

I. BACKGROUND INFORMATION

A. DESCRIPTION OF PROPOSAL AND HISTORY

The Applicant is redeveloping the car wash business at Existing Car Wash Lots under approved permits LU16-26000150 and BP17-00000607 and desires to expand the development eastbound on the adjacent property located at 18204 NE Glisan Street (in the south-east quadrant of the NE Glisan Street and NE 181st Avenue intersection) in order to include additional necessary facilities for business operations. The Existing 2 Car Wash Lots are zoned Community Commercial (CC) which allows a vehicle-oriented business like the car wash.

However, the current zoning of the subject site is Transition Residential (TR) which does not allow vehicle-oriented businesses.

The proposal would change the 0.22 acres subject parcel from the current land use designation of Transition Residential (TR) to Corridor Community Commercial (CC) to allow for the expansion of the existing car wash business.

This (Corridor) Community Commercial designation is applied to larger nodes of primarily commercial development clustered around the intersections of major and/or standard arterial streets. This district services the surrounding community with a larger trade area than the Moderate Commercial district. The CC district will accommodate a wide range of community-scale commercial uses, including retail services and offices. This district also permits housing as a secondary use, with multifamily being developed in conjunction with commercial construction.

The project includes a request for a conditioned Plan Map Amendment (PMA) to change the land use district from Transition Residential (TR) to Corridor Community Commercial (CC) for the subject property.

Contingent upon the approval of the Conditioned Map Amendment, the applicant will be allowed to apply for and seek approval of a Design Review for the construction of the proposed necessary facilities for the business as presented on the submitted site-plan. These facilities include 11 cleaning/vacuum bays.

B. EXECUTIVE SUMMARY

The proposed Community Commercial (CC) designation meets all four of the City's criteria for a Conditioned Plan Map amendment. This proposed change to the Plan Map is warranted because the subject property is better positioned to achieve the vision and intent of the code pertaining to the Community Commercial node, which is presently underdeveloped in the south-east quadrant of the NE Glisan Street and NE 181st Avenue intersection. In addition, the existing residential development along Glisan is an old development (early 1950's) that it is antithetical with the requirements of a modern-successful residential development (with single family homes fronting an arterial street with high volume of traffic. Almost 75 years after

they were built (in a different, much smaller city, with much lesser traffic) nobody would build those single-family homes adjacent to an arterial street, anywhere in the city. The rezone will aid in the “renewal” of that quadrant to a much more appropriate use for the times. In short, because of access, street classification and more recently established commercial uses, the area (and the site), is better suited for commercial development, thus supporting the commercial policies of the Community Development Plan.

The properties surrounding the site to the east have designations that allow single family and multi-family residential development as well as commercial development similar to those allowed under the MC district. The City’s residential and commercial land use policies would be promoted because the proposed change in designation supports an existing adjacent commercial use (the car wash) while making use of an otherwise underutilized residential property and capitalizing on existing improvements. Public facilities have sufficient capacity to serve the commercial use and will only require standard extensions to serve the development.

The following factors lead staff to recommend redesignating the 0.22-acre property from Transition Residential (TR) to Community Commercial (CC):

1. The applicant’s narrative and staff findings demonstrate compliance with the relevant City’s Community Development Plan Policies, City’s Comprehensive Plan Policies, and Metro Urban Growth Management Functional Plan Titles.
2. The proposed PMA will have at worst, no more than nominal implications on effecting and impacting the current conditions (pre Plan Map Amendment).
3. The applicant’s narrative and staff findings document that the proposed zone change will not result in an outstanding scenario that exceeds transportation, water, sanitary sewer, and stormwater infrastructure capacity.
4. The zone change is limited to 0.22 acres residential land.
5. The site is immediately adjacent to existing CC designated lands along its western and northern borders, where properties are predominately designated for commercial and multifamily land uses.

II. APPLICABLE COMMUNITY DEVELOPMENT CODE PROCEDURES

Section 11.0101	Development Permit Application
Section 11.0204	Type III Procedures
Section 11.0213-0214	Referral and Review of Development Permit
Section 12.0000	Community Development Plan Map Amendments

III. APPLICABLE COMMUNITY DEVELOPMENT (COMPREHENSIVE PLAN) PLAN POLICIES

Section 10.014	Land Use Planning
Section 10.312	Commercial Land Use
Section 10.320	Transportation Systems
Section 10.330	Public Facilities and Services
Section 10.331	Water Service
Section 10.332	Wastewater System
Section 10.333	Stormwater Drainage Management
Section 10.335	Fire and Police Protection
Section 10.414	Economic Development
Section 10.600	Residential Land Use and Housing

IV. METRO URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

Title 1	Land Use Planning
Title 6	Commercial Land Use
Title 7	Transportation Systems
Title 8	Transportation Systems

IV. FINDINGS

The proposed Conditioned Plan Map Amendment is consistent with all applicable criteria and policies of the Gresham Community Development Code (zoning regulations) and the Community Development Plan (Comprehensive Plan) as indicated in the following findings. The findings also document compliance with Oregon Statewide Planning Goals and Metro regional Urban Growth Management Functional Plan (UGMFP) regulations.

A. COMMUNITY DEVELOPMENT CODE PROCEDURES

Section 11.0101 - Development Permit Application. Staff has reviewed this application and finds that it includes the information needed to fully address the Conditioned Plan Map Amendment criteria.

Section 11.0204 - Type III Procedures. This proposal will be considered by both the Planning Commission and the City Council at public hearings in accordance with provisions of this section. The City Council will act on a recommendation from Planning Commission and Design Commission.

Section 11.0500 - Referral and Review of Development Permit Application. This application has been routed to affected city, county, regional, and state agencies for review and comment. The application was submitted on March 10, 2022. On October 18, 2022, the applicant requested a 245-day extension to the 120-day decision period to expire on June 20, 2023.

12.0001(B)(1) and (2) - Conditioned Community Development Plan Map Amendments. A Conditioned Plan Map Amendment links the map amendment to a specific development proposal. The decision of the Planning Commission on a Type III Conditioned Plan Map Amendment shall be in the form of a recommendation to the City Council. The City Council shall hold a public hearing and make a final decision.

Staff Finding: This standard is met.

Section 12.0001(B): A Plan Amendment with some details regarding a specific future land use. Per applicant Narrative, a conceptual Site Plan is provided with this application which shows anticipated structures parking and landscaping areas. The Expansion Lot will be developed with 11 vehicle vacuum stations and parking spaces for vacuum use, which will be limited to use by patrons of the car wash. A sound barrier will be constructed to shield the use from residential properties to the south and east. The remainder of the Expansion Lot will be landscaped. No other structures are proposed.

Section 12.0001(B)(4) – Conditioned Community Development Plan Map Amendments.

The applicant must demonstrate compliance with the following criteria:

Criteria (a): *The proposed designation is consistent with the applicable policies and implementation strategies of the City’s Community Development Plan. The applicant must demonstrate that the proposed designation complies with the appropriate locational criteria identified in the Community Development Plan.*

Applicant Response: This district designation is applied to larger nodes of primarily commercial development clustered around the intersections of major and/or standard arterial streets. This district services the surrounding community with a larger trade area than the Moderate Commercial district but still has building size limitations for compatibility with the adjacent residential properties. The CC district will accommodate a wide range of community-scale commercial uses, including retail, services, and offices. This district also permits housing as a secondary use, with attached dwellings being developed in conjunction with commercial construction. New buildings will be pedestrian-oriented, with parking placed behind or beside buildings. Design Standards in Section 7.0100 for new construction and remodels which meet the thresholds described in Section 7.0003 will help to ensure that new buildings become attractive additions to existing and developing neighborhoods.

The Expansion Lot is located adjacent to other sites (including the existing Car Wash) in an existing commercial node along NE Glisan street (a standard arterial). Through design elements discussed in this Application, the Proposal will provide a buffer between more intense commercial uses and adjacent residential uses.

Staff Finding: Compliance with the relevant sections of the GDC/Comprehensive Plan are addressed here.

Consistency with the relevant Community Development Plan goals, policies, and implementation strategies is addressed in Section (IV)(B) of this staff report. Both will summarize the applicant's response and provide staff findings with regards to how the plan map amendment complies with Community Development Plan policies.

Conclusion: Based on the applicant's submittal staff finds the proposal is consistent with the applicable policies of the City's Community Development Plan, and therefore is consistent with this criterion for Plan Map amendments.

Criteria (b): *The proposed designation will not negatively impact existing or planned public facilities and services.*

Applicant Response: The Existing Car Wash Lots are approved for development with the car wash facility. The Proposal will allow expansion of the car wash onto the Expansion Lot but will not increase the needs for public services for the car wash use. The Expansion Lot will be developed with vacuum infrastructure for exclusive use by car wash patrons and the development will include signage and wayfinding limiting use of the facilities. Car wash establishments typically include vacuum facilities and therefore the Applicant does not expect any additional traffic or business will be generated by providing the facilities on the Expansion Lot. The Expansion Lot is served by (electricity, water, sewer) that served the original building onsite, and the nature of the vacuum facility use does not require upgrades to existing infrastructure. The approved car wash development provides adequate parking for the car wash use, but the vacuum facilities will include parking stalls for use by patrons while operating the vacuums. Since the number of customers and employees for the overall car wash business is expected to remain the same with or without the vacuum facilities, no additional parking needs are anticipated.

Staff Finding: Compliance with the relevant sections of the GDC/Comprehensive Plan are addressed here.

Consistency with the relevant Community Development Plan goals, policies, and implementation strategies is addressed in Section (IV)(B) of this staff report. Both will summarize the applicant's response and provide staff findings with regards to how the plan map amendment complies with Community Development Plan policies.

Conclusion: Based on the applicant's submittal, staff finds the proposal is consistent with the applicable policies of the City's Community Development Plan, and therefore is consistent with this criterion for Plan Map amendments.

Criteria (c): In addition, the proponent shall demonstrate compliance with one of the following criteria:

- (i) A mistake was made in the current designation. The applicant must identify a specific error made during the adoption process of the Community Development Plan that, if it had been brought to the attention of the council, would have influenced the council's decision of the appropriate designation or,
- (ii) The site is suitable for the proposed designation and there is a lack of appropriately designated alternative sites within the vicinity. The size of the vicinity will be determined on a case-by-case basis since the impacts of a proposed land use designation and its potential use vary. The factors in determining suitability are parcel size and location.

Applicant Response: *The Proposal complies under criterion ii.* The Proposal will expand an existing car wash business already approved for development on the site. The existing approved car wash development is not large enough to accommodate the additional vacuum facilities. The vacuum facilities are for exclusive use by car wash patrons and these facilities need to be located adjacent to the car wash to be practicable. The car wash business will then function as a single site, and the vacuum facilities need to be located adjacent to the remaining development to allow this functionality. Even if it were feasible to extend the Car Wash across a right of way or split the business into two sites (which it is not), there is no other undeveloped land zoned CC within the Glisan and 181st commercial node in the vicinity of the car wash. Land zoned CMF and TLDR also exist in the vicinity (including some parcels that appear to be vacant), but auto-dependent uses are prohibited in both zones. Limiting the evaluation to properties within the commercial node is reasonable since it would not be practicable for an accessory portion of the business to operate in a different commercial area from the main use.

The Expansion Site is suitable for the vacuum facilities because it is adjacent to the existing approved car wash development and adequate noise control infrastructure and buffering can be developed to ensure adjacent residential uses are not impacted. The existing car wash approval requires a sound wall which is proposed to be shifted to the east to form a protective sound barrier with the residential uses east and south of the site. This barrier will demonstrate compliance with the City's noise requirements during site development review.

Staff Finding: Compliance with the relevant sections of the GDC/Comprehensive Plan are addressed here.

Consistency with the relevant Community Development Plan goals, policies, and implementation strategies is addressed in Section (IV)(B) of this staff report. Both

will summarize the applicant's response and provides staff findings with regards to how the plan map amendment complies with Community Development Plan policies.

Conclusion: Based on these findings, the proposed CC designation is not expected to have negative impacts on existing or planned public facilities and services.

Based on the applicant's submittal, staff finds the proposal is consistent with the applicable policies of the City's Community Development Plan, and therefore is consistent with this criterion for Plan Map amendments.

Criteria (d): The proposed designation is consistent with the Metro Urban Growth Management Functional Plan (UGMFP).

Applicant Response: The Proposal is consistent with the following relevant Metro Urban Growth Management Function Plan sections. The Proposal does not alter or otherwise impact the City's urban growth boundary.

Staff Finding: Section (IV)(B) of this staff report summarizes the applicant's response and provides staff findings based on the applicant's submittal with regards to consistency with the Metro Urban Growth Management Functional Plan (UGMFP).

Conclusion: Criteria (a), (b), (c),(i), and (d) have been addressed by the applicant. Based on the applicant's submittal staff finds the proposal is consistent with the applicable policies of the City's Community Development Plan, and therefore is consistent with this criterion for Plan Map amendments.

B. COMMUNITY DEVELOPMENT (COMPREHENSIVE PLAN) PLAN POLICIES

The following are Community Development Plan Volume 2 (Comprehensive Plan) policies, which relate directly to this proposal. The policies are paraphrased for reference and are not written verbatim. The Volume 2 policies not referenced here were omitted because they were determined to clearly not apply directly to the proposal. Policies whose applicability is marginal are mentioned with reasoning for why they are not applicable. Staff has reviewed the narrative provided by the applicant and has made an evaluation of the proposal's compliance with applicable Comprehensive Plan Policies as follows:

Section 10.014 - Land Use Planning:

Policy XV: Regarding burden of proof for applicant-initiated zone amendments.

Findings: The applicant submitted a narrative, public needs analysis, traffic impact study, and infrastructure capacity analysis describing the proposal's consistency with the Development Code and Comprehensive Plan.

Policy XVI: Regarding six criteria for approving proposed plan map amendments.

Findings: The proposal complies with each of these additional criteria as demonstrated by the applicant’s findings and supplemented by this staff report. Documentation of sufficient infrastructure capacity has been provided and demonstrates no negative impact to existing or planned public facilities. The change in zoning will not increase established-expected peak hour traffic volumes.

There is additional demand for commercial land within the commercial node and satisfying this demand will promote economic growth and advance community quality of life and fiscal stability. The proposal will allow for expansion of an existing, successful business within this commercial node.

The proposed CC zoning will be compatible with existing use of adjacent and surrounding properties to the west and north. This advances the City’s economic development objectives and will expand the commercial entity of this established (slightly underdeveloped south-east corner of this commercial node. In addition, it will ensure that the district designation of the Property remains consistent with the use under the City’s land use regulations.

Policy XXIV: Regarding protection of commercial lands.

Findings: The proposal will negligibly increase the total acreage of commercial land in the City by 0.22 acres.

Conclusion: Based on these findings, and those of the applicant’s analysis and other application narratives (and as supported in this staff report), it is established that the site is suitable for the CC designation due to its size and location.

Section 10.312 - Commercial Land Use

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

Findings: The Expansion Lot is located in Central Rockwood and lies at the intersection of a Major Arterial (181st Avenue north) and a Standard Arterial (NE Glisan). See City of Gresham’s Transportation System Plan 2035 (May 2020). The proposed Conditioned Map Plan Amendment will change the designation from TR to CC. The CC designation is applied to “larger nodes of primarily commercial development clustered around the intersections of major and/or standard arterial streets” to “accommodate a wide range of community-scale commercial uses,

including retail, services, and offices.” GDC 4.0414. The CC designation is the most appropriate designation for the Expansion Lot because the Expansion Lot will expand the existing car wash, which is located at an intersection on a major and standard arterial street and will provide a community-scale commercial service.

Staff finds the proposed change in land use designation from a residential-use designation to a commercial-use is consistent with the policies of designating land for the development of regional, community and neighborhood scale centers and amending the land use map to re-designate more serviceable land for commercial development.

The Expansion Lot will add vacuum facilities to the car wash. Its location along an arterial and within a commercial node makes the Expansion Lot a good candidate for commercial development to serve the area.

Approving the Proposal will allow additional commercial use within the commercial node where there are not currently undeveloped sites that would permit an auto-oriented development.

Based upon these findings, the proposal is in conformance with the Land Use Policies of the City of Gresham Comprehensive Plan.

The Proposal is consistent with the Comprehensive Plan implementation strategy for commercial land use and the Central Rockwood Plan because a car wash is the type of commercial use supportive of the commercial needs of nearby neighborhoods and transit.

Based upon these findings, the proposal is in conformance with the Commercial Land Use Policy of the City of Gresham Comprehensive Plan.

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

Findings: The proposed conditioned ECO car wash commercial-use project offers the expansion of an existing car wash facility with a necessary-complementary use (vacuum facilities) necessary for a full-service to the car wash. Absence of such complementary use would result in increased traffic, as the patrons would have to travel to a different location to take advantage of the vacuum facilities. The location along an arterial and within a commercial node makes the Expansion Lot a logical, natural fit for the expansion of the commercial development to serve the area.

The Proposal is consistent with the Comprehensive Plan implementation strategy for commercial land use and the Central Rockwood Plan because a car wash is the type of commercial use supportive of the commercial needs of nearby neighborhoods and transit.

The Expansion Lot is within the Central Rockwood area and, as shown in the application, it is appropriate to change the designation from TR to CC to allow more intense commercial development within this commercial node.

Based upon these findings, the proposal is in conformance with this Commercial Land Use Policy of the City of Gresham Comprehensive Plan.

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

Findings: The proposed change of land use from a residential-use to a commercial-use will benefit an existing deficient supply of lands available for commercial development as outlined in the Public Needs Analysis supported with documentation from the Metro UGMFP.

The 181st/Glisan corridor surrounding the Site is already developed or proposed for development with commercial uses. This commercial node transitions to transition residential and later residential zoned land to the east and west. There is additional demand for commercial land within the commercial node and satisfying this demand will promote economic growth and advance community quality of life and fiscal stability. The Proposal will allow for expansion of an existing, successful business within this commercial node.

In addition, by definition, the Community Commercial designation is applied to larger nodes of primarily commercial development clustered around the intersections of major and/or standard arterial streets. It is obvious, by looking at a zoning map, that the south-east corner of this major intersection (where the proposed change in zoning is requested) is the least commercially developed (underdeveloped). A progressive, incremental rezone to appropriate commercial uses (as in the case of the proposed existing car wash expansion), will help in creating a more robust, successful commercial node.

Conclusion: Based upon these findings, the proposal is in conformance with this Commercial Land Use Policy of the City of Gresham Comprehensive Plan.

Section 10.320 - Transportation System

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

Findings: The Proposal is consistent with the City's street plan. At the time of development, the Applicant will comply with all transportation related development requirements.

The Proposal does not alter the City's street system and is not expected to add trips to the transportation system. At the time of development, the Applicant will comply with transportation related requirements, including, if required, dedicating and improving street frontage.

The change in land use designation will not create a significant change in the transportation system of the immediate area or of the city. Development Engineering, and the City's Transportation Planner have noted that they have no concern regarding this change in designation.

The Proposal is not expected to add additional trips beyond those already captured by the car wash development because use of the vacuum facilities will be limited to car wash patrons. Therefore, the Proposal complies with Gresham's transportation system goals to ensure a safe travel experience with appropriate access and mobility in alignment with regional plans.

Conclusion: Based upon these findings, the proposal has been found to be in compliance with the Transportation Policies.

Section 10.330 - Public Facilities and Services

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

The existing capacity of public facilities is sufficient to serve the proposed use and the land uses allowed in the CC district will not negatively impact existing or planned public facilities or services.

As demonstrated in the Application, adequate facilities and services exist or can be provided to accommodate the eventual development of the Site. Applicant will work with City of Gresham staff to ensure appropriate public facilities extend to the site in compliance with all applicable code requirements.

Development Engineering has no concerns or comments about this development at this time.

Section 10.331 - Water Service

It is the policy of the City to provide municipal water service to all users within the corporate limits of Gresham.

Findings:The intended use of the Property is an expansion of vacuuming facilities for the existing car wash and, therefore, no new water service needs are expected. The change in land use designation will not create a change in the City's water

service capacity. Development Engineering has no concerns or comments about this development at this time.

Section 10.332 - Wastewater System

It is the policy of the City to provide municipal sanitary sewer service to all users within the Gresham sanitary sewer drainage basin.

Findings:City Records show an existing 8-inch diameter PVC sanitary sewer main along the site frontage on NE Glisan Street and an existing 6-inch concrete lateral with Siamese connections serving 18204 NE Glisan and 18220 NE Glisan with 4-inch sub-lateral connections. The Applicant has consulted with the Gresham Development Engineering Department and understands that Siamese connections are no longer allowed under Gresham code, that the sublateral must be abandoned at the wye, and that if the site requires a point of discharge a new lateral will need to be installed from the main.

The change in land use designation will not create a significant change in the City's sanitary sewer capacity. Development Engineering has no concerns or comments about this development at this time.

Section 10.333 - Stormwater Drainage Management

It is the City's policy to establish a drainage management system, which controls the amount and rate of surface water runoff; protects property from runoff related damage; and controls pollution of receiving streams.

Findings:The Applicant will comply with all applicable federal, state, and local environmental and stormwater management regulations. The existing stormwater facility will be expanded, and the Applicant will obtain all necessary permits from local, state, and federal agencies as applicable.

The applicant has consulted with the City of Gresham Development Engineering Department and will submit a preliminary drainage report during development review. A final storm report and construction plans for private water quality treatment and detention will be submitted at the time of building permit submittal.

The change in land use designation will not create a significant change in the City's stormwater/drainage capacity, per Development Engineering's findings below.

Section 10.335 - Fire and Police Protection

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

Findings: Applicant has consulted with the City of Gresham Development Engineering Department and will submit a preliminary drainage report during development review. A final storm report and construction plans for private water quality treatment and detention will be submitted at the time of building permit submittal.

Development Engineering has no concerns or comments about this development at this time. This proposal will not have a negative effect on the noted public facilities.

The Public Safety Official (Fire Marshal) has expressed no concerns regarding this PMA proposal.

Conclusion: Based upon these findings, this proposal has been found to be in compliance with the Public Facilities policies of the City of Gresham Comprehensive Plan.

Section 10.414 - Economic Development

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.

Findings: The proposal will not change the City's development procedures or economic development efforts but will expand an existing business within a commercial node, which supports the City's economic development goals.

Conclusion: Based upon these findings, the proposal has been found to be in compliance with the Economic Development policies of the Comprehensive Plan.

Section 10.311 & 10.600 – Residential Land Use and Housing

Housing Opportunities Policies

Policy I Provide a full range of housing types and sizes that reflect the needs of Gresham's citizens through all life stages and circumstances.

Finding: While the proposed CC district allows for multifamily housing associated with a mixed-use commercial development the proposed Conditioned Plan Map Amendment is for the specific development of a commercial use only futsal facility. Therefore, the proposal will not change housing availability.

Conclusion: Based upon these findings, the proposal has been found to be in compliance with the Housing Opportunities Policies of the Comprehensive Plan.

C. METRO URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

Metro Title 1 (Housing Capacity)

The applicant's conclusion with respect to Title 1, which requires the City of Gresham to maintain or increase its housing capacity, is that the proposal to

rezone 0.22 acres from residential to commercial will have a negligible impact on the City's effective housing capacity.

The Functional Plan defines "zoned capacity" as: "the highest number of dwelling units or jobs that are allowed to be contained in an area by zoning and other city or county jurisdiction regulations." The Proposal does not change the overall zoned capacity for the City at large under the City's zoning code but will change the zoning for the Expansion lot. Technically, the change from TR to CC zoning would increase the Expansion Lot's zoned capacity since the CC zone allows more dwelling units per acre than the TR zone, but because the Proposal is a conditioned plan map amendment, the Proposal will limit development of the Expansion Lot to a specific commercial use. This change will have a negligible impact on the City's capacity for housing. The City's recently completed Housing Needs Analysis shows that in the Medium Density zones (which is the classification for the TR zone) there is a surplus capacity for 1,941 dwelling units. The Expansion Lot is currently developed with a single dwelling unit and is considered "developed" on the City's buildable lands analysis. The Proposal will remove one dwelling unit from the City's supply but due to the City's current surplus of capacity in the Medium Density zones, this will not impact the City's ability to fulfill its housing needs.

Metro Title 6: Centers, Corridors, Station Communities and Main Streets

The Regional Framework Plan identifies Centers, Corridors, Main Streets and Station Communities throughout the region and recognizes them as the principal centers of urban life in the region. Title 6 calls for actions and investments by cities and counties, complemented by regional investments, to enhance this role. A regional investment is an investment in a new high-capacity transit line or designated a regional investment in a grant or funding program administered by Metro or subject to Metro's approval.

The Site is on the edge of a Town Center – the Rockwood area - and will enhance operations of an existing business within this commercial node area surrounded by residential uses. The Proposal will not be seeking a regional investment but is consistent with increased commercial activity within this commercial node area.

The Rockwood town center area has approximately 23 persons per acre as of Metro's 2017 measurement and has increased since the prior measurement in 2010. The expansion of the car wash business is not expected to significantly change the person- per- acre within the town center. Expansion is expected to result in an extension of City facilities such as sidewalks as part of future design review.

The Rockwood town center provides a variety of amenities, including grocery and restaurants and provides transit access. The Proposal will allow expanded facilities for the existing car wash business which serves residents of the town center, and due to its location near the edge of the center, also serves the surrounding area.

The Proposal will allow redevelopment 8 110939094.2 0068002-00001 of the Expansion Lot and, as part of the design review process, will extend City infrastructure, such as sidewalks. The Proposal will not eliminate any of the recommended uses from within the town center.

In conclusion: The Proposal will eliminate one single family home but, as discussed above, the City's housing needs analysis demonstrates that there is a surplus of land capacity for housing. The proposal is not expected to significantly impact the mix of housing types within the Rockwood town center or in the City as a whole.

Metro Title 7: Housing Choice

Title 7 requires that the City adopt voluntary affordable housing production goals that will guide measuring progress toward increasing housing choices and meeting affordable housing needs. A target of 556 affordable units is set for City of Gresham. The proposal has a negligible impact on effective housing capacity. The City continues to comply with its Title 7 objectives through its affordable housing and urban renewal programs. This work includes partnering with Metro and private developers to provide a proportion of affordable housing units together with market rate housing.

The title is a voluntary goal and not required to be met for this application. The 2018 UGR finds that the City is compliant with this title based on its general planning activities to draft and carry out affordable housing goals and regulations. The 2019 UGFMP Compliance report found Gresham continues to comply with this Title.

In conclusion: The Proposal does not impact the City's adoption of these Affordable Housing Production goals.

Title 8 (Compliance Procedures)

Title 8 of the Metro UGMFP provides that at least 35 days prior to the first evidentiary hearing on an amendment to the comprehensive plan or land use regulation that a copy of the proposal be submitted to Metro for review. A notice of the proposal was submitted to Metro on July 24, 2023 which is 36 days prior to the August 28, 2023 Planning Commission hearing. Metro staff will be provided this staff report one week in advance of the hearing.

Conclusion:

The proposal is consistent with Titles 1, 6, and 7 of the Metro UGMFP as demonstrated in the narratives and the supporting reports. There is no substantial negative impact on employment generation; housing capacity will not be impacted, and proper notice has been given.

D. STATE PLANNING GOALS

The following are State Planning Goals which relate directly to this proposal. Staff has reviewed the narrative provided by the applicant and has made an evaluation of the proposal based on applicable State Planning Goals as follows:

Goal 2 - Land Use Planning

This goal provides for a land use plan and implementation measures to be revised when public needs and desires change and when development occurs at a different rate than contemplated by the plan and requires at least 30 days notice of a public hearing on the proposed change. As discussed in this report the applicant's Public Needs Analysis references the Metro UGM and independent studies that indicate a reduced demand for lack of available vacant commercial lands both factors that support the proposed Conditioned Plan Map Amendment to change the designated land use from TR to CC. This process included DLCD public notice of the proposal at least 30 days in advance of the public hearings.

Goal 9 - Economic Development

Staff concurs with the applicant's finding that the proposal is consistent with Goal 9 by improving the marketability of a historically underutilized residential site which is currently vacant. With the approval of this Conditioned Plan Map Amendment change to a CC land use designation that will allow for the commercial use of a car wash facility which would otherwise not be allowed under the current TR designation.

Goal 10 - Housing

Staff concurs with the applicant's finding that the proposal will have a negligible impact on the City's housing because the current TR land use designation allows for housing uses and the proposed CC designation also allows multifamily housing as part of a mixed-use commercial development.

Goal 11 - Public Facilities and Services

Staff concurs with the applicant's findings that the existing utilities and public facilities are adequate for the development proposed as a component of the Conditioned Plan Map Amendment.

Goal 12 - Transportation

The applicant's traffic study demonstrates that under worst case development scenarios, the proposed zone change of the property from TR to Community Commercial is expected to increase the number of trips by two during the evening peak hour. This increase is minimal and not expected to impact the surrounding transportation system in the year 2040 planning horizon. Accordingly, Oregon's Transportation Planning Rule is satisfied.

V. OTHER DEPARTMENTS COMMENTS

DEVELOPMENT ENGINEERING COMMENTS

FROM: Al Hagg, Development Engineering Specialist

The project area is located at 18204 NE GLISAN ST in the Transition Residential (TR) land use zone. The applicant proposes a plan map amendment to change the zone to Community Commercial (CC). After the zone change the applicant proposes to expand operations of the Eco Carwash business (adjacent to this property) into the site. These future improvements would include parking areas, vehicle vacuum stations and landscape areas.

The following comments are from Development Engineering and refer to the plans submitted by Koble Creative Architecture LLC received 03/10/2022.

A5.000: GENERAL

Design and construction of all public facility improvements shall be in conformance with all applicable regulatory documents, including but not limited to, the [Gresham Community Development Code \(GCDC\)](#), [Gresham Public Works Standards \(PWS\)](#), [Gresham Revised Code \(GRC\)](#) and [Stormwater Management Manual \(SWMM\)](#).

A5.100-300: PUBLIC UTILITIES: SEWER, SURFACE WATER, WATER FACILITIES

This plan map amendment does not propose any new construction and there are no affected public facilities for the proposed use. Development engineering has no other applicable comments at this time.

DOCUMENTS & CODES:

Compliance with City Codes and manuals is required. The following documents are most utilized when a submittal that includes improvement of public facilities:

- [Gresham Community Development Code \(GCDC\)](#)
- [Gresham Revised Code \(GRC\)](#)
- [Gresham Public Works Standards \(PWS\)](#)
- [Stormwater Management Manual](#)

The documents required for public facilities construction plan submittal can be found on the Public Facilities Project tab at <https://greshamoregon.gov/Building-and-Permits/>.

CONCLUSION:

Findings submitted under each proceeding code section are generally consistent with the Community Development Code and the Public Works Standards. The following recommended conditions of approval will ensure that the Community Development Code and the Public Works Standards are met and adequate public facilities to serve this development are constructed.

RECOMMENDED CONDITIONS OF APPROVAL:

Development Engineering has no conditions of approval.

CITY TRANSPORTATION PLANNING COMMENTS

FROM: Jay Higgins, Development Transportation Planner

RECOMMENDED CONDITIONS OF APPROVAL:

The Transportation Planning Department has no comments, and no conditions of approval.

FIRE DEPARTMENT COMMENTS (Contact Mike Rider), Deputy Fire Marshall 1)

Future development of this site to comply with all applicable codes and standards.

OREGON DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT

No comments have been received as of the date of this report.

OREGON DEPARTMENT OF TRANSPORTATION COMMENTS

No comments have been received as of the date of this report.

VI. CONCLUSION

The proposed Conditioned Plan Map amendment is consistent with applicable criteria and policies of the Community Development Plan, as indicated by findings contained in Section IV of this report.

VII. RECOMMENDATION

Staff recommends that the Planning Commission recommend to the City Council the approval of this Type III Conditioned Plan Map Amendment PMA-22-148 changing the designation of the 0.22 acres of the Tax Lot 1N3E032CB - 00200 from Transition Residential (TR) to Corridor Community Commercial (CC)

End of Staff Report