

To: Chair Cook and Design Commissioners  
From: Mary Phillips, Senior City Planner  
Memo Date: January 31, 2018  
Meeting Date: February 7, 2018  
Subject: Civic Neighborhood Vision and Design District Update – Discussion Draft Code  
Attachments: 1. Draft Council Bill  
2. Draft Community Plan Map Updates  
3. Draft Section 4.1200 Civic Neighborhood Plan District Design Manual

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This work session's purpose is to review the discussion draft of the proposed code updates for the Civic Neighborhood Vision and Design District Update project.

### **PROJECT DESCRIPTION**

The Civic Neighborhood Vision and Design District Update (VADDU) project provides a new vision for the Civic Neighborhood, as well as updated development policies and new design guidelines and standards to implement that vision. Updated policies strive to balance the needs for clarity, flexibility, quality design, and financial feasibility. The project covers the area roughly bounded by NW Burnside Road, NW Eastman Parkway, NW Division Street, and NW Wallula Avenue (SE 212th Avenue).

### **BACKGROUND**

The Civic Neighborhood VADDU project began as part of the 2016 Council Work Plan (Urban Redevelopment – Civic) and has continued into 2018. In 1995, the City of Gresham approved the Gresham Civic Neighborhood Plan and a Plan District for the 130-acre area that was intended to “demonstrate that development of mixed uses at relatively high densities is not only feasible in Gresham, but can offer advantages not found in conventional suburban development.” Currently, the Civic Neighborhood Design District is the city's only center without its own design guidelines and standards. The VADDU project provides an opportunity to update the 22-year-old plan for the Civic Neighborhood and ensure development rules and processes support the current vision for the area and encourage desired and well-designed development.

The draft Code amendments are based on the project’s updated neighborhood vision (below) and the Policy Framework Plan, which were developed based on public feedback on the desired future for the neighborhood, as well as work sessions with the Planning Commission and Design Commission. The updated Civic Neighborhood Vision is:

*“Gresham’s Civic Neighborhood is a distinctively urban mixture of uses and people. Inviting, tree-lined streets lead past lively storefronts and high-quality buildings with convenient places to live, work, and shop. The neighborhood’s parks and plazas provide great places to gather, while its active transportation network provides easy access to regional trails, Downtown, surrounding neighborhoods, and the greater metro area.”*

### **SUMMARY OF COMPREHENSIVE PLAN CHANGES**

The proposed Comprehensive Plan changes primarily include updates to Volumes I and II of the comprehensive plan to reflect the updated vision and goals for the Civic Neighborhood, and revisions to Volume III including a replacement of Section 4.1200 Civic Neighborhood Plan District and minor updates throughout other development code sections for consistency with new policies. There are no proposed changes to Volume IV of the Comprehensive Plan. The following table provides an overview and description of the proposed Comprehensive Plan and Development Code updates. The full text of the draft code revisions can be found in Attachment 1: Draft Council Bill, and Attachment 3: Draft Section 4.1200 Civic Neighborhood Plan District Design Manual.

<b>Document</b>	<b>Location/Section</b>	<b>Description of Proposed Updates</b>
<b>Volume I Findings</b>	Appendix 38: Gresham Civic Neighborhood – Transit Centered Development	<p>See Attachment 1: Draft Council Bill</p> <ul style="list-style-type: none"> <li>• Replaced with updated findings and maps reflecting:                             <ul style="list-style-type: none"> <li>○ Changes to neighborhood context since 1995</li> <li>○ Civic Neighborhood VADDU project process</li> <li>○ Plan and Design District boundary update</li> <li>○ Updated Future Street Plan and street types</li> <li>○ Sub-District Map and updated sub-district definitions</li> <li>○ Updated implementation steps</li> </ul> </li> </ul>
<b>Volume II Policies</b>	10.318 Gresham Civic Neighborhood	<p>See Attachment 1: Draft Council Bill</p> <ul style="list-style-type: none"> <li>• Updated format to be consistent with Section 10.314 Downtown Plan District</li> <li>• Provided clarification on pre-existing and current development patterns</li> <li>• Removed out of date statistics</li> <li>• Added section for 2018 Vision, Policy, and Design District Update discussion</li> <li>• Updated goals, policies, and action measures based on the vision and goals identified in the Policy Framework Plan</li> </ul>

Future Street Plan	<p>See Attachment 1: Draft Council Bill and Attachment 3: Draft Section 4.1200 Civic Neighborhood Plan District Design Manual</p> <ul style="list-style-type: none"> <li>• Update future street and path layouts to match existing conditions and the criteria and connectivity goals identified in the Policy Framework Plan</li> </ul>
Appendix C: Community Development Plan Map	<p>Attachment 2: Draft Community Plan Map Updates</p> <ul style="list-style-type: none"> <li>• Update Civic Neighborhood Plan District and Civic Neighborhood Design District boundaries to match and be consistent with the Neighborhood Vision.</li> <li>• Revise zone districts and their boundaries based on the updated neighborhood vision and goals and objectives identified in the Policy Framework Plan</li> </ul>
<b>Volume III Development Code</b>	<p>See Attachment 1: Draft Council Bill, for a full list of proposed Volume III amendments</p> <hr/> <p>4.1200 Civic Neighborhood Plan District</p> <p>See Attachment 3: Draft Section 4.1200 Civic Neighborhood Plan District Design Manual</p> <ul style="list-style-type: none"> <li>• Section repealed and replaced with Attachment 3: Draft Section 4.1200 Civic Neighborhood Plan District Design Manual</li> <li>• Graphic layout and content organization based on early phases of the Development Code &amp; Process Updates (Community Standards) project to enhance usability and clarity of the code. For example, in Section 4.1250 each design guideline is located on the same page and adjacent to its corresponding standard to reinforce their relationship and make the code more efficient to navigate.</li> <li>• The sections of the guidelines and standards, and the individual guidelines and standards themselves, were arranged in a logical progression to facilitate their ease of use.</li> <li>• Standards structured similar to the Downtown Plan District Design Manual</li> </ul> <hr/> <p>Existing Sections 4.1210-4.1213 Civic Neighborhood Sub Districts</p> <ul style="list-style-type: none"> <li>• Replaced with 4.1220. Changes update sub-districts and their definitions to match the new neighborhood goals, and to include names compatible with naming structures for the city's other sub-districts. Primary changes include:             <ul style="list-style-type: none"> <li>○ Removal of the High-Density Residential - Civic (HDR-C) district</li> <li>○ Replacement of the Transit Moderate-Density Residential – Civic (MDR-C) district with the Civic Neighborhood Residential Mid-Rise district (CNRM)</li> <li>○ Replacement of the Transit Development District - Medium Density - Civic (TDM-C) district with the Civic Neighborhood Transit Moderate Density District (CNTM)</li> <li>○ Replacement of the Transit Development District -High Density - Civic (TDH-C) district with the Civic</li> </ul> </li> </ul>

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	Neighborhood Transit High Density district (CNTH)
Existing Section 4.1220 Permitted Uses	<ul style="list-style-type: none"><li>• Replaced with 4.1226 Permitted Land Uses. Primary changes to permitted uses include:<ul style="list-style-type: none"><li>○ Removal of limitations on commercial uses in the CNTM and CNTH districts</li><li>○ Updating commercial uses in the CNRM district to be permitted only where there is arterial frontage, and removal of the existing requirement to meet minimum residential density if commercial is proposed.</li><li>○ Auto dependent uses and drive-through uses not permitted in Civic Neighborhood (previously were limited)</li><li>○ Limited manufacturing uses as part of a business are now permitted in CNRM and CNRH with a Special Use Review and Limitation matching those for the Downtown.</li><li>○ Marijuana Businesses have been updated in the CNRM and CNRH districts to permitted with Limitations referencing the Gresham Revised Code (GRC) as in other commercial areas of the city.</li></ul></li></ul>
Existing Table 4.1230 Civic Neighborhood Sub-District Standards	<ul style="list-style-type: none"><li>• Replaced with Section 4.1230 Civic Neighborhood Sub-District Standards. Primary changes include:<ul style="list-style-type: none"><li>○ Removal of minimum height standard in all sub-districts to match regulations in other city centers.</li><li>○ Change maximum height measurement units in all sub-districts from feet to stories to allow for greater flexibility in building design.</li><li>○ In Civic Neighborhood Residential Mid-Rise (CNRM) update maximum building height from 40 feet to 4 stories, and allow for up to 6 stories when greater than 50 feet away from Wallula Ave.</li><li>○ Establish a minimum and maximum Floor Area Ration (FAR) in CNRM for stand-alone commercial uses.</li><li>○ Establish minimum FAR of 0.5 for all of Civic Neighborhood Transit Moderate Density (CNTM) (previously 0.4 in TDM-C south, and 0.6 in TDM-C north)</li><li>○ Update the maximum height in CNTM from 80 feet to 8 stories.</li><li>○ Reduce the minimum FAR in Civic Neighborhood Transit High Density (CNTH) from 1.1 to 0.9 to allow for greater design flexibility.</li><li>○ Update the maximum height in CNTH from 80 feet to 10 stories to match that in other city centers</li><li>○ Establishment of setbacks based on updated neighborhood street types. Setbacks established to support desired urban neighborhood character and active streets, while allowing greater flexibility for residential setbacks for</li></ul></li></ul>

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	some street types.
Existing Sections 4.1235 – 4.1242	<ul style="list-style-type: none"><li>• Existing design-related standards replaced by 4.1250 Civic Neighborhood Design Guidelines and Standards.</li><li>• The individual guidelines and standards are based on those existing for Downtown and Rockwood, with modifications and additional standards unique to the context and vision for the Civic Neighborhood, primarily focusing on:<ul style="list-style-type: none"><li>○ Compatibility and perceived scale of taller buildings</li><li>○ Creation of new streets and paths</li><li>○ Pedestrian level massing and building details</li><li>○ Design of mixed-use projects</li><li>○ Sustainable development</li><li>○ Compatibility and visual minimization of parking lots and structures</li></ul></li></ul>
Existing Section 4.1243 View Protection	<ul style="list-style-type: none"><li>• Replaced with 4.1250 Civic Neighborhood Design Guidelines and Standards. Multiple Standards and their corresponding Guidelines encourage view protection and the consideration of views in locating open spaces.</li></ul>
Existing Sections 4.1244 Street Requirements, and 4.1247 Street Design Requirements	<ul style="list-style-type: none"><li>• Replaced with 4.1240 Civic Neighborhood Streets. Primary changes include:<ul style="list-style-type: none"><li>○ Future street plan updated to be consistent with neighborhood connectivity goals, existing lot and development patterns, and natural features such as topography.</li><li>○ The location of required streets and future streets, and their classifications, are identified on Map 4.1243 Civic Neighborhood Streets and Future Streets. Additional connections through large parcels are required by the Section 4.1250(A)(1) Design Guidelines and Standards for Integrated Site Design, and have built-in flexibility for how they are achieved with options for primary internal drives and the availability of the discretionary review track.</li><li>○ Existing functional classifications and cross sections updated or replaced to be consistent with the connectivity goals identified in the Policy Framework Plan.</li><li>○ Urban Boulevard (Arterial) street type cross section updated to match the cross section for arterials downtown, but includes amenity features such as tree species and street lighting fixtures unique to Civic.</li><li>○ Civic Dr. cross section maintained but updated to include neighborhood specific amenity features.</li><li>○ Wallula Ave. cross section updated to allow for flexible location of the sidewalk and planter strip within the amenity zone where necessary to protect mature conifers.</li><li>○ Civic Neighborhood Connector cross section established</li></ul></li></ul>

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	<p>as the main through-connector street for each quadrant of the neighborhood, including on-street parking and wide sidewalks.</p> <ul style="list-style-type: none"><li>○ Local Street cross section updated with sidewalk and amenity zones reduced to 10 feet, with option for on street parking.</li><li>○ Removal of Shared Street type, replaced with connectivity options in the 4.1250 Design Guidelines and Standards.</li><li>○ Existing 4.1244(C) Standards for Street Modification to be replaced with Future Street plan requirements of Section 9.0721 (see below).</li></ul>
Existing Section 4.1246 Signage	<hr/> <ul style="list-style-type: none"><li>● Removed and replaced with Design Guidelines and Standards specific to signs similar to those currently applicable in the Downtown Plan District included in 4.1250(B)(6).</li><li>○ Signs in Civic Neighborhood will continue to be reviewed as separate permits, but new signs will be subject to the Design Guidelines and Standards, as is currently the process for Downtown signs.</li><li>○ Requirements specific to the Civic Neighborhood include prohibiting the use of “pole” signs and sign size limitations consistent with neighborhood goals for pedestrian-oriented and active streetscapes.</li></ul>
9.0721 Civic Neighborhood Future Streets	<hr/> <p><i>See Attachment 1: Draft Council Bill</i></p> <ul style="list-style-type: none"><li>● Updates procedure for changes to a future street plan in Civic Neighborhood to be more flexible and match those of the rest of the city.</li><li>● Added code language to be consistent with procedures for streets in the Downtown Plan District.</li></ul>
9.0821 Parking Lot Location on Design Streets and in the Civic Neighborhood Plan District	<hr/> <p><i>See Attachment 1: Draft Council Bill</i></p> <ul style="list-style-type: none"><li>● Remove full text of 9.0821. Requirements are covered by new Section 4.1250 Design Guidelines and Standards, or elsewhere in 9.0800.</li></ul>
9.0852 Plan District Minimums and Maximums: A. Civic Neighborhood Plan District	<hr/> <p><i>See Attachment 1: Draft Council Bill</i></p> <ul style="list-style-type: none"><li>● Parking standards moved from 4.1200 to 9.0852 to reduce redundant code provisions.</li><li>● No changes to required number of parking spaces proposed</li></ul>
Appendix II Gresham Civic Neighborhood Street Design Requirement Figures	<hr/> <p><i>See Attachment 1: Draft Council Bill</i></p> <ul style="list-style-type: none"><li>● Section removed, content not relevant or moved to Section 4.1200 Civic Neighborhood Plan District Design Manual.</li></ul>

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## **PUBLIC INVOLVEMENT**

Project outreach activities have included neighborhood association meetings, community workshops, surveys, social media postings, and focus groups with government agencies, neighborhood associations, business interests, and educational entities. A final survey on the draft code is currently open, and a public open house is scheduled for February 13, 2018.

## **NEXT STEPS**

The Planning Commission Discussion Draft review is scheduled for February 12, 2018. The Planning Commission hearing for these Code changes is tentatively scheduled for February 26, 2018. The City Council hearing is scheduled for March 20, 2018.