers to public health could include impure or inadequate water systems that expose the public to “communicable or contagious disease-producing organisms: that present a “clear possibility that the public is being exposed to physical suffering or illness”.

Summary of Major Issues

The following are some of the major issues to consider in developing annexation goals, policies, action measures, and approval procedures and criteria for annexing lands to Gresham.

1983 Urban Services Boundary Lands

There are a small number of parcels that were included in the 1983 ordinance establishing the USB that have not been annexed. Those parcels that are between Gresham and Portland, and were included because of having to connect to a public wastewater line (such as along 162nd Avenue), are kind of in a “no man’s land” until they are annexed. The lots in southeast (near Persimmon golf course) do not appear to be an issue in the foreseeable future. Current annexation procedures anticipate that the zoning of these lands, upon annexation, will be compatible with the land use designation closest to its current Multnomah County designation. However, the Multnomah County designations do not necessarily reflect changes to the City’s Development Plan that have occurred over the past decade. Additionally, the lands near Persimmon have rural Multnomah County zoning for which there is no compatible city zoning.

Metro Minor Boundary Adjustments

State law directs Metro to provide for annexations. In 1997, the Oregon Legislature directed Metro to establish criteria that must be used by all cities within the Metro boundary for boundary changes. Metro has done so through the adoption of Metro Code Section 3.09, Local Government Boundary Changes. It sets out requirements for petitions, notices, hearings, findings, and appeals. A minor boundary change includes annexation from a county to a city. Included in this section are the provisions that allow a local government to establish an expedited review process. The City’s current procedures and criteria were established in 1983 and are out of date.

Expedited Review of Uncontested Minor Boundary Changes

The Metro Code Section 3.09.045 (as directed by the state) allows local governments to establish an expedited review to process uncontested minor boundary changes. Features of the recommended expedited review process include:

- Annexation applications must be uncontested. The requests must have consent of 100% of property owners and 50% of the electors, if any, within the affected territory. If a necessary party objects in writing, the expedited process cannot be used. Necessary parties are affected governments or urban service providers.
- A shorter notice period to interested parties of 20 days is allowed instead of the 45-day notice required for non-expedited annexations.
- The report of the boundary change has to be made available at least 7 days prior to date of decision rather than 15 days that is required for non-expedited annexations.
- No public hearing is required. Under expedited review, annexations could be placed on the Council's consent agenda rather than requiring a staff report and hearing.

Urban Services Boundary Map and Goals and Policies

The City of Gresham anticipates future annexation and providing urban services to three new urban areas that have been added to the Urban Growth Boundary in Multnomah County. Those areas are: 1) Pleasant Valley (area per IGA with City of Portland) [1998 UGB expansion], 2) Springwater [2002 UGB expansion] and 3) Kelley Creek Headwaters [2002 UGB expansion]. To provide for annexations the City amended its Urban Services Boundary Map in June 2005 to include these three new areas.

URBAN SERVICES BOUNDARY – GOAL, POLICIES, AND ACTION MEASURES

GOAL

The City shall maintain a City of Gresham Urban Services Boundary that defines the geographical limits of where the City provides, or will provide after annexation, city-supplied urban services.

Policies

1. The Urban Services Boundary will be updated to include Urban Growth Boundary expansions adjacent to the city limits if consistent with governance, urban services and planning agreements for the expansion areas.

GENERAL ANNEXATION – GOAL, POLICIES, AND ACTION MEASURES

GOAL

The City shall provide for clear and objective annexation processes and criteria consistent with Metro requirements and state law to ensure the opportunity for annexation of territory within the City of Gresham Urban Services Boundary.

Policies

1. Ensure the annexation of remaining unincorporated land within the City of Gresham Urban Services Boundary (prior to 1998 and 2002 UGB expansions) and for subsequent Urban Services Boundary amendments.

Action Measures

1. Identify and adopt “comparable” city land use designations for those parcels within the City’s Urban Services Boundary (prior to 1998 and 2002 UGB expansions).
2. Create annexation application forms packet to simplify and expedite annexation process for applicant and City staff.

(Section 10.410.1 added by Ordinance 1605 effective 6/2/05)

(Amended by Ordinance 1679 effective 9/17/09)

10.410.2 ANNEXATION AND NEW COMMUNITIES

Background

The Metro Council is mandated to manage and expand, as necessary, the region’s Urban Growth Boundary (UGB) in order to accommodate forecasted population for the region. When land is brought into the UGB, Title 11 of the Metro Urban Growth Management Functional Plan (UGMFP) requires that the added territory be brought into a city’s comprehensive plan prior to urbanization, with the intent to promote the integration of the new land into an existing community.

The UGMFP is intended to carry out the Metro 2040 Growth Concept, the Greenspaces Master Plan, and the Regional Transportation Plan. The planning efforts and subsequent comprehensive plan amendments required under Title 11 include “Provision for annexation to a city ... prior to urbanization of the territory ... to provide all required urban services.”

There have been three UGB expansions of lands adjacent to the current Gresham city limits:

1. **Pleasant Valley.** This area was brought into the Urban Growth Boundary (UGB) in December 1998. It is 1,532 acres located south and east of the current city limits for Gresham and Portland. It was primarily expected to provide for housing opportunities and was designated with a town center.

In December 1999, Gresham and Portland entered into an intergovernmental agreement (IGA). The purpose of the IGA was to address future governance and a cooperative master planning process for Pleasant Valley. In part, this IGA was done to help ensure that Pleasant Valley would provide for a sufficient mix of housing, commercial services, amenities and jobs, with adequate infrastructure, streets, parks, schools, and other urban services. Past experience has been that, without careful planning, the annexation of urban fringe unincorporated areas has resulted in inefficient community development.

This IGA was updated in March 2004. This IGA identifies a boundary between Gresham and Portland that results in about 1,004 acres in Multnomah County being Gresham's annexation area. Additionally, the IGA recommends a boundary in the Clackamas County portion of Pleasant Valley that would add 197 acres of Gresham annexation area. However, there are no agreements with Clackamas County that provide for a future transfer of services from Clackamas County to Gresham.

In summer 2000 the City of Gresham, in partnership with Metro, the City of Portland, Clackamas and Multnomah Counties, and others, began the planning of Pleasant Valley. This initial planning phase resulted in the Pleasant Valley Concept Plan that was adopted by the Pleasant Valley Steering Committee in May 2002, and subsequently accepted by the respective councils and commissions by the adoption of a resolution. The Pleasant Valley Concept Plan did not directly address annexation issues. However, it did plan that Pleasant Valley would be a complete community. The plan provides for a wide range of housing and jobs, commercial services and amenities, protection and restoration of its natural resources, and full urban services. Full urban services include transportation, water, stormwater, wastewater, fire and police services, parks, open spaces and trails, and schools.

Beginning in October 2002 Gresham, in partnership with Portland, led the Pleasant Valley Implementation project. This project utilized the outcome of the Pleasant Valley Concept Plan to create a series of implementing regulations and other actions. Included in this work was an annexation strategy report. The annexation strategy report examined issues related to projected costs and revenue for constructing and maintaining public infrastructure, services, and phased annexations. The specific services that were most closely analyzed were transportation, water, wastewater, stormwater, and parks. A report was completed in December 2003.

During the first half of 2004, an update of the Master Facility Plans (water, wastewater, stormwater, transportation, and parks) was initiated to do more precise engineering to address costs and phasing of construction, and to use that information more precisely to identify funding options including system development charges and utility rates.

The Council adopted the Pleasant Valley Plan District on December 7, 2004 with an effective date of January 6, 2005, following a series of public hearings of the Planning Commission and Council.

- 2. Springwater.** This area was brought into the UGB in December 2002. It is 1,275 acres located south of the current city limits all within Multnomah County. It was primarily expected to provide for industrial job opportunities (about 80% of the project area) with the rest of area providing housing and related commercial opportunities. Springwater also includes (within the same Johnson Creek watershed) about 150 acres in Clackamas County also intended for industrial or employment opportunities.

Gresham and Multnomah County entered into an IGA in April 2004 agreeing to a joint planning effort for Springwater. There is no IGA with Clackamas County.

The City adopted the Springwater Community Plan in December 2005. The Springwater Community Plan addresses land use polices, zoning and development code, natural resources, provisions for urban services and infrastructure, and the phasing of capital improvement plans. It also includes a marketing strategy for early economic development in Springwater. A companion project is a study to determine access management along Highway 26 to serve future urbanization in Springwater.

- 3. Kelley Creek Headwaters.** This area was brought into the UGB in December 2002 as part of the same Metro action that included Springwater and what is now the City of Damascus. The Metro map and ordinance identified this as Area 13. It was brought into the UGB primarily to avoid having an unincorporated rural island surrounded by urban development. Approximately one-half of the area has been acquired by Metro for open space, with other areas suited only for low density urban housing. It is about 220 acres within Multnomah County and is adjacent to the Pleasant Valley plan area on the east, the Gresham city limits on the north and west, and Clackamas County (and the city of Damascus) limits on the south. It is part of the Kelley Creek watershed basin which also includes Pleasant Valley. It was included, for analysis purposes, in the Damascus/Boring Concept Plan efforts. Gresham, as the only abutting city in Multnomah County, will ultimately annex and provide services to the area.

Summary of Major Issues

The following are some of the major issues to consider in an urban plan for annexations in new communities. Many of these issues were identified in the annexation strategy and analysis completed as part of the Pleasant Valley implementation plan. This analysis was intended to help guide policy making for annexation. It included:

- A description of the methodology for analyzing infrastructure costs and revenues;
- An analysis of the net fiscal position (i.e. surplus or shortfall) of sub-areas of Pleasant Valley;
- Potential additional revenue sources, and amounts required, to close project funding gaps for capital projects and operations and maintenance;
- Preliminary conclusions regarding strategies and for annexation; and
- An appendix of the spreadsheet analysis and maps.

Subsequently a master utility update for water, wastewater and stormwater in Pleasant Valley updated this analysis.

Annexation Approaches

Annexation is an essential step in the future development of Pleasant Valley, Springwater, Kelley Creek Headwaters and any subsequent new community lands. The process of annexation is governed by a complex set of regulations at the city, regional and state level. Under Oregon law, there are generally four approaches used to annex contiguous land area into a city:

1. Through the city legislative action to expand their boundary, per ORS 222.111 to ORS 222.183. A vote or a petition among the majority of landowners in the proposed annexation area to be considered for annexation typically precedes this action.
2. Through the creation of a Special District and required city/county and service provider agreements, per ORS 190.003 to OR 190.130. Utility service providers typically initiated this action.
3. Through the creation of an Annexation Plan (after utility service provider agreements are formed), and subsequent to city judicial action, per ORS 195.205 to ORS 195.220.
4. Through the declaration of a Health Hazard Abatement, per ORS 222.840 to ORS 222.915.

Method 1 is the most commonly used procedure for annexations and is most consistent with current Gresham policies. Options for this type of annexation are summarized in 10.410. Methods 2 and 3 can be considered, but are less favorable in light of the high number of potentially affected property owners, and the outstanding unknown issues regarding the timing of providing adequate public facilities. Method 4 is not a viable option for large areas unless there is a widespread health hazard.

Capital Costs and Revenue

An analysis of projected capital costs for water, wastewater, stormwater, transportation and parks, compared to revenue using current rates (principally System Development Charges (SDC) and utility rates), show a gap, and that additional funds will be needed. This is not surprising for new communities areas. In the past decades most of the development in the metropolitan area has been able to tap into existing trunk-line facilities for water, wastewater, stormwater and transportation. However, new expansion areas, such as Pleasant Valley and Springwater, need to create completely (or nearly completely as transportation system often does have some existing right-of-way) new systems. Additionally, thirty years ago cities, counties, and the state provided most services as part of their general duties, and financed them with general taxes and federal government grants. Now the grants are largely gone and there are tax limitations in place so that it is mostly user fees that pay for infrastructure.

Additional Capital Funding Options

There are other options (in addition to SDC and utility rate increases) that could be considered to “close the gap.” These should be carefully analyzed to consider issues such as equity, ease of administering, and citywide policy issues.

- Special District Bond Levy. Requires the city to annex the area and then create a redevelopment area to be able to issue revenue bonds for infrastructure financing.
- Bond Levy for Parks and Open Spaces.
- Grants (regional, state and federal). Best grant opportunities appear to be for regional streets and trails, but other areas such as for green streets/stormwater should be looked for.
- New utility fees for facilities such as parks that currently do not assess a utility rate.
- Encourage the region and the state to find “regional” revenues for infrastructure, recognizing that planning and development of new communities address regional needs and desires.

Development Timing and Annexation Order

The feasibility of funding infrastructure depends, in part, on the timing of the infrastructure improvements and the pace of residential and non-residential development. Development of wastewater improvements is a necessary first step in determining a phasing schedule. Wastewater systems (and to a lesser extent stormwater and water systems) are gravity systems. This means that these systems are logically tied to sub-watersheds (drainage basins within the larger watershed) geographic units.

Phased Annexations

Build-out will not occur all at one time, nor does the City have the capacity to build all infrastructures at one time. The City will need to balance CIP needs between the existing city and new communities areas such as Pleasant Valley and Springwater. It is likely, then, that development will occur incrementally. Each phase needs to address a balance of uses and the capacity to extend and complete infrastructure and services. A strategy for CIP for all the utilities and city services needs to be carefully crafted and coordinated.

Timing of Development of the Town Center, Mixed-Use Employment, Employment and Industrial Districts

Non-residential land uses have positive fiscal contributions. For example, in Pleasant Valley, from a fiscal standpoint, it would be highly desirable if the town center, mixed-use employment, and employment districts could annex earlier rather than later. However, based on historical development patterns and input from the development community during the Pleasant Valley planning process, it appears highly unlikely that this will happen. Rather, the market will more likely wait for substantial residential development to occur, along with some basic urban infrastructure, before coming forward with a significant retail, mixed-use, or employment development in Pleasant Valley. In Springwater the desire is to have early economic development activity. The City will need to consider to what extent they may want to “push” economic development through marketing and infrastructure strategies.

Timing and Location of Development

Annexation strategies need to take into account areas where the market might want to go first. First development in the new communities may set the tone for future development. Flexibility in responding to new development opportunities will be important.

Master Plans

In Pleasant Valley a master plan is required before or concurrent with a development permit application. The master plan requirement helps to ensure that development in the Pleasant Valley Plan District is consistent with the adopted goals and policies, and in a way that allows for cohesive and livable neighborhoods and the provision for public infrastructure and services. A master plan, submitted by an annexation petitioner or development permit applicant is required to address zoning designations, neighborhood design, housing variety and transitions, circulation, parks, open spaces and natural areas, stormwater and green practices, and water and wastewater systems. With certain exceptions, a master plan must cover at least 20 acres.

Adjacency to Existing City Boundaries and Annexation Criteria

Land being considered for annexation must have a connection to existing city boundaries. The City's annexation criteria were amended to include criteria specific to Springwater, Kelley Creek Headwaters and Pleasant Valley, and were updated to reflect new state and regional annexation processes such as the expedited annexation procedure.

ANNEXATION AND NEW COMMUNITIES – GOAL, POLICIES, AND ACTION MEASURES

GOAL

Provide for the orderly and efficient annexation of Pleasant Valley, Springwater, Kelley Creek Headwaters and subsequently planned new community urban areas.

Policies

1. Annexation shall result in providing a complete range of urban services (transportation, stormwater, water, wastewater, public safety, parks and open spaces) within the City's Urban Services Boundary.
2. Annexation shall support a balanced and efficient mix of urban jobs, housing, commercial services, community amenities, infrastructure, and urban services for adjacent new communities. Areas to be annexed shall be planned and developed as complete new communities and integrated into the existing city consistent with City and regional plans.
3. Place top priority upon watershed areas and urban service delivery feasibility when planning and proceeding with the logical annexation of new communities.

4. Work in cooperation with affected citizens, businesses, property owners, community groups, local governments and other partners in planning, annexation, and development of new communities.
5. Development of new communities will be balanced with, and complementary to, the ongoing revitalization of existing regional and town centers, and existing employment areas.
6. Plan for the development of new communities so that the growth has desirable social, economic, and environmental impacts upon existing residents of these areas, and upon the city as a whole.
7. Planning for annexation of new communities shall include strategies for a phased annexation approach. Principles for phased annexation may include:
 - a. Maximizing the overall goals and policies for development in the new community.
 - b. Master planning of neighborhoods prior or upon or as a condition of annexation to ensure elements such as street connectivity, proper stormwater management, and neighborhood parks.
 - c. Sequencing of annexation gives preference to neighborhoods that integrate with existing city neighborhoods.
 - d. Maximizing logical and efficient delivery of public services.
 - e. Identifying subwatersheds as logical organizing element for wastewater and stormwater services.
 - f. Market readiness and City capability to respond to “targeted” developer and property owner interests.
 - g. Ensuring that mechanisms are in place to fully fund the costs of providing services to new development.
8. As annexation occurs, the City shall continue to provide viable urban services to its residents. Provisions for providing infrastructure for new communities shall be established by creating a Public Facility Plan (consistent with state planning rules) for the new community. The Public Facility Plan would include an analysis of current system development charges and utility fees to determine the necessity of additional funding mechanisms. As necessary, facility master plans will be updated consistent with the Public Facility Plan.

Action Measures

1. Develop and adopt master/concept plans for new communities that satisfy state, regional, and City policies.
2. Develop and adopt Intergovernmental Agreements (IGAs), and/or Urban Planning Area Agreements for new communities with affected jurisdictions and urban service providers.

3. Determine adequate facilities needs for annexation to occur through development of Public Facility Plan and updated facility master plans. Adopt revised system development charges and/or utility rates as appropriate for implementing the facility plans.
4. Identify a local first phase for annexation consistent with adequate public facilities and plan policies. Identify strategies to obtain properties needed for public infrastructure such as street rights-of-way, parks and trails, and stormwater regional detention facilities.
5. Annex new community areas consistent with the provisions of an adopted land use Concept Plan under Metro Title 11, and subsequent comprehensive plan amendments.
6. Develop a program of annexation agreements and incentives for property owners and other private partners (such as development agreements, partnerships, infrastructure finance tools) to assure an orderly phasing of annexation and development of lands.
 - a. Create an “annexation tool kit” for interested parties. Prepare a notebook that answers typical questions pertaining to when, where, how and why annexation occurs. This could include identifying annexation regulations and permit requirements; providing sample annexation petitions and development agreements; and interested/affected property owner contacts to help property owners get organized.
 - b. Designate a City staff representative as point of contact for new communities inquiries.
7. Continue to conduct periodic neighborhood meetings to discuss implementation strategies and to allow for a constructive interchange of thoughts and ideas. This can also be an opportunity for developers to meet with local property owners to address specific questions about investment risks and rewards.
8. Apply urban land use designations concurrent with annexation to the city.

(Section 10.410.2 added by Ordinance 1605 effective 6/2/05)

(Amended by Ordinance 1679 effective 9/17/09)

10.411 SCHOOL SERVICES

Policy

It is the policy of the City to give the districts the opportunity to review and comment on land use actions which would have an impact on enrollment, student safety, or other school related concerns.

Implementation Strategy

1. The city shall consider when reviewing requests for development permits, the availability of school services.
2. The city shall continue to work out an administrative process with the school districts whereby each party is regularly informed of the other's activities. Regular meetings should be held to

discuss short and long run school facilities planning, public use of adjacent school/park facilities, financing and managing the adjacent school/park facilities, and all other topics of mutual interest to the city and the school districts.

3. The city shall cooperate with the school districts in their efforts to select new school sites, in order to help assure that educational services are made available to existing and future residents and to assure that locational choices and other school districts activities do not conflict with the Comprehensive Plan.
4. The city shall support education and occupational training programs and when appropriate make selective resources of the city available to public agencies and private programs.

10.411.1 ACCESS TO SCHOOLS

Introduction

In 2011, the City established a Council Work Plan project to see how well policies for the built environment address community health by supporting access to food options and opportunities for regular physical activity. This is part of a countywide effort entitled Communities Putting Prevention to Work (CPPW) and is a program funded through the Centers for Disease Control and Prevention (CDC). The program seeks to reduce chronic disease related to obesity. The CDC describes the CPPW program:

By advancing approaches in policy, systems, and environmental change, Communities Putting Prevention to Work communities will work to reduce risk factors, prevent/delay chronic disease, promote wellness in children and adults, and provide positive, sustainable health change in communities. Through policies enacted and programs implemented, the Communities Putting Prevention to Work program expects to have a proven public health impact in the long term and a high return on investment in terms of improved community health status and health outcomes.

In order to understand what policies address community health, best practices were identified for land use, food access, transportation, parks, schools, and equity. Current goals and policies were then compared with these best practices to provide insight into how the City can build upon the many good policies in place while filling in gaps and strengthening the policy link between the built environment and community health.

Background

Schools are an integral component of a city, providing education to its youth, recreation opportunities during and after school, and serving as community centers outside of normal school hours. The recreational opportunities offered during and after school have an impact on the health of the student populations.

School fields may be available to the broader community for recreational purposes through joint-use agreements. These agreements may provide access to fields for recreational purposes after school hours. This helps make the most of this resource.

The ability to walk or bike to school affects students' health. If a student cannot safely walk or bicycle to school, the student is more likely to take a bus or be driven to school. This reduces the amount of physical exercise students may achieve in a day.

Issues

The following are identified school access issues:

- **Schools can be accessible by walking, biking, and transit.** School populations can be provided a variety of modes to safely get to school. This includes walking, biking, and making transit connections. Barriers to access should be addressed.

GOAL

The City shall promote school population health by design of the built environment that facilitates active modes of getting to school.

Policies

1. Alternate modes to travel, such as by walking, biking, and taking transit should be viable options for traveling to school.
2. Ensure convenient and continuous bicycle and pedestrian networks at and near schools.

Action Measures

1. Coordinate with school personnel and parent groups to identify and mitigate obstacles to walking and biking to school through its Safe Routes to School program.
2. Create, promote and implement bicycle education and safety programs to present at schools.

(Added by Ordinance No. 1714 effective 4/5/12)

10.412 CITY OF GRESHAM PARKS, RECREATION, OPEN SPACES AND TRAILS BACKGROUND

Introduction

The City of Gresham provides recreation services consisting of public parks, trails, open space, and some recreation programs. These public lands and facilities are essential quality of life elements for Gresham's residents. This is especially important in consideration of the City's rapid population growth - from about 30,000 people in 1978 to more than 90,000 in 2003.

In addition to parks and open spaces, Gresham, along with its regional partners, has developed a successful trail program. These trails provide both recreation opportunities and transportation links throughout the community.

Over the years, the City of Gresham has strived to expand its community parks and open space system to meet the growing community's needs. As of spring 2003, the City had 1,111.27 acres of parks, trails and open space land. Gresham has a total of 27 parks, comprised of 18 neighborhood parks, seven community parks and two linear parks. However, several of these facilities remain undeveloped or are significantly underdeveloped. Included in the City's total parkland acreage is 796 acres of open space. Much of this land was obtained through an open space acquisition program funded in 1990 by a \$10.3 million bond measure.

In the last 35 years, Gresham has undertaken three parks and recreation master planning processes. The first plan was completed in 1968, the second in 1988 and the third, most recent, in 1995.¹

This overview is based on the findings and recommendations of the 1999 City of Gresham Community Indicators for Parks and Recreation. The ten indicators provide the City Council and its Parks and Recreation Citizen Advisory Committee with a long context to plan for and evaluate recreation services and policies. When possible, and as necessary, more recent information is referenced.

The Parks, Recreation and Open Space Overview consists of several sections which are presented as follows; a) Park lands; b) Open Space; c) Trails; d) Recreation Programs; e) Maintenance; f) Other Parks, Open Spaces and Recreation Facilities; g) Coordination with other Local and Regional Initiatives; h) Funding, and i) Summary of Major issues.

Park Lands

Parks lands in Gresham are classified as neighborhood, community or linear parks. Neighborhood parks are defined as small parks within walking and biking distance of users. Community parks are larger facilities that provide active and passive recreational opportunities for all city residents. They are the most capable of accommodating large groups and community events. Linear parks are off-street, 10-14 foot wide multi-use paths.

Gresham has a shortage of developed community and neighborhood park facilities. New park development and renovation of existing facilities is in order needed to meet both existing and expected future park needs. Specific recommended improvements for neighborhood and community parks and trails are listed in the 1995 Gresham, Parks, Recreation and Open Space and Trails Master Plans. Also the 1999 Gresham Community Indicators for Parks and Recreation provides guidelines for future service standards.

¹ The 1996 Gresham Community Indicators for Parks and Recreation and the 1996 Gresham Parks, Open Space and Recreation and Trails Master Plans are incorporated into this update of the Comprehensive Plan as resource documents. They may be acquired at the City of Gresham, Parks and Recreation Division, Department of Environmental Services 1333 NW Eastman Parkway, Gresham, OR 97030, 503-618-2485.

Neighborhood Parks

Gresham has 18 neighborhood parks, which altogether total 117.50 acres as shown in the following table. Fourteen of these facilities, or 86.96 acres, are either fully or partially developed.

Neighborhood Park	Acreage
Aspen Highlands	4.00
Bella Vista	8.07
Butler Creek	3.97
Cedar Park	.35
Columbia View Park	7.48
Davis Park	2.65
East Gresham Park	5.53
Hall park	3.96
Hollybrook Park	2.46
Jenne Butte Park	11.00
Kane Road Park	9.99
Kirk Park	7.00
North Gresham	13.47
Rockwood Central	9.39
Southeast Neighborhood Park	6.53
Thom Park	5.45
Yamhill Neighborhood Park	.67
Vance Park	15.53
Total	117.50

The City's level of service for neighborhood parks in 1995, was 1.04 acres per 1,000 population (1.04 ac/1,000). Three new neighborhood parks have been developed since 1995. However, the City's population has grown. Even with the new facilities, Gresham's level of neighborhood park service has declined slightly to 1.01 ac/1,000. Thus, Gresham needs more developed neighborhood parks to meet the Community Indicator's standard of 1.3 ac/1,000.

Most residential development in Gresham is within one-half mile of a public park or useable open space. However, the level of developed facilities provided varies widely. Some neighborhood park sites are developed, partially developed or not developed at all. However, the 1995 Parks, Recreation and Open Space Master Plan identified the following common issues that affect all neighborhood parks:

- Aging facilities that require replacement such as children's play areas and site furnishings;

- Safety issues, such as designs that may encourage vandalism, crime and safety hazards in children’s play areas; and
- Accessibility improvements needed to meet Americans with Disabilities Act (ADA) requirements.

Community Parks

The purpose of community parks is to accommodate a wide range of recreation needs from that of local neighborhoods to the whole community.

Community Parks often include such features as natural areas with interpretive trails, historically significant areas, performance spaces, competitive sports fields, and group picnic areas. The design of each community park is based upon unique features of each site and its context.

Gresham has seven Community Parks, which total 137.17 acres as shown by the following table:

Community Park	Acreage
Gradin Community Sports Park	32.05
Main City Park	17.48
Pat Pfeifer Barrier-Free Park	13.39
Red Sunset Park	14.18
Southeast Community Park	16.12
Southwest Community Park	37.98
Zimmerman Historic Park	5.97
Total	137.17

As with Neighborhood Parks, the level of facilities and development of Gresham’s Community Parks vary widely. For example, the award winning Red Sunset Park is in very good condition and represents the highest standards found in the parks system. In contrast, Pat Pfeifer Park is in very poor condition and is far below the City’s standards.

Gresham also has a shortage of developed Community Parks. The City’s 45.05 acres of developed parks represents a level of service of .60 ac/1,000. In contrast the City’s 1999 Community Indicators for Parks and Recreation is 1.7 ac/1,000. This indicates that Gresham has a 2003 community park acreage deficit of almost 108 acres.

Special Community Recreation Initiatives

In 2003 Gresham has three noteworthy community recreation initiatives. They were undertaken in partnership with citizens and / or depend upon volunteers and donations.

Gradin Community Sports Park

Construction by volunteers of a community sports park in the southwest part of Gresham is a significant community initiative. This effort is being undertaken through private contributions of funds, labor and equipment. The 32.05-acre Gradin Community Sports Park will address part of Gresham's existing and future need for organized sports play.

Downtown Performing Arts Center

The Community is engaged in an effort to build a theater/performing arts center on two acres of donated land in Gresham's historic downtown. This effort is the result of the City's acceptance in 1999 of a \$375,000 donation from the Elkington Trust. A master plan has been completed and fund-raising efforts have targeted a 2005 Grand Opening to coincide with Gresham's Centennial.

Trails

In 1996 the City completed the Gresham Trails Master Plan. The Trails Master Plan is a blueprint for an interconnected network of trails to link together neighborhoods, parks, open space and downtown Gresham. In 2009 the City updated that document to a Parks and Recreation, Trails and Natural Areas Master Plan. Appendix J of the Master Plan (adopted in 2015) refined the plan.

Gresham has a total of 32.4 miles of paths and trails and Appendix J shows a further 32.4 miles of planned paths and trails. The backbone of Gresham's existing trail system are the Springwater Trail and the Gresham-Fairview Trail multiuse paths.

Much of the Springwater Trail runs adjacent to Johnson Creek and the Gresham-Fairview Trail generally runs along Fairview Creek. There are also multi-use paths along I-84 and a portion of the MAX line. The trail system includes soft surface trails and multi-use paths.

An interconnected trail system is vital to providing alternative transportation options. A well-developed multi-use path and trail system can reduce reliance on the automobile as a primary transportation mode. As such, Gresham adopted an Active Transportation Plan in 2018 incorporating a plan for pedestrian and bicycle infrastructure including trails.

Project Name	Location
Gresham Butte Trails	Gresham Butte Open Space
Jenne Butte Trails	Jenne Butte Open Space
Grant Butte Trails	Grant Butte Open Space and Water Reservoir Sites
Butler Creek Greenway Trails	Butler Creek Greenway
Kelly Creek Greenway Trails	Kelly Creek Greenway
Gresham/Fairview Trail	North from the Springwater Trail Corridor along Birdsdales Avenue and the Fairview Creek Greenway to connect to the 40-Mile Loop

Project Name	Location
	Trail on Marine Drive
Nadaka Open Space Trail	Nadaka Open Space
Springwater Trail Corridor (STC) Improvements	Length of the Springwater Trail

Other Multi-Use Paths and Trails Proposed by the 1996 Gresham Trails Master Plan

Ped-to-Max Improvement Program: This program will improve pedestrian access to Max stations within Gresham.

Hogan Butte Connection: A walking-hiking trail is proposed as a neighborhood connector to access public open space on Hogan Butte in Southeast Gresham. The project is in the schematic stage and subject to future discussion with property owners.

Future Opportunities: In the future, opportunities may arise which require modification to the City’s Trails Master Plan. New trails may be added as Gresham grows and additional open space lands are acquired.

Police Activities League

Gresham’s youth benefit from the activities and programs provided by the Police Activities League (PAL). PAL is a non-profit organization that provides educational and recreational programs to the youth of the Portland/Gresham area. PAL strives to connect law enforcement and youth in a positive way. The local PAL Center is located in the Rockwood Neighborhood next to Pat Pfeifer Barrier-Free Park on NE 172nd Avenue. The organization has invested more than \$500,000 to renovate a gym and several rooms that were once part of an elementary school to make them suitable for recreation and educational uses.

The Gresham PAL Center has a membership of about 500 youth. It serves between 75 and 125 young people a day. Members may take advantage of a wide range of educational, athletic, and arts and crafts programs. The Center also includes a learning center. Educational programs are conducted in cooperation with the Reynolds school district.

Open Space

Open space is important for Gresham’s quality of life and livability. This is particularly so in light of Metro’s 1998 and 2002 expansions of the Urban Growth Boundary (UGB) in the Gresham vicinity. In the future, several thousand acres of new urban lands will be part of Gresham.

Within the Gresham area, there are diverse natural features, including wetlands, riparian areas, forested uplands, and buttes. In addition, there are many stream corridors in the new UGB area. These areas include the upper reaches of Johnson Creek and Kelly Creek, as well as several buttes that provide unique landmarks and scenic views of the Cascade Mountains.

There are many natural features inside the City limits that are important to both local residents and to the whole region. The City, through the 1990 open space bond measure, acquired several of these important natural resources such as wetlands, riparian areas, forested uplands and buttes. Greenways, such as Butler Creek, Kelly Creek, Johnson Creek, and Fairview Creek, are also locally protected. These greenways provide habitat for a variety of native plants and wildlife.

The steep wooded buttes within Gresham are unique geologic features. These volcanic remnants include Gresham Butte, Towle Butte, Hogan Butte, Butler Ridge, Grant Butte and Jenne Butte. These buttes rise to about 1,000 feet in elevation and are Gresham's primary natural landmarks.

Metro funds have been a significant contributor to securing open space in Gresham. These funds were derived through a 1995 bond measure approved by voters within the Portland Metropolitan Region. The regional bond secured \$135.6 million to fund open space acquisition, trail development and local park development projects.

The following table summarizes open space lands inside Gresham and those recently purchased by Metro within contiguous UGB expansion areas.

Existing Gresham Area Open Space Lands	
Open Space Area	Acreage
Butler Creek Greenway	31.10
NW Open Space	10.00
Grant Butte	22.18
Gresham Butte	300.60
Jenne Butte	120.36
Johnson Creek	172.63
Kelly Creek Greenway	47.79
Fairview Creek	71.12
Miscellaneous Parcels	20.79
Gresham Sub-Total	796.57
Lands Acquired by Metro within ½ mi. of the Gresham City Limits	356.66
Total	1,153.23

Per the 1999 Community Indicators for Parks and Recreation, the City's standard of open space is 8.3 ac/1,000. The combined Gresham and Metro open space total of 12.81 acres per 1,000 population significantly exceeds the City's standard.

Recreation Programs

Without adequate funding, the City cannot be a major provider of recreation programs. To partially fulfill the need for programs, the City serves as a facilitator by providing marketing and/or facilities in partnership with other agencies that provide recreation programs accessible to Gresham residents.

The 1995 Park, Recreation and Open Space Master Plan identified 26 other Metro area agencies as primary providers of key recreation and/or human service agencies. Another 18 agencies were identified as secondary providers. Most primary providers offer youth-sports and educational programs. Secondary providers primarily deliver related human services. The full roster of these agencies and organizations is contained in the 1995 Gresham Park, Recreation and Open Space Master Plan.

In 1995 most of these agencies each served over 500 participants annually. About one-half of primary providers provided year-round programs. The other half provided seasonal programs. Among secondary providers, most programs are year-round offering educational or community service programs.

The 1995 Gresham's Park, Recreation and Open Space Master Plan compared the City's level of recreation services to those provided by similar cities in Washington and Oregon. Major findings were:

- The Gresham Parks and Recreation Division was understaffed in comparison to the agencies surveyed.
- Gresham provided far fewer recreation services than other cities of similar size. Besides youth sports few programs are available to Gresham residents.
- Through partnerships, the City's Parks and Recreation Division reached a large number of residents with minimum expenditures.
- Most comparable cities provide comprehensive recreation services serving all ages and abilities. Gresham does not.
- Most cities use funds from property taxes, user fees, grants and partnerships as funding sources for their recreation programs. Most cities also provide scholarships or sliding-scale fees to low-income residents.

In addition, from community surveys and assessments of community needs, the Park Recreation and Open Space Master Plan found that:

- Based on evaluations of community need and demand, the Parks and Recreation Division should expand recreations services.
- Gradual recreation program development should include information and referral services, partnership efforts to expand programs, and the development of programs operated or co-administered by the City.

- Program priorities should include programs for children and youth of all ages, senior programs and programs serving residents with disabilities.
- An incremental increase in staffing for programs is necessary to expand services.
- To some extent, recreation programs can be revenue generating.

Parks maintenance

Due to insufficient funding, parks maintenance services in Gresham are provided at lower levels than other comparable northwest cities. The 1995 Park, Recreation and Open Space Master Plan states that maintenance staffing did not increase commensurately with the expansion and improvement of parklands and increased park use. In 1995, each full-time employee was responsible for maintaining twice the amount of parkland acreage than in 1988.

A commensurate commitment to maintenance services will be needed if Gresham seeks to grow its parks, recreation and open space system to meet existing and future community need. In this regard, the Parks and Recreation Master Plan found:

- As new types of parklands, such as open space, linear parks and greenways are acquired and developed the maintenance needs of these areas should be defined.
- Damage due to vandalism has greatly increased maintenance workloads.
- With population growth and increased use, progressively higher levels of maintenance may be required for all parklands and facilities.
- Policies need periodic updating and procedures require evaluation to stay in line with recommended park management practices.
- Maintenance management should be fully automated to increase efficiency.
- Policies for the use of volunteers and the development of joint use agreements should be created and periodically updated to make the best use of these resources.

Other Parks, Open Spaces and Recreation Facilities

In addition to lands and facilities inside the City, Gresham's residents have access to other public open spaces. Even though it is necessary to travel to these sites, they provide important recreation opportunities. These include Metro parks, US Forest Service lands, Oregon State Parks, school district facilities and parks owned by other cities.

Within a two-mile vicinity of Gresham City limits is Powell Butte Nature Park and Blue Lake Regional Park. Oxbow Regional Park, Dabney and Lewis and Clark State Parks are also in the vicinity. Gresham is also fortunate to have access to nearby US Forest Service lands and facilities. The most prominent, and closest, is the Sandy River Delta. This publicly accessible wetland and riparian area is right off Interstate

84 and encompasses about 1,400 acres. Overall, these nearby public lands provide more than 3,700 acres of open space.

These public lands provide approximately 23 miles of self-service recreation trails and pathways and numerous picnicking facilities and fishing and boating opportunities.

The City's many schools provide softball and soccer fields, basketball courts, tennis courts, and playgrounds for use by Gresham residents when schools are not in session. There are also other numerous recreation and human service providers that serve Gresham residents such as the Police Activities League (PAL), the Boys and Girls Clubs of Portland, Eastside United Youth Soccer; Gresham Little League and Babe Ruth Baseball, Mt. Hood Community College, and the US Forest Service.

Coordination With Other Local and Regional Initiatives

The Gresham parks, recreation and open space system exists within a larger regional and statewide context. There are many agencies, public initiatives and plans, which the City must take into account and coordinate with. This is essential to maximize the benefit of public expenditures on parks and recreation services. The following lists these plans, initiatives and programs.²

- Gresham Transportation System Plan (2002)
- Gresham's Missing Links: Pedestrian and Bicycle System Inventory and Analysis (1993)
- Gresham Historic Landmarks Inventory (1988 and 1990 and 1993 Updates)
- Gresham Downtown Plan (1995)
- Rockwood Action Plan (1995)
- Metro Greenspaces Program (1992)
- Metro 2040 Plan (1991) and the Regional Framework Plan (1997)
- 40-Mile Loop Master Plan (1983), and
- Oregon Statewide Comprehensive Outdoor Recreation Plan (2003 – 2007)
- Pleasant Valley Concept and Implementation Plans (2002 and 2003)
- Metro 2002 Damascus Area UGB Expansion
- City of Gresham Strategic Plan (2002)

One of the most significant coordination issues is planning for parks, open space and recreation for new urban areas. Metro's expansions of the UGB will ultimately mean thousands of acres of new urban land will be added to the City. In 1998 Metro added 1,500 acres to the UGB in the Pleasant Valley area

² Reports associated with these initiatives and the Pleasant Valley and Springwater "New Community Plans" are incorporated by reference into the update of the Comprehensive Plan as Resource documents. They may be acquired at the City of Gresham Community and Economic Development Department, 1333 NW Eastman Parkway, Gresham, OR 97030, 503-618-2760.

south of Gresham. In 2002, the City and its regional partners completed the Pleasant Valley Concept Plan. The Plan proposes that Pleasant Valley accommodate 5,000 new dwelling units, a town center, and employment land sufficient for about 5,000 jobs. The concept plan also identified the full range of other urban uses, such as schools, parks, neighborhood centers, etc., necessary to create a “complete community.” Shortly thereafter the City initiated the Pleasant Valley Implementation Plan to put in place the land use planning, transportation, public facilities, annexation and natural resources protection measures required for urbanization.

In 2002, Metro added another 18,700 acres to the UGB. The majority of these lands are in the vicinity of Gresham and the communities of Boring and Damascus. Within five years, the City expects urbanization to begin on about 1,300 acres immediately south of the City along Highway 26. It is expected that these lands will accommodate primarily economic development, large lot housing and a small (80 + acre) neighborhood center.

Land use goals, policies and action measures for Pleasant Valley and Springwater are part of another Comprehensive Plan Chapter (Urbanization, Annexation and New Communities). These “New Community Plans” have specific sections, which address the future provision to these areas of park, open space and recreation services.

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.

Funding

Gresham will need to develop and implement long term funding strategies to provide City residents with adequate recreation opportunities. The Gresham Parks, Recreation and Open Space Master Plan emphasizes that more funding is needed to:

- Renovate existing parks and their facilities;
- Improve accessibility for persons with disabilities;
- Develop new parks and renovate others to address existing and future needs;
- Provide community park facilities capable of accommodating larger groups;

- Acquire special natural areas and open spaces;
- Expand Gresham’s multi-use trail system to accommodate growing use;
- Offer comprehensive recreation programs on par with other comparably sized northwest cities; and
- Provide for adequate management and maintenance services.

Summary of Major Issues

Parks, Open Space, Trails and Recreation Programs

1. The City’s population grew by more than 60,000 people between 1980 and 2000. Unless population growth is matched with new investments in the parks, open space and recreation system, the City’s deficiency in recreation services will widen further.
2. The City’s cultural and ethnic composition has changed significantly in the last twenty years. The continuing trend of a growing Hispanic and immigrant population requires the City to be responsive to new cultures and languages.
3. Gresham provides fewer parks and recreation services than other northwest communities of comparable size. Many of the City’s existing parks require renovation or redevelopment.
4. Multi-use trails, particularly the Springwater Trail Corridor, have become a significant recreation resource. Trails are used by a large segment of the City’s population. However, trail development and maintenance, like parks, has not kept pace with population growth and increased usage.
5. Increases in residential densities will mean higher intensity development in many of Gresham’s neighborhoods. As land inside the current City limits is developed, sufficient land for neighborhood and community parks may disappear. Alternatives to neighborhood parks may be other public spaces such as plazas, pocket parks and community centers. Also, it may be necessary for the City to acquire land for larger community parks in new urban growth boundary areas.

Management and Maintenance

6. Several hundred acres of open space lands have been added to the City’s public lands inventory since 1990 through the expenditure of publicly approved bond funds. The acquisition of these lands has placed additional responsibility on the City to properly plan for, develop, manage and maintain these lands.

Coordination and Participation with Others

7. Significant new territory has been and will continue to be added to the City through annexations and expansion of the Portland Metropolitan Area Urban Growth Boundary. The

City and its regional partners must work together to ensure adequate parks, open spaces and related facilities are provided to these new urban areas

8. Metro is a major provider of park and open space lands in East Multnomah County as are the Oregon State Parks and US Forest Service. Positive coordination with these agencies is important to ensure Gresham’s residents fully benefit from these recreational resources.
9. The school districts are important providers of joint use facilities and programs. Many other agencies and organizations provide other recreation opportunities and human services. The City should continue to coordinate and partner with these entities to make the most of public expenditures and to facilitate citizens’ access to services.

Funding

10. Gresham needs to develop and implement long term funding strategies to provide the community with adequate parks, trails, open spaces and recreation programs. The involvement of citizens, the business community, regional and state partners will be necessary to raise the necessary funding to provide an acceptable level of parks and recreation services.

PARKS, OPEN SPACE, TRAILS, AND RECREATION – GOAL, POLICIES, AND ACTION MEASURES

GOAL

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

Policies

Parks, Open Space, Trails, and Recreation Programs

1. Gresham shall acquire, develop and maintain a diverse system of parks, trails, open space and recreation facilities that are safe, functional and accessible to all segments of its population.
2. The City’s Parks, Open Space and Recreation System shall:
 - a. Provide sufficient facilities and programs to meet the needs of its existing and future population.
 - b. Interconnect its parks, open spaces, and trails to maximize the public’s access to programs and facilities.
 - c. Provide for the equitable distribution, when possible, of recreation resources throughout Gresham.
 - d. Provide access to diverse recreational opportunities for all residents.
 - e. Protect and preserve natural resources and open spaces.

3. The City shall develop community parks located throughout the community to provide active and passive recreational opportunities for all City residents and to accommodate large groups and community events.
4. The City shall develop neighborhood parks located throughout the community provide access to basic recreation opportunities for nearby residents of all ages.
5. The City shall acquire and manage open spaces to provide protection of natural resources, nature-oriented outdoor recreation and trail related activities.
6. The City shall develop an integrated trail system that links together neighborhoods, parks, open spaces, major urban activity centers, the “40-Mile Loop,” and other regional recreation opportunities.
7. The City shall ensure that planning and development of its trail system are coordinated with other transportation planning efforts to ensure trails and multi-use paths serve both as recreation resources and viable transportation alternatives.
8. The City shall consider the following when making investments in its Parks, Open Space and Recreation System:
 - a. Maximizing benefits to Gresham residents;
 - b. Resolving safety and chronic maintenance problems;
 - c. Supporting the goals of the Gresham Community Development Plan and other important City, state, and regional planning efforts;
 - d. Providing facilities and services to underserved neighborhoods and renovating existing ones;
 - e. Addressing high resident demand for facility improvements;
 - f. Addressing need in areas where there is limited access to trails and open spaces; and
 - g. Providing needed Americans with Disabilities Act (ADA) improvements.
9. The City shall, as its resources allow, provide recreation programs and also facilitate their provision by others.
10. The City shall use public safety and potential liability concerns as major principles in the planning, development and management of parks, open spaces and trails.
11. The City shall develop, maintain and manage parks, open spaces and trails in ways that minimize impacts on environmental resources.
12. The City shall require residential and non-residential development to pay an appropriate parks and recreation system development charge.
13. The City shall require new urban development in the Pleasant Valley and Springwater urban growth areas to provide the means to acquire and develop needed parks, trails and open space.

14. Annexations of new UGB areas shall be of sufficient size to fund acquisition and development of suitable parks, trails and open space necessary.
15. The City shall require annexation and related development plans for new UGB areas to show how and where needed parks, trails and open space will be provided.
16. The City shall require recreation services, including parks, trails and open space, be provided to residents / users of development in new urban growth areas per its adopted community wide indicators.

Maintenance and Management Services

17. The City shall maintain and manage its parks, open space and trail system to:
 - a. Enhance public safety;
 - b. Promote increased park use by the community as a means to reduce vandalism and criminal activity;
 - c. Contribute to the protection of the natural environment;
 - d. Protect the community's investment in parks, open space, trails and facilities;
 - e. Promote community pride; and
 - f. Provide opportunities for community service and stewardship of parks, open space and natural resources.

Administration, Planning, Coordination and Communication

18. The City shall provide an adequate level of park planning, design and administrative services to ensure:
 - a. Its citizens have continued access to parks, recreation services and open space;
 - b. The public's investment in parks and open space is protected and enhanced;
 - c. Planning occurs to identify Gresham's future parks, recreation and open space needs;
 - d. Parks, recreation facilities and open space are planned and managed to promote public safety; and
 - e. The community at large is adequately informed of recreation opportunities and programs; issues affecting the parks, open space and recreation system, and volunteer opportunities.
19. The City shall maintain and manage its parks and open space resources in ways that preserve and, where possible, enhance natural resources.
20. The City shall involve its residents and businesses as active participants and partners in all aspects of providing recreation services and environmental stewardship.

- 21.** The City shall build and maintain partnerships with other governmental and private agencies and organizations to optimize funding and facility resources, and improve recreational opportunities.
- 22.** The City shall ensure public safety is a major consideration in the planning, design and management of parks, open space and trails.
- 23.** The City shall, either directly or in coordination with other stakeholders and agencies, seek opportunities to acquire public open space.

Action Measures

Parks, Open Space, Trails, and Recreation Programs

- 1.** Develop funding strategies to implement the recommendations of the Gresham Parks, Recreation, Open Space and Trails Master Plans and the five-year Parks Capital Improvement Program.
- 2.** Incorporate Gresham's natural resources and features, such as buttes, wetlands, forested areas, and stream corridors into public parks and open space areas.
- 3.** Develop and periodically update local parks, recreation and open space standards as guides to providing Gresham's adequate recreation opportunities and open space.
- 4.** Maximize trail development opportunities in conjunction with open space acquisition and development.
- 5.** Locate trails to promote opportunities for environmental education, and interpretation of historic, cultural, scenic and wildlife resources.
- 6.** Consider the use of utility service and maintenance access roads for recreation trails whenever feasible, and when agreed to by the utility provider.
- 7.** Facilitate public recreation opportunities through joint use agreements with schools and other public and private agencies
- 8.** When it is to the mutual benefit of the City and school districts, develop neighborhood parks adjacent to middle and elementary schools.
- 9.** Utilize a variety of means to acquire public open space and protect valuable natural resources such as direct land acquisition, conservation easements, joint protection agreements, donations, life-estates, and purchase of development rights.
- 10.** Provide public access to public open space in ways that protect sensitive natural resources.
- 11.** Develop strategies to enhance Gresham's trail, parks and open space connection to the Columbia River area, either directly or in coordination with other communities and agencies.
- 12.** Coordinate trail development with public storm water management transportation projects.

13. Consider the issues posed by future higher population densities when planning, acquiring and developing new parks, trails, open space and other recreation services.
14. Assess and be sensitive to the character of local geography and adjacent developed areas when developing new parks and improving existing ones.
15. Consider Gresham's social – economic and demographic characteristics when planning for and investing in new parks, trails, open spaces and recreation programs

Maintenance and Management Services

16. Develop and implement specific management plans and maintenance programs for all of the City's park and open space lands including greenways and open space.
17. Periodically evaluate and update maintenance policies and procedures to stay in line with contemporary park management practices.
18. Automate site management and maintenance systems whenever possible.
19. Maintain and manage the City's public parks, open space and trail system to:
 - a. Preserve their appearance and functional use;
 - b. Support public safety and eliminate hazards;
 - c. Support the functions and character of natural resource areas; and
 - d. Provide fire mitigation.
20. Identify funding for required maintenance and management activities when considering acquisition of new park land and open space.
21. When feasible, utilize alternative methods to acquire and develop open space, parks and trails including local improvement districts; purchase of easements and development rights, life estates, etc.
22. Provide adequate staffing levels to assure the ability to maintain and manage the City's parks and open space resources
23. Develop and apply administrative policies and procedures for use of volunteer resources.
24. Identify and prioritize appropriate volunteer projects as a means to maximize the benefits of volunteers and community partnerships.
25. Identify maintenance tasks that could be performed more cost effectively by contractors.
26. Inform the public about maintenance and management requirements for the City's various types of parks, recreation facilities, trails and open space.

- 27.** Protect the public parks, open spaces and trails from negative off-site impacts by establishing development and maintenance requirements for private developments adjacent to these resources.
- 28.** Include natural resources studies and monitoring in the City's management of public open spaces and related natural resources.

Administration, Planning, Coordination and Communication

- 29.** Coordinate with and support Metro Greenspaces, US Forest Service, Oregon State Parks and other agencies that make recreation programs, parks and open space resources accessible to Gresham residents.
- 30.** Promote a safe environment in the City's parks and open spaces through actions such as:
 - a.** Ongoing contact and coordination with public safety officials;
 - b.** Specific programs and activities intended to increase recreation activity; and
 - c.** Site planning and facility design, which incorporates public safety, measures such as providing for appropriate emergency vehicle access and nighttime lighting.
- 31.** Maintain a current park and recreation management and planning program that:
 - a.** Provides opportunities for meaningful citizen involvement and volunteerism;
 - b.** Coordinates with other City and regional planning efforts and with those of other agencies;
 - c.** Plans for sufficient parks and facilities maintenance;
 - d.** Addresses public safety needs in the design and planning of facilities; and
 - e.** Considers current and evolving community needs.
- 32.** Update the City's parks, recreation, open space and trails master plans every 10 to 12 years as resources allow.
- 33.** Build a sense of community and stewardship through volunteer opportunities, public information, environmental and leisure oriented education and outdoor experiences.
- 34.** Promote partnerships and coordination with other communities and agencies to develop a connected recreational and commuter trails system. Joint actions may include:
 - a.** Acquisition of easements and rights-of-way, including those abandoned by railroads;
 - b.** Maintenance and management agreements for trail facilities that cross jurisdictional boundaries;
 - c.** Coordination with local and regional transportation planning and funding efforts; and
 - d.** Support for trail connections to regional destination / attractions such as Blue Lake Park, Oxbow Park, 40-Mile Loop and the Sandy River Delta.

35. Develop public support for long-term stable funding to provide a sufficient level of open space, trails and park and recreation services to Gresham’s citizens.
36. Work with neighboring communities, utility districts, businesses and other public agencies to obtain connecting trail easements.

(Amended by Ord. 1581 passed 12/16/03; effective 1/15/04)

(Amended by Ord. 1714 passed 3/6/12; effective 4/5/12)

10.413 COMMUNITY DESIGN

Summary of Findings

A city's character and attractiveness are determined more by its urban design than any other feature. Design includes the basic form; i.e., grid street pattern, suburban sprawl, etc., but design also deals with the functionality, bulk, scale and attractiveness of each site in concert with adjacent sites. A program which emphasizes a high level of design quality greatly improves the pride in and quality of life exhibited by a city's residents and visitors.

Gresham has a relatively low vertical profile in its low density areas, characteristic of suburban areas, yet it also has areas which are commonly referred to as strip commercial. Large overbearing signs, flashing neon, excessive curb cuts, and streets lacking landscaping treatment, degrade the aesthetic quality of the community, contribute to premature urban blight and create hazardous traffic patterns.

Additional development regulations contribute to the escalating costs of housing and construction. When balanced with the overall long term benefits, a higher level of design than that which currently exists should become the base. Yet, this should be done in a manner which minimizes time delays in the development process. (Section 4.600 - 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.

Policies

It is the City’s policy to establish a community design process which:

1. Evaluates and locates development proposals in terms of scale and related community impacts with the overall purpose being a complementary land use pattern and long term stability.
2. Evaluates individual developments from a functional design perspective, considering such factors as privacy, noise, lights, signing, access, circulation, parking provisions for the handicapped, and crime prevention techniques.

Implementation Strategies

1. The Community Development Code will establish an expeditious design process:
 - a. Based on design criteria;
 - b. As an administrative procedure with an appeals process;
 - c. Applicable to attached residential structures, moderate density development, commercial and industrial uses and community services.
2. The Community Development Standards document will include design criteria which:
 - a. Preserve and enhance the amenities of the natural and physical environment;
 - b. Maintain and improve the qualities of the relationships among buildings and surrounding neighborhoods;
 - c. Ensure that individual developments contribute to a quality environment for people utilizing the development and the surrounding neighborhood;
 - d. Encourage consideration for the climate, soil capabilities and limitations, topography, sun orientation and natural vegetation in the site plan.
3. The Community Development Standards will prescribe design requirements related to:
 - a. Community identity;
 - b. Site layout considering factors such as: climate, privacy, usable outdoor areas, topography, vegetation, natural drainage, use by the handicapped and crime prevention;
 - c. Private outdoors spaces;
 - d. Parking;
 - e. Circulation;
 - f. Service and delivery areas;
 - g. Entry areas;
 - h. Outdoor storage;
 - i. Landscaping and buffering;
 - j. Building orientation;

- k. Transit and pedestrian access;
 - l. Retention of natural features and significant vegetation.
4. The Community Development Standards will also apply to design requirements to land divisions.
 5. The community's generally low vertical profile should be retained in low density residential areas.

Community Design – Signs

Summary of Findings

Visual resources are an important aspect of Gresham's living environment and economy; the effect of signs is critical in protecting this resource, since sign clutter presents a visual eyesore, and detracts from an otherwise healthy, orderly business image. In addition, signs that exceed the purpose of identifying sites and activities not only detract from the visual quality of the city, but can also present physical hazards, or unsafe situations to residents of the community (Section 2.331 - Findings document).

Policy

It is the City's policy to protect the public interest by promoting signs which:

1. Protect the public health and safety.
2. Assist in preserving natural resources.
3. Maintain a balance between the need to identify sites and activities, and the negative impact on community image created by visual clutter.

Implementation Strategies

1. Signs for new developments will be subject to design review in order to promote coordination of signs with other site elements, such as architecture, landscaping, access, and parking. Design elements identified during design review will govern future changes in copy or sign faces.
2. Signs will be designed in a manner which reflects the intent and scale of the land use district in which they are constructed.
3. Signs that distract or endanger motorists and pedestrians will be prohibited.
4. Signs that present physical hazards to safety will be prohibited; signs will be maintained in good condition, both structurally, and in their appearance.
5. Free-standing signs will be constructed with limitations placed on number, size and height, so that their cumulative effect projects an orderly, positive community image.

6. Signs attached to structures will be constructed in a way which protects the visual or architectural value of the structure, and will be limited in number, size, and height.
7. Temporary signs will be limited to sites where permanent signs are inappropriate or not feasible. Temporary signs will be limited in size, number, and duration.

(Added by Ordinance 1135 passed 6/27/89; effective 7/1/89)

(Amended by Ordinance 1714 passed 3/6/12; effective 4/5/12)

10.413.1 DESIGN STANDARDS FOR SINGLE FAMILY ATTACHED DWELLINGS

Background

The popularity of single family attached dwellings (i.e. townhouse/rowhouse) has increased within recent years, offering a measure of affordable home ownership in a slightly higher density than exists for traditional single family detached housing. In the City of Gresham alone, 25 different developments in the 5 year period between 2002-2007 have created 438 single family attached units (per City of Gresham GIS data). This shows a growing demand for single family attached unit ownership. However, development standards for these unit types are currently minimal, focusing more on siting rather than architectural factors and appearances. The result has been a hodge-podge of designs which vary from very attractive to very simple.

Discussions by citizen groups, the Planning Commission and the City Council have determined that the quality of residential development directly affects livability and aesthetic values for Gresham residents. Improving the quality of single family attached dwelling development can be achieved through the introduction of site design and architectural standards. Since single family attached dwellings are one of the housing types identified as “needed housing” by the City of Gresham Comprehensive Plan (per ORS 197.303 and 197.307), design standards for these dwellings will need to be clear and objective. A discretionary review process (i.e. by a design review body) could be established for developer proposed deviations from clear and objective standards as part of a 2 tier review process.

As current standards for single family attached dwellings are different within the different residential and mixed-use districts, new architectural and design standards can also provide a measure of design consistency for single family attached housing projects throughout the City.

Although such standards should be applied in all land use districts where single family attached dwellings are allowed, they may be modified in the City's various Plan districts (Downtown, Civic Neighborhood, Pleasant Valley, and Springwater) in order to meet the purposes and objectives of those particular areas.

Design principles provide a connection between general planning goals and policies and implementing regulations and standards. The main purpose of design principles is to convey a sense of preferred quality for a place. The design principles are the basis for clear and objective design standards. If a 2 tier review process is ultimately established, the design principles would provide the decision body the direction to make determinations in regards to proposed developments that desire a discretionary

review. Design principles set forth key issues which can sharpen the scopes and concentrate the attentions of reviewers, designers and decision makers. Design principles are normally described by several sentences. Written information is usually amplified with graphics such as diagrams, sketches, illustrations, photographs or combinations of these elements.

Staff, in working with citizen groups and the Planning Commission, has identified a number of design principles that are appropriate for single family attached dwellings. These include:

- **Relationship to Street System.** New single family attached dwellings should be accessible to the public street system. Public streets delineate individual lots and blocks in the City landscape. They provide a setting for social interaction and for public safety.
- **Common Setback Standards and Private Open Space.** Standards should be consistent for districts with similar densities. Each unit should have a private space such as a deck or patio so as to maintain feelings of individuality and home.
- **Shared Open Space Standards for Complexes.** Larger single family attached complexes are similar in scale and bulk to multi-family complexes and, therefore, should provide similar open space amenities. Open space areas promote a sense of place and tend to reduce the feel of density for residents.
- **Driveway Access.** Driveway access should be from alleys where feasible so as to reduce conflicts with the street. Driveway access points should be staggered to allow for on street parking.
- **Pedestrian Walkways.** Pedestrian walkways should provide on site access to open space areas and to the streetscape.
- **Building Design and Architectural Standards.** Building design and architectural standards shall provide for flexibility in design and improved quality. Standards applicable to all single family attached dwellings should provide measures of consistency and certainty to designers, developers and decision makers.
- **Landscaping.** Landscaping is to be provided to soften the bulk and scale of developments. Landscaping shall include the use and maintenance of living plant materials to add visual accents and color.
- **Service and Utility Areas.** Service and utility areas should be to the rear of the project and be screened from the street or other public view.
- **Building Heights and Grade.** Common building heights relative to allowed densities shall result in consistent application of height standards. Building heights shall consider site and street grades so as to maintain a relationship and similar scale to adjacent residential uses.
- **Light, View and Privacy.** Building separations shall consider height transitions and orientation so as to maintain unit privacy areas, access to sunlight, and reductions in the intensity of scale and density.

GOAL

Promote quality in designs for single family attached dwelling projects which benefits the physical environment and aesthetic values of Gresham residents.

Policies

1. Single family attached dwelling development should be designed and constructed to produce high quality living environments.
2. Single family attached dwellings should fit into the context of existing neighborhoods, especially in terms of scale and existing land use patterns; especially important is to create residential neighborhoods with multi-modal transportation connections and opportunities for social interaction.
3. New single family attached dwellings should appropriately relate to their surroundings especially public streets, open spaces and recreation areas.
4. New single family attached dwellings should minimize shadow, blocked views and the potential for “overlook” onto or from adjacent properties, especially existing neighborhoods.
5. New single family attached dwellings should protect and enhance natural features such as mature vegetation, watercourses and wetlands, and provide adequate, usable, safe and high quality common open space.
6. The design of new single family attached dwellings should minimize the impacts of service areas (parking, loading and garbage service) on public streets, residents and existing properties.
7. New single family attached dwellings should be thoughtfully and aesthetically designed both in terms of building architecture and site development and landscaping.
8. Larger sized single family attached dwelling complexes should provide like amenities to multi-family complexes due to their similarity in bulk, scale and utilization.

Design Principles

1. **Relationship to the Street System.**
 - a. Avoid developing single family attached (SFA) projects that are isolated and not connected to the community.
 - b. Single family attached (SFA) development shall be accessible from the public street system.
 - c. Within land use districts that allow SFA development, housing units should face the nonarterial public street system.
 - d. Enhance and extend the local street network and pedestrian walkways to serve new SFA development.

- e. All streets fronting SFA development shall be designed to allow on-street parking and adequate emergency vehicle access while considering other public safety and access needs.
- f. Street design and site planning for new SFA development shall result in a logical and efficient development pattern that ensures resident privacy and public and private open space opportunities.

2. Common Setback Standards and Private Open Space.

- a. Adequate building setbacks shall be provided to ensure light access and privacy. Minimum setbacks allow for the creation of private open spaces in the form of front, side and rear yards.
- b. Locate main façades of single family attached developments parallel to adjacent streets.
- c. Each unit of a single family attached development shall be provided with a useable private open space area, such as a rear patio or rear yard. It should offer seclusion, as much as possible, from other residents, common open space areas, street traffic and pedestrians.
- d. Each unit shall have adequate setback and space for landscaping between the public sidewalk and private home, a front porch or stoop, and an entryway.
- e. Provide adequate front yard space to allow an entry, front stoop or porch and landscaping between the public sidewalk and the private dwelling.
- f. Provide adequate separation between buildings both on the same site and in relation to those on adjacent properties so that crowding and shadowing do not occur. Unit privacy should not be negated by inadequate building separation.
- g. Consistent setbacks for single family attached dwellings should be allowed City-wide except in those areas where higher densities are permitted (such as the Downtown Plan Districts and Civic Neighborhood Plan Districts).

3. Shared Open Space Standards for Complexes.

- a. Provide useable common open space to create accessible and safe on-site opportunities for passive and active recreation for all ages.
- b. Incorporate attractive landscaping and site amenities throughout the development site to enhance development quality and livability.
- c. Enhance opportunities for social interaction by providing opportunities for group gatherings and social recreation.
- d. Create open space areas and landscaping to soften the urban environment, provide shade, buffering and screening and create pleasant places to rest and recreate.
- e. Single family attached dwellings that are adjacent to public parks and open space areas may be planned to incorporate the use of and access to these public amenities into their design.

- f. For single family attached dwelling developments adjacent to public parks or public open space (i.e. school yards, public trails), where the adjacent streetscape will not be negatively impacted (i.e. units with their side or backs to the street), units may be oriented toward the park or open space to allow views from residential units and to promote informal surveillance of the open space. This should not be permitted if the backs or sides of units would face the street.

4. Driveway Access.

- a. New single family attached dwellings shall create an attractive and pedestrian oriented streetscape.
- b. Garages and driveways shall not dominate the streetscape.
- c. If driveways are located at the front of dwelling units, enough space between individual driveways should be provided to allow for adequate on-street parking.
- d. If common, rather than individual parking areas are proposed, the General Design Standards for Surface Parking Lots (GDC Section 9.0800) shall be followed.
- e. Single alleyways and private drives shall be screened from adjacent properties.

5. Pedestrian Walkways.

- a. Walkways need to provide residents with comfortable access to neighborhood streets and amenities. If a single family attached development is large enough to warrant common areas, a network of common walkways should link these areas.
- b. Walkways shall be provided throughout the development so that easy, barrier-free access is provided to adjacent public streets, adjacent public uses and parking areas.
- c. Walkways shall be designed to be easy to access, barrier-free, and with clear-sight lines.
- d. Walkways shall be designed to consider the pedestrian's safety.
- e. Walkways shall be visible from buildings to promote safety.
- f. Design and locate adjacent buildings so that sunlight can access pedestrian walkways during midday.
- g. Areas adjacent to walkways should be landscaped where feasible.

6. Building Design and Architectural Standards.

- a. Buildings should be architecturally interesting and attractive so as to create a sense of pride in ownership and provide a neighborhood identity.
- b. Basic architectural standards shall be provided to ensure that elements which generate visual interest will be incorporated into building design.

- c. A variety of architectural choices should be offered as a means to discourage dull and monotonous development while encouraging flexibility in design.
- d. Reinforce the human scale of development and avoid buildings with long, monotonous exterior walls.
- e. Accentuate the entryway of single family attached units to provide a transition zone from the private interior space to the exterior public streetscape and incorporate weather protection into its design.
- f. Unless an alternative roof design is shown to be compatible with the surrounding neighborhood, dwellings shall have sufficiently pitched roofs in order to convey a residential character.
- g. Balance expression of individuality of ownership with consistency along the streetscape
- h. Corner buildings that have a façade facing each street shall reinforce or architecturally emphasize the prominence of the corner.

7. Landscaping.

- a. Provide adequate overall site landscaping to soften and balance the “hardscape” features of the development (streets, driveways, buildings, etc.).
- b. Provide enough landscaping to create an attractive and comfortable front yard. Front yards serve as a semi-public transition between the street right-of-way and the private residence.
- c. Use trees and other landscaping to provide shade and weather protection.
- d. Provide vertical and horizontal landscape elements along all exterior walls to soften the visual impact of the building and promote the residential character of the site.
- e. Coordinate space for tree planting with utility locations and other City infrastructure. Show utility locations on the landscape plan.
- f. Include landscaping in common open spaces and along walkways so as to make pleasant places for children to play and create opportunities for social interaction.
- g. Utilize landscaped yards, when feasible, to infiltrate stormwater, reducing the load on the public storm system during heavy storms and throughout the winter.

8. Service and Utility Areas.

- a. Solid waste collection areas and heating, ventilation, air conditioning (HVAC) and other electro-mechanical equipment should be designed into the building or screened such that they are not visible from the street or adjacent development.
- b. Commonly shared loading, garbage/recycling and other services should be located so they do not negatively affect adjacent residences; screen with fencing and/or landscaping or

integrate into the design of the building so they are not visible from the street, adjacent open spaces and neighboring residences.

- c. Locate transformers, and heating, ventilation and air conditioning (HVAC) equipment at the rear of buildings when possible or ensure they are not visible from the street or other public space.

9. Building Heights and Grade.

- a. Building height and site grade should consider the relationship a development has with the street and adjoining property. High retaining walls should be avoided as they do not enhance the pedestrian environment.
- b. Doorways should not be excessively elevated above or below the adjacent street grade so they lose their relationship to the street.
- c. Buildings should attempt to use the existing or natural grade (ground level) in order to prevent them from being inordinately higher than adjacent dwellings.
- d. Building height should take the context of surrounding developments into consideration and be of a scale so they can fit within residential neighborhoods without imposing a feeling of crowding.

10. Light, View and Privacy.

- a. Attention to the relationship between buildings that are situated on two sides of a street is important so that a long, tunnel-like streetscape isn't created.
- b. Where lines of townhouses face each other, ensure adequate distance between the front facades to allow sunlight, views and room for private open spaces.
- c. Orient and/or design buildings in a way that maintains the privacy of the rear yards of the units considering abutting residential properties, streets, alleys or open spaces.
- d. Ensure that there is an adequate height transition or separation between new townhouse dwellings and adjacent development that may be of a reduced scale or density.

Action Measures

1. Identify and assess methods that could be utilized to implement the design principles.
2. Provide an administrative development review process using clear and objective standards to implement the design principles identified above.
3. Create an illustrated design guide, to be used as a handout, to assist developers, designers, decision makers, and the general public, to understand the design review process and the architectural and design standards for single family attached dwelling development proposals.

(Added by Ordinance 1648 passed 10/16/07; effective 11/15/07)

10.413.2 DESIGN STANDARDS FOR MULTI-FAMILY DEVELOPMENTS

Background

In 2008, the City determined a need to improve the design of new developments in the City. The first Design Commission was created in September of that year and six Design Districts were established in Gresham. The Downtown Plan project was the first district to have a set of specific design regulations. At that same time, the City Council, the Planning Commission, the Design Commission and residents determined that design regulations could directly improve the safety, livability and aesthetic appearance of multi-family residential developments. The determination was made to augment the existing regulations and to create new site and building design regulations that help facilitate the development of attractive, livable, innovative, high quality multi-family residential developments.

The project has involved an extensive public outreach effort including:

- A Design Charrette with over 37 people attending including numerous local prominent design professionals to investigate the essential elements of multi-family design that would promote superior, sustainable architectural and site design, create a sense of neighborhood, and provide usable public and private open space;
- An on-line “Picturing the Future – A Visual Preference Survey” to collect preferences regarding the look of future development in Gresham using a visual ranking system of photos. Topics included how buildings are arranged on a site, transitions between buildings and uses, building materials, architectural features and other elements; and
- Multiple public meetings with the Design Commission, Planning Commission and the general public.

Issues

The result of these outreach efforts is that a series of issues relating to multi-family developments have been exposed which can be summarized as follows:

- **Multi-Family Design Vision:** The Gresham Community Development Plan needs a clearly defined vision for superior quality design in multi-family development which addresses design excellence, sustainability, access, building material quality, and crime prevention;
- **Multi-Family Goals, Policies, Principles and Action Measures:** Additional Goals, Policies, Principles and Action Measures specific for multi-family housing throughout the City are needed;
- **Site and Building Design:** The existing multi-family clear and objective standards included in the Gresham Community Development Code (GCDC) are in need of updating and new standards are needed to address site design, open space location, sustainability, landscaping, lighting, storage, crime prevention and architectural building design to ensure higher quality residential housing projects.

The Site Design issues raised include the following:

- **Site Design/Sustainable Design.** Developments need to prioritize land uses, orient the buildings to the street or a central open space, and provide connections between uses. Developments should incorporate elements to create an attractive, sustainable site which conserves energy, protects our natural resources and promotes a healthier environment for residents.
- **Public/Private Transitions.** There is a need to create a transition between the public realm of the sidewalk/street and the private realm of the housing units to clearly establish the hierarchy of public and private uses and reinforce a sense of ownership and territory.
- **Street Orientation.** The street class or traffic volume needs to be considered relative to the building placement and orientation for resident safety.
- **Multi-Modal Access.** Parking lots in front of the unit entry doors are an issue because this site configuration degrades the ability for people to move between units and along the street comfortably.
- **Safe Design.** Reviewing and incorporating the appropriate Crime Prevention through Environmental Design Standards (CPTED) needs to be considered for creating safer, more livable developments with natural access control, natural surveillance, and territorial reinforcement.
- **Open Spaces.** Usable open spaces that meet the residents' desires, especially families with children, and visitors' desires need to be included in the site plan.
- **Landscaping.** The landscaping requirements need to create lush, attractive landscapes that enhance the appearance of the development and soften the bulk and scale of the buildings. The long term maintenance of the site also needs to be addressed.

The Building Design issues raised include the following:

- **Design Excellence and Architectural Expression.** The Code needs to facilitate design excellence in the built environment by addressing architectural elements like building and façade design.
- **Sustainable Architectural Design.** Architecture needs to be sustainable in construction and in long term energy usage.
- **Housing Type Variety.** There are many different multi-family housing styles that should be provided to give residents the greatest degree of housing choice.
- **High Quality Materials.** There is a need for developments to use the highest quality construction and the most durable materials in order to minimize long term maintenance and provide long lasting residential developments.

- **Two-Track Process:** The Development Code did not have a discretionary review process by a design review body such as the Design Commission to provide the opportunity for an alternate track of multi-family design review. The chosen mechanism to address this issue has been to include new Design Principles and Design Guidelines based upon those Design Principles for multi-family developments. The Design Principles are the general statements that guide the design of multi-family development and are the foundation for the discretionary guidelines and the clear and objective standards that are developed. The Design Guidelines are design parameters for development in design districts that are based on specific Design Principles and provide the opportunity for design flexibility and innovation.
- **Applicability.** In this project, a need was established to apply the standards and guidelines created to multi-family developments, to the residential component of mixed-use developments and to some duplex developments depending on the adjacent land use districts.

GOAL

One of the missing pieces in the multi-family design project was an over-arching goal to help establish clear direction for the project. The goal that has been formulated from the public outreach is as follows:

Multi-family developments will be attractive, high-quality, safe and sustainable where diversity, innovation and creativity are welcome and multiple modes of transportation are accessible for Gresham residents.

Policies

1. Multi-family developments should be designed and constructed to produce high quality, safe, and comfortable living environments.
2. Multi-family developments should incorporate sustainable measures and the efficient use of land and resources.
3. Multi-family developments should be thoughtfully and aesthetically designed with regard to site and building design.
4. Multi-family developments should create residential neighborhoods with multi-modal transportation connections.
5. Multi-family developments should provide adequate, usable, safe and high quality common open space and provide opportunities for social interaction.
6. Multi-family developments should appropriately respond and relate to their surroundings especially public streets, open spaces and recreation areas.
7. Multi-family developments should minimize the impacts of parking, loading and garbage service areas on public streets, residents and existing properties.

8. Multi-family developments should provide diverse housing types.
9. Standards applicable to multi-family dwellings should provide measures of consistency and certainty to expedite the development review process.
10. Landscapes are an important component of multi-family housing projects and contribute to creating livable neighborhoods. To that end, landscape shall be designed by qualified design professionals and maintained as designed over the long term.

Design Principles

The Design Principles, as general guiding statements, are the connection between general planning goals and policies and implementing Design Guidelines and Standards. The Design Principles were drafted to address the issues and to formulate design direction with input from the Design Commission, Planning Commission, the public and City staff. They are categorized as Site Design Principles and as Building and Architectural Design Principles and are included in the Gresham Community Development Code Volume III. Site Design Principles topics include site planning, sustainability, safe design, open spaces, landscaping, street orientation, and transportation mode provisions. Topics for Building and Architectural Design include design excellence and architectural expression, sustainable architectural design, and high quality materials.

Action Measures

1. Identify and assess methods that could be utilized to implement the design principles such as the two alternative review processes:
 - The clear and objective process applying the Design Standards;
 - The discretionary process applying the Design Guidelines.
2. Create an illustrated design guide, to be used as a handout, to assist developers, designers, decision makers, and the general public, to understand the design review process and the architectural and design standards for multi-family development proposals.

(Added by Ordinance 1687 passed 4/20/10; effective 4/20/10)

10.413.3 DESIGN STANDARDS FOR COMMERCIAL DEVELOPMENT IN THE CORRIDOR DESIGN DISTRICT

Background

Early in 2010, the City established a Council Work Plan project to address the potential negative impacts of large commercial developments in the Corridor Design District of the City such as their imposing size, design and visual character; their large parking areas and associated stormwater run-off; and their traffic generation, etc. This project builds off the Downtown Plan and the Multi-Family Design Standards projects and includes design regulations intended to promote a sense of community and to

directly improve the safety, livability and aesthetic appearance of commercial developments. The new site, building and sustainability design regulations help facilitate the development of attractive and innovative commercial developments by providing two (2) alternative review tracks: one (1) clear and objective standards track and one (1) discretionary guidelines track to provide architectural flexibility and allow for greater Design Commission input. Extensive design analysis research was done on commercial development locally as well as excellent precedents found throughout the nation.

The project has involved an extensive public outreach effort including:

- Three Community Forums to gather citizen and interested party input;
- Several Stakeholder Group meetings of elected officials, residents, business owners and commercial development specialists; and
- Multiple public meetings with the Design Commission, Planning Commission and the general public.

Issues

The result of these outreach efforts is that a series of issues relating to commercial developments have been identified which can be summarized as follows:

- **Corridor Design District Commercial Vision:** The Gresham Community Development Plan needs a clearly defined vision for superior quality design in commercial development, particularly large format commercial developments, which addresses design excellence, sustainability, access, building material quality, and crime prevention;
- **Corridor Design District Commercial Goals, Policies, Principles and Action Measures:** Additional Goals, Policies, Principles and Action Measures specific for commercial developments throughout the City are needed;
- **Large Format Commercial Development Definition:** Consensus must be established as to what the definition of large commercial development is in order to further regulate large commercial developments.
- **Land Use Changes:** Community Plan Map changes are necessary to the Corridor Design District to implement the vision by providing low intensity commercial uses with local neighborhood focus in those areas with high percentages of surrounding low density residential lands and less frequent transit service.
- **Site, Building and Sustainable Design:** The existing commercial clear and objective standards included in the Gresham Community Development Code (GCDC) are in need of updating. New standards are needed to define and limit building sizes, address site design, neighborhood connectivity, building orientation, open space location and character, landscaping, lighting, storage, crime prevention, architectural building design and sustainability to ensure higher quality commercial projects.

The Site Design issues raised include the following:

- **Development Intensity.** Developments need to be appropriately scaled to foster a pedestrian friendly environment.
- **Site Design.** Developments need to prioritize land uses and orient the buildings to the street or a central open space in order to encourage pedestrian activity on the street or open space.
- **Connectivity.** Connections between uses, both on-site and connections to adjacent sites, are necessary to create a more pedestrian friendly, livable community.
- **Parking Lot Design and Circulation.** The unsightly, unscreened massive parking areas typically associated with large commercial developments need to be mitigated.
- **Street Orientation.** The buildings need to be oriented at and toward the street with entries and windows facing the street for maximum and safe pedestrian interactions.
- **Safe Design.** Reviewing and incorporating the appropriate Crime Prevention through Environmental Design Standards (CPTED) needs to be considered for creating safer, more livable developments with natural access control, natural surveillance, and territorial reinforcement.
- **Open Spaces.** Open spaces that attract shoppers need to be defined so they encourage active use and enliven the development.
- **Landscaping.** The landscaping requirements need to create lush, attractive landscapes that enhance the appearance of the development, soften the bulk and scale of buildings, and screen parking areas. The long term maintenance of the site also needs to be addressed.

The Building Design issues raised including the following:

- **Building Size.** Commercial buildings need to be sized and scaled appropriately so they promote the livability and pedestrian quality of the commercial area.
- **Design Excellence and Architectural Expression.** The Code needs to facilitate design excellence and eliminate flat, poorly designed building facades in the built environment by addressing architectural elements like building articulation and façade design.
- **Transparency in Architectural Design.** Transparent windows need to be required where it is essential to provide visibility into and out of the buildings for pedestrian safety, comfort and interest.
- **High Quality Materials.** There is a need for developments to use the highest quality construction and the most durable materials in order to minimize long term maintenance issues and provide long lasting commercial developments.

The Sustainability Design issues raised include the following:

- Larger developments have a great impact on the environment and so the requirements need to be increased to mitigate those effects.
- Commercial developments should incorporate elements to create an attractive, sustainable site which conserves energy, protects our natural resources and promotes a healthier environment for residents.
- **Two-Track Process:** The Development Code now has a two track review process established for Downtown and Multi-Family developments in an effort to provide flexibility and allow innovative developments that may not comply with all Design Standards. There is a clear and objective series of Standards that the applicant can chose to follow or a series of discretionary Guidelines for review by the Design Commission based upon Design Principles. The Design Principles are the general statements that guide the design of commercial development and are the foundation for the discretionary Guidelines and the clear and objective Standards. This two track process will be applicable to commercial developments in the Corridor Design District as well.

Vision

The most intense commercial development shall occur in the Regional, Town and Station Centers while limiting commercial intensities in the Corridor Design District (particularly the Community Commercial, Moderate Commercial Corridor and Corridor Mixed Use-land use districts) to those intensities appropriate for serving surrounding neighborhoods while supporting transit facilities.

GOAL

Commercial developments in the Corridor Design District will be human scaled, attractive, safe and active places of excellent design which utilize high-quality and sustainable materials. Innovation and creativity in design is encouraged.

Policies

1. Commercial developments should be designed and constructed to produce human scale, high quality, safe, and comfortable shopping environments.
2. Commercial developments should appropriately respond and relate to their surroundings especially public streets, open spaces and recreation areas.
3. Commercial developments should minimize the impacts of parking, loading and garbage service areas on public streets, residents and adjacent properties.
4. Commercial developments should be thoughtfully and aesthetically designed with regard to site and building design.

5. Commercial developments should incorporate sustainable measures and the efficient use of land and resources.
6. Commercial developments should create sites with multi-modal transportation connections.
7. Open space within commercial developments should be attractive, functional, safe and of high quality to provide opportunities for active social interaction.
8. Standards applicable to commercial developments should provide measures of consistency and certainty to expedite the development review process.

DESIGN PRINCIPLES

The Design Principles, as general guiding statements, are the connection between the general planning goals and policies, and the implementing Design Guidelines and Standards. The Design Principles were drafted to address the issues and to formulate design direction with input from the Design Commission, Planning Commission, the general public and City staff. They are categorized as Site Design Principles and as Building Design Principles and are included in the Gresham Community Development Code, Volume III.

Site Design Principles topics include:

- Accessibility
- Activity
- Building and Site Orientation
- Parking
- Public Spaces
- Landscaping
- Sustainability
- Safe Design
- Impact Mitigation

Building Design Principles topics include:

- Building Form and Articulation
- Building Activity and Glazing
- Prominence and Hierarchy
- High Quality Materials
- Sustainable Architectural Design

Action Measures

1. Identify and assess methods that could be utilized to implement the Design Principles such as the two alternative review processes:
 - The clear and objective process applying the Design Standards; and
 - The discretionary process applying the Design Guidelines.
2. Create an illustrated design guide, to be used as a handout, to assist developers, designers, decision makers, and the general public in understanding the design review process and the design regulations for commercial development proposals.

(Added by Ordinance No. 1695 passed 11/16/10; effective 11/16/10)

10.413.4 DESIGN STANDARDS FOR DEVELOPMENT IN THE ROCKWOOD DESIGN DISTRICT

Background

Early in 2009, the City established a Council Work Plan project to create regulations that will result in new development and redevelopment which is attractive, innovative, of high-quality design and materials, and compatible with the surrounding neighborhoods in the Rockwood Design District. The project builds on the previous efforts of the Downtown Plan, the Multi-Family Residential and the Corridor Commercial Design Standards projects.

The project began with the creation of a vision for the design district, the identification of the issues to be addressed and then the selection of a desired urban development pattern. The project includes development regulations that relate to the site design, building design and sustainable design intended to promote livability, a sense of community and safety, and enhanced aesthetic appearance. The new regulations help facilitate the development of attractive and innovative developments by providing two (2) alternative review tracks: one (1) clear and objective standards track and one (1) discretionary guidelines track with allowance for architectural flexibility and greater Design Commission input.

The project has involved an extensive public outreach effort including:

- Three Community Forums to gather citizen and interested party input;
- Several Stakeholder Group meetings of elected officials, residents, business owners and commercial development specialists; and
- Multiple public meetings with the Design Commission, Planning Commission, Council and the general public.

Issues

The result of these outreach efforts is that a series of issues relating to new development and redevelopment have been identified which can be summarized as follows:

- **Rockwood Design District Vision:** The Gresham Community Development Plan needs a clear vision for superior quality design in the Rockwood Design District which addresses site and building design excellence, sustainability, crime prevention, access, compatibility and building material quality;
- **Rockwood Design District Goals, Policies, Principles and Action Measures:** Additional Goals, Policies, Principles and Action Measures specific for developments throughout the Rockwood Design District are needed;
- **Site, Building and Sustainable Design:** The existing clear and objective standards relevant to Rockwood in the Gresham Community Development Code (GCDC) are in need of updating. New standards are needed to support and begin to implement the desired urban village form with Guidelines and Standards which regulate site design, neighborhood connectivity, circulation, building placement and orientation, open space, parking and loading, landscaping, lighting, crime prevention, architectural building design, materials and sustainability to ensure high-quality, durable, people-friendly development projects. These regulations apply to both development and redevelopment.

The Site Design issues raised include the following:

- **Appearance.** The sites need to be attractive with lush green landscaping that enhances the appearance of the development, softens the bulk and scale of buildings, and screens parking areas.
- **Maintenance.** The long-term maintenance of the sites and buildings needs to be addressed.
- **Green Open Space.** Green public open spaces need to be added in the Triangle Area of 181st, Burnside and Stark Streets to encourage active use and enliven the area.
- **Site Design and Livability.** Developments need to prioritize land uses and orient the buildings to the street or a central open space in order to encourage pedestrian activity on the street or open space.
- **Safe Design.** The appropriate Crime Prevention through Environmental Design Standards (CPTED) need to be considered for creating safer, more livable developments with natural access control, natural surveillance, and territorial reinforcement.
- **Connections.** Bike, pedestrian, transit and vehicular connections need to be evaluated for transportation safety.

The Building Design issues raised include the following:

- **Building Heights.** Building heights need to be sized and scaled appropriately so they implement the desired urban form, and promote the livability and pedestrian quality of Rockwood.

- **Design Excellence and Architectural Expression.** The Code needs to facilitate design excellence and eliminate poorly designed building facades in the built environment by addressing architectural elements like building articulation and façade design.
- **Transparency in Architectural Design.** Transparent windows need to be required where it is essential to provide visibility into and out of the buildings for pedestrian safety, comfort and interest.
- **High-Quality Materials.** Architectural design needs to use the highest quality construction and the most durable materials in order to minimize long-term maintenance issues and provide long-lasting commercial developments.

The Sustainability Design issues raised include the following:

- **Site Sustainability.** There is a need for developments and the associated paved parking lots to be mitigated in order to achieve our sustainability goals such as minimizing the negative effects of stormwater runoff, heat islands and parking lot pollution.
- **Sustainable Architectural Design.** There is a need for architecture which is energy efficient, conserves resources and promotes sustainable measures.
- **Two-Track Process:** The Development Code has a two track review process established for Downtown, Multi-Family and Commercial Design District developments to provide flexibility and facilitate innovative developments that may not comply with all Design Standards. There are clear and objective Standards that the applicant can chose to follow or a series of discretionary Guidelines. Dependent upon development size threshold the Design Commission or Manager reviews the development proposals based on either the Guidelines or the Standards and the Design Principles. The Design Principles are the general statements that guide the design of development and are the foundation for the discretionary Guidelines and the clear and objective Standards. This two track process will also be applicable to developments in the Rockwood Design District.

Overall Vision

Rockwood's future will be transformed by new high-quality, long-lasting development. Residents will find all of their needs met within a 20 minute walk of home. Newer high-density residential development will blend with older established homes and form one of the most exciting, dynamic and diverse neighborhoods in Oregon. New employers will locate in Rockwood and will provide jobs for local residents. There will also be adequate and well-designed public spaces.

GOAL

Development and redevelopment in the Rockwood Design District will be attractive, safe, pedestrian-friendly, high-quality and sustainable in order to foster a positive image for Rockwood. Innovation and creativity in design are encouraged.

Policies

1. Rockwood development and redevelopment, including commercial, employment, mixed-use and residential types, should be designed and constructed to produce attractive, pedestrian-friendly and high-quality environments.
2. Rockwood development and redevelopment should incorporate sustainable measures and promote the efficient use of land and resources.
3. Rockwood development and redevelopment should be thoughtfully designed to create beautiful and functional site and building designs.
4. Rockwood development and redevelopment should be safe and inviting for residents and visitors.
5. Rockwood development and redevelopment should appropriately respond and relate to their surroundings, especially public streets, open spaces and recreation areas.
6. Rockwood development and redevelopment should minimize the impacts of parking, loading, garbage service areas and mechanical equipment on residents, public streets and existing properties.
7. Rockwood development and redevelopment should facilitate multi-modal transportation connections including bike, pedestrian, transit and vehicular modes.
8. The City should create a high-quality transportation plan for the Rockwood Triangle Area between 181st and the intersection of Stark Street and Burnside Street that has the following characteristics:
 - a. **Internal Streets.** The streets front properties with a land use designation that permits a mix of uses. The streets are expected to develop primarily with residential, and perhaps live/work or mixed-use land uses on the adjacent properties. These streets will:
 - i. Be local streets in size and scale;
 - ii. Have traffic volumes not to exceed approximately 1,000 trips per day;
 - iii. Be pedestrian-friendly with walkable blocks;
 - iv. Implement sustainability measures using techniques such as permeable pavement and stormwater facilities;
 - v. Provide attractive green landscape infrastructure;
 - vi. Include street trees either within the right-of-way or in the private property setback area; and
 - vii. Include on-street parking with decorative permeable pavement treatment.
 - b. **Stark Street between 181st and Burnside Streets.** This section of Stark Street fronts properties with a land use designation that permits a mix of uses including residential,

10. Developments should provide diverse housing types.
11. Standards applicable to Rockwood developments and redevelopments should provide measures of consistency and certainty to expedite the development review process.

Design Principles

The Design Principles are general guiding statements which form the connection between the general planning goals and policies and implementing the Design Guidelines and Standards. The Design Principles were drafted to address the issues and to formulate design direction with input from the Design Commission, Planning Commission, the general public and City Staff. They are categorized as Site Design Principles and Building Design Principles and are included in the Gresham Community Development Code, Volume III.

Site Design Principles topics include:

- Physical Environment
- Sustainability
- Safe Design
- Transportation Modes
- Open Space
- Landscaping
- Compatibility

Building Design Principles topics include:

- Architectural Quality
- Sustainable Architectural Design
- Rehabilitation
- Housing Variety
- High-Quality Materials

Action Measures

1. Identify and assess methods that could be utilized to implement the Design Principles such as the two alternative review processes:
 - The clear and objective process applying the Design Standards; and
 - The discretionary process applying the Design Guidelines.

2. Create an illustrated Rockwood Architectural Pattern Book to provide a tool to assist the Rockwood property owners and developers to design buildings that achieve the desired urban form in Rockwood and meet the Design Standards. The pattern book will help facilitate the construction of beautiful buildings of enduring design and quality.
3. Amend the Transportation System Plan to reflect Rockwood Design District policies that:
 - Address all transportation modes (pedestrian, bicycle, vehicle, and transit, etc.);
 - Illustrate future street and pedestrian connections;
 - Accommodate future MAX expansions and improvements;
 - Create attractive street design standards for major pedestrian and transit streets; and
 - Provide a more people-friendly street environment.
4. Update the Public Works Design Standards for new and reconstructed streets to incorporate features which will fulfill the Rockwood Design District vision such as wide sidewalks, large canopy street trees, pedestrian amenities, and other safety and sustainability features.

(Added by Ordinance 1710 effective 12/1/11)

10.414 ECONOMIC DEVELOPMENT

Commercial and Industrial Growth

Summary of Findings

The City of Gresham has been known as a "bedroom community" because the proportion of the region's labor force which resides in the community is 50% greater than the area's share of the region's job base. The city is unlikely to shed this relationship unless it is successful in recruiting target industries which have been identified as having growth potential in the Portland metropolitan area.

The city has many positive attributes which make the community a good location for new and expanding businesses. The area has a large, technically skilled labor force, a diversity of industrial and commercial sites, relatively low land costs, airport and light rail proximity, access to Mt. Hood Community College, and diverse recreational opportunities. The city, however, also exhibits weaknesses which include its location away from major markets in the eastern United States and Europe, negative development perceptions, limited transportation access to 1-84, and lack of community consensus for development.

In order to promote business retention and expansion and recruitment of new industries, the city must market its strengths and solve those weaknesses which can be resolved or reduced (Sections 4.700 to 4.743 - Findings document).

Policy I

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

Implementation Strategies

1. The city will work with the community leaders, private firms, non-profit organizations, and other governmental bodies to develop a long range coordinated economic development plan which identifies the economic development objectives of the community and will:
 - a. aid in the creation and maintenance of new employment opportunities;
 - b. strive to improve, diversify and stabilize the economic base of the community; and,
 - c. aid in the effective utilization of the land, energy and human resources;
2. The city will maintain a set of development procedures that do not create barriers to economic development.
3. The city will provide pertinent socio-economic data to prospective developers.
4. The city will identify the advantages of the community and the region as a place to locate new commercial and industrial development.
5. The Community Development Plan will protect existing and planned commercial and industrial areas from the intrusion of incompatible land uses.
6. The city will develop, maintain and update redevelopment plans for the Rockwood shopping district, the Burnside commercial strip, and the downtown commercial area.
7. The city will initiate and maintain a dialogue with industrial leaders to ensure that the community is aware of their economic, infrastructure, police, fire and land use needs.
8. The city shall encourage self-employment by allowing home occupations. The Community Development Code and Standards document shall include measures to ensure that residential areas are protected from any adverse effects of a home occupation.
9. The city will adopt special site development standards and criteria to address the unique characteristics and scale of a regional shopping center.

Policy II

It is the City's policy to assure that public facilities are extended in a timely and economic fashion to areas having the greatest economic development potential.

Implementation Strategies

1. The city's capital improvement planning program will give highest priority to the public facility improvements which are directly linked to economic development.

2. The city shall encourage self-employment by allowing home occupations. The Community Development Code and Standards document shall include measures to ensure that residential areas are protected from any adverse effects of a home occupation.

10.415 FOOD ACCESS

Introduction

In 2011, the City established a Council Work Plan project to see how well how well policies for the built environment support access to food options and opportunities for regular physical activity. This is part of a countywide effort entitled Communities Putting Prevention to Work (CPPW) and is a program funded through the Centers for Disease Control and Prevention (CDC). The program seeks to reduce chronic disease related to obesity. The CDC describes the CPPW program:

By advancing approaches in policy, systems, and environmental change, Communities Putting Prevention to Work communities will work to reduce risk factors, prevent/delay chronic disease, promote wellness in children and adults, and provide positive, sustainable health change in communities. Through policies enacted and programs implemented, the Communities Putting Prevention to Work program expects to have a proven public health impact in the long term and a high return on investment in terms of improved community health status and health outcomes.

In order to understand what policies achieve health goals, best practices were identified for land use, food access, transportation, parks, schools, community health and equity. Current goals and policies were then compared with these best practices to provide insight into how the City can build upon the many good policies in place while filling in gaps and strengthening the policy link between the built environment and community health.

Background

The purpose of the Food Access section is to incorporate best practices for community food access into the Gresham Community Development Plan and to provide action measures for future action.

Community health may be influenced by individuals' ability to access food options. These options may be seen by the presence and location of full-service grocery stores, community gardens, market gardens, farmers' markets, and the ability to grow food at a residence. Access to healthy, affordable food is shaped in part by the built environment and the ability to access locations that provide these options.

Research has demonstrated that people choose healthier food options when they can access locations that provide for it. An individual with a grocery store or other source of fresh produce nearby is more likely to opt for a healthy food option, and thus will have a more positive health outcome, than an individual without nearby access to a source of fresh produce. Further, having healthy food sources

nearby and accessible increases the likelihood that a person would bike or walk to this destination rather than drive, thus increasing their physical activity.

Areas where there are no healthy food options are called food deserts, and the health of people in these areas may be poorer than the health of people who live closer to such options. There has been increased national interest in understanding where food deserts occur, who they affect, their health implications, and in ultimately eradicating them. Gresham did a preliminary analysis of this issue in 2010 and noted that some areas that are without a source for fresh food are also areas with more vulnerable populations based on income and lack of driver's licenses.

Currently, Gresham hosts two seasonal farmers markets – one in Civic Neighborhood and one in Downtown. There are three community gardens on city property – at City Hall, Thom Park, and Yamhill Park. Community gardens are gardens in which an individual may rent a garden plot for the season to grow their own fruits and vegetables. Market gardens, which are similar to community gardens, provide the opportunity for users to sell what they grow. There are no known market gardens in Gresham.

In Community Forums, many people suggested that food carts can provide another option for obtaining food. There are a few carts in Gresham, predominantly in the Rockwood area. Additionally, there are coffee stands throughout the city at key intersections.

Issues

The following are identified food access issues:

- **It is unclear how community gardens are permitted.** Community gardens provide an option for people to grow their own produce. There are three city-sponsored community gardens and many located at non-profits throughout the city. Clear direction needs to be provided on how these facilities are permitted.
- **Farmers markets are located in mixed-use areas and centers.** Farmers markets provide a venue for people to purchase produce directly from regional farmers. There are two seasonal farmers markets in Gresham in Downtown and Civic Neighborhood. There is interest in allowing this type of use in Rockwood.
- **Grocery store locations need to be near where people live and preferably along transit routes.** Many people do the majority of their food shopping at grocery stores. Grocery stores need to have the opportunity to locate in close proximity to populations, and locations along transit corridors should be considered.
- **Alternative modes for accessing food can be considered.** There are other modes of obtaining food other than farmers markets, gardens and grocery stores. These alternate modes should be considered to determine how they are addressed and how they are compatible with surrounding properties. Modes include uses such as food carts and market gardens.

GOAL

The built environment shall provide for a variety of food options accessible to residents.

Policies

1. Community gardens should have the opportunity to locate as accessory to appropriate private properties.
2. Support farmers' markets, fresh food stands and community gardens to supplement the availability of healthy food in the City.
3. Ensure grocery stores are a permitted use in commercial areas throughout the city.
4. Examine other modes of providing access to food options in a manner compatible with surrounding properties.
5. Support interim local agricultural practices on vacant land as appropriate.

Action Measures

1. Update the Development Code to provide a mechanism for reviewing community gardens as accessory uses subject to appropriate standards for year-round care on appropriate properties such as at religious institutions, hospitals, multi-family complexes, civic uses, retirement centers, and schools.
2. Remove barriers to allow interim use of vacant land for community gardens when compatible with surrounding properties.
3. Consider how alternate modes of providing food options are addressed in the Development Code.
4. Consider assistance mechanisms to attract grocery stores and other healthy food retail outlets to areas where there are none in a walkable distance as measured from where people live, or reasonably available through transit services.

(Added by Ordinance 1714; effective 4/5/12)

10.416 COMMUNITY HEALTH AND THE BUILT ENVIRONMENT

Introduction

In 2011, the City established a Council Work Plan project to see how well policies for the built environment address community health by supporting access to food options and opportunities for regular physical activity. This is part of a countywide effort entitled Communities Putting Prevention to Work (CPPW) and is a program funded through the Centers for Disease Control and Prevention (CDC). The program seeks to reduce chronic disease related to obesity. The CDC describes the CPPW program:

By advancing approaches in policy, systems, and environmental change, Communities Putting Prevention to Work communities will work to reduce risk factors, prevent/delay chronic disease, promote wellness in children and adults, and provide positive, sustainable health change in communities. Through policies enacted and programs implemented, the Communities Putting Prevention to Work program expects to have a proven public health impact in the long term and a high return on investment in terms of improved community health status and health outcomes.

In order to understand what policies address community health, best practices were identified for land use, food access, transportation, parks, schools, and equity. Current goals and policies were then compared with these best practices to provide insight into how the City can build upon the many good policies in place while filling in gaps and strengthening the policy link between the built environment and community health.

Background

Community health may be influenced by a variety of factors including access to health services, recreation opportunities, parks, economic opportunities, mixed-use neighborhoods, safety, public spaces, healthy foods, and transportation options. Typically, the greater the access to these attributes, the better the quality of the community and the health of its people. Land use, transportation, and infrastructure decisions influence community health by affecting the opportunities for routine physical activity and access to services. Specific built environment elements, such as sidewalks, bike lanes, parks, and access to food options have the ability to provide the opportunity for a healthy and active lifestyle, thus improving overall public health.

The community health impacts of the built environment may be different for various segments of the population. Youth and elderly populations may have greater need for walking, biking, and transit access to different services since they may not, or cannot drive. People without a driver's license may be more dependent on public transit, walking, and biking to accommodate their routine trips. Disabled populations may have different experiences using elements in the built environment. All these populations may have more difficulties in accessing parks, schools, employment locations, and shopping destinations due to mobility limitations.

Public safety is an element of community health. It is more than law enforcement and preventing crime. It includes efforts to build safer communities and ensure community gathering places are safe for all users. Crime Prevention Through Environmental Design (CPTED) is an approach to the built environment that seeks to increase safety through design elements. Natural access control, natural surveillance, and territorial reinforcement are the three overlapping strategies of CPTED.

- Natural access control seeks to ensure entrances are well defined, visible, well lit and observable by nearby windows.
- Natural surveillance seeks to design areas where people and activities can be readily observed, considering attributes such as window placement onto common areas and landscaping.

- Territorial reinforcement seeks to develop places where users feel a strong sense of ownership.

Together, they provide greater opportunities for observations on public and semi-public areas and greater distinctions between public and private areas. The result of this approach is to build safety elements into the built environment, focusing on infrastructure such as sidewalks, bikeways, roads, and parks. The City can affect the health of all residents by promoting community design and healthy environments that are conducive to physical activity and safety.

Issues

- **Community Design standards should embrace Crime Prevention Through Environmental Design.** The way the built environment is designed has an impact on safety. Design Standards can be crafted to weave best practices for crime prevention into the built environment. Best practices address natural surveillance, territorial reinforcement, and natural access control.
- **Many of the Gresham Community Development Plan goals and policies have benefits for community health, but the Plan is silent on this influence.** The Plan includes numerous goals addressing mixed-use development, interconnected transportation systems, equitable distribution of community resources, and parks planning. These community attributes have health benefits that are not accounted for.

GOAL

The City shall promote community health through the built environment for all segments of the population by fostering a built environment that is conducive to physical activity and to access to healthy food options.

Policies

1. Encourage the planning and revitalization of communities to achieve improvements in community health by providing opportunities for safe, daily physical activity that includes walkable neighborhoods, access to recreation and open space, healthy foods, and public transit.
2. Strive to enhance the safety and health of residents when making planning and policy decisions.
3. Encourage building and site designs that foster a sense of safety.
4. Promote community health by establishing pedestrian and bicycle connections between neighborhoods, centers, corridors, and transportation facilities.
5. Consider the needs of different populations including youth, elderly, and disabled populations when assessing the design and location of transit, housing, parks, and other city facilities.

Action Measures

1. Review all community design standards to ensure they address Crime Prevention Through Environmental Design principles.
2. Prioritize transportation connectivity for bicycling and pedestrian movement, especially around destinations like schools, parks, local retail areas and transit.

(Added by Ordinance 1714; effective 4/5/12)