

**TYPE IV LEGISLATIVE HEARING
FINDINGS AND RECOMMENDATION**

TO: Gresham Planning Commission

FROM: Ashley Miller, Director, Urban Design & Planning
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HEARING DATE: April 22, 2024, 6:30 pm

REPORT DATE: April 12, 2024

FILE NUMBER: MISC-24-00021

PROPOSAL: A Street Renaming and Readdressing Ordinance to change the names of two streets; an incorrectly recorded street name (SE 195th Avenue), and a street renaming (SE 182nd Avenue, south of SE McKinley Road with 19 addresses) from the Metro Street Grid to the City of Gresham Street Grid.

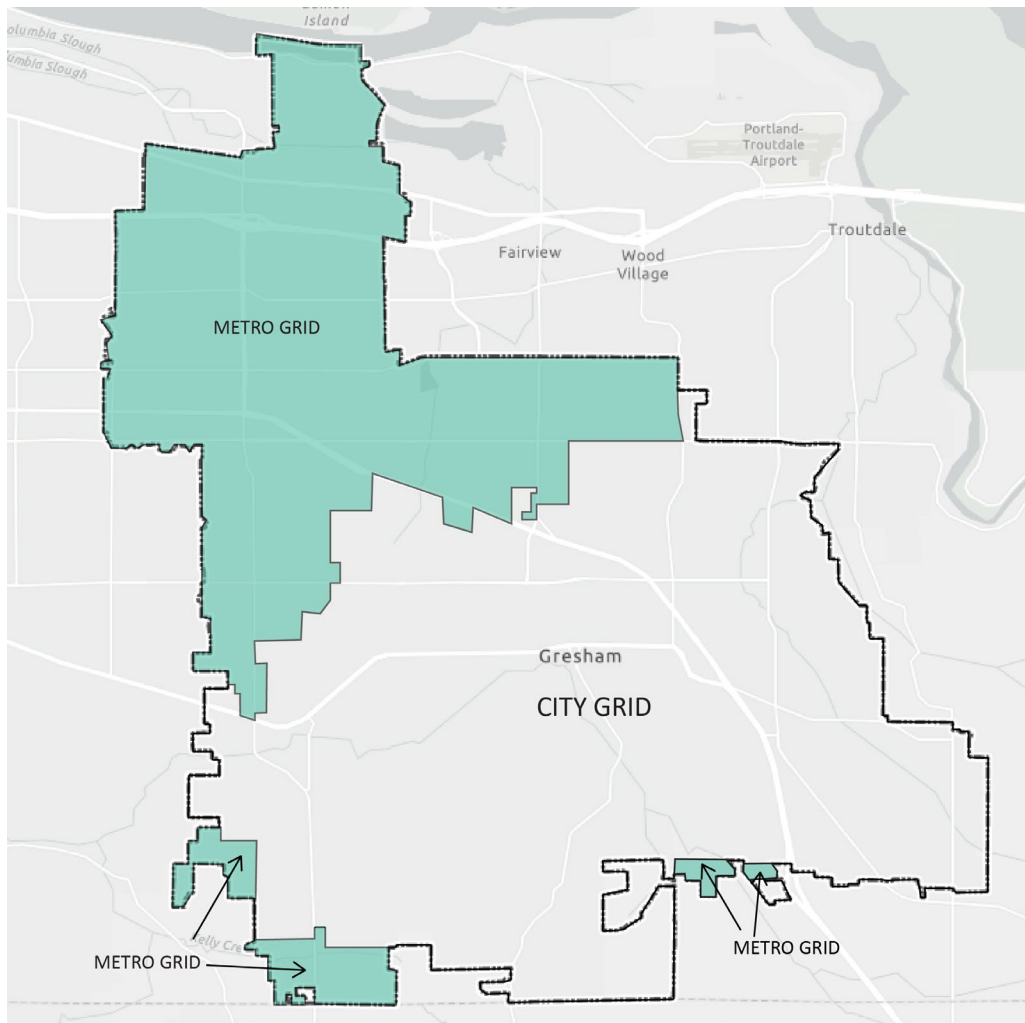
EXHIBITS:

- A. Vicinity Maps showing street name changes.
 - 1. SE 195th Avenue/NW Eastwood Avenue
 - 2. SE 182nd Avenue/SW Linneman Avenue
- B. Spreadsheet showing address and street name changes.
- C. Samples of Letter sent to property owners.
 - 1. SE 195th Avenue/NW Eastwood Avenue
 - 2. SE 182nd Avenue/SW Linneman Avenue
- D. Copy of Official Notice of Address Change to be sent upon Ordinance Adoption.
- E. Proposed Ordinance Language.

RECOMMENDATION: **Staff recommends that the Planning Commission recommend approval to the City Council the renaming of streets and address changes in accordance with the attached Exhibit E.**

I. EXECUTIVE SUMMARY

A. GRESHAM STREET-NAMING/ADDRESSING SYSTEM: The annexation of the unincorporated Rockwood Area in the mid-1980's, prior annexations, and the use of both a Gresham and Portland Postal Delivery Service, resulted in the City of Gresham using two grid street-naming/addressing systems: the Portland Metropolitan Street system (Metro) and the City of Gresham grid system. The dual grid system has been a source of jurisdictional conflict in the past.



EARLY PRACTICE AND POLICY

For community identity, the City policy, as described in Section 10.320.1, Volume 2 (Policies), of the Gresham Community Development Plan, has been to expand the City of

Gresham grid system into newly developing areas, rather than using the Metro grid system when new subdivisions are platted.

As new areas are annexed, those properties abutting City Grid and/or being served by the Gresham Postmaster shall be assigned addresses conforming to the City Grid as the properties develop or redevelop.

In evaluating potential street name or property numbering changes in Gresham, the City shall consider the following:

- *Emergency Response: Reduce delays or confusion in emergency calls and responses. Emergency response must always be the highest priority in street naming/renaming or property number/renumbering because of the potential loss of life and injury from emergency service delay.*
- *Consistency with the City's adopted street grid and number system.*
- *Logical for general public identification. Street names and numbers should follow a logical pattern and not be confused with similar names.*

B. STREET RE-NAMING PROCEDURE:

STATE MANDATED PROCEDURES

Oregon Revised Statutes (ORS) regulate street renaming within municipalities. ORS Section 227.120 establishes a procedure wherein the Planning Commission recommends potential street name changes to the City Council if such renaming is "in the best interest of the City." Upon receiving a recommendation for re-naming, the Council shall afford persons particularly interested, and the public, an opportunity to be heard. Notice must be published in a newspaper of general circulation at least a week prior to the hearing.

After the opportunity for public hearing, the City Council, by Ordinance, shall rename the street in accordance with the recommendation, or, by Resolution, shall reject the recommendation.

A certified copy of each ordinance shall be filed for record with the county clerk or recorder, and a copy shall be filed with the county assessor and county surveyor. The county surveyor shall enter the new names of such streets in red ink on any filed plat and tracing thereof which may be affected, together with appropriate notations concerning the same.

CITY OF GRESHAM PROCEDURE

The City procedure most closely resembling the state mandated procedure is the Type IV Legislative Action.

- Section 11.0204 of the Gresham Development Code requires that the Planning Commission hold a public hearing in accordance with Section 11.0600, make findings, and make a recommendation to the Council. The Council holds another public hearing under the procedures of Section 11.0600, reviews the findings of the Planning Commission, and makes Council findings and a final decision. The Council's decision becomes effective by passage of an ordinance or resolution.
- Section 11.0602 requires notice to persons believed to have a particular interest in the proposal. Notice to the general public must be provided through publication in a newspaper of general circulation. As required by this section, the City sent mailed notices to affected property owners and posted 7 signs prominently throughout the name change area. Notice was also published in the Gresham Outlook for the hearing before the Planning Commission. Additional notice will be given as required prior to the Council hearing.

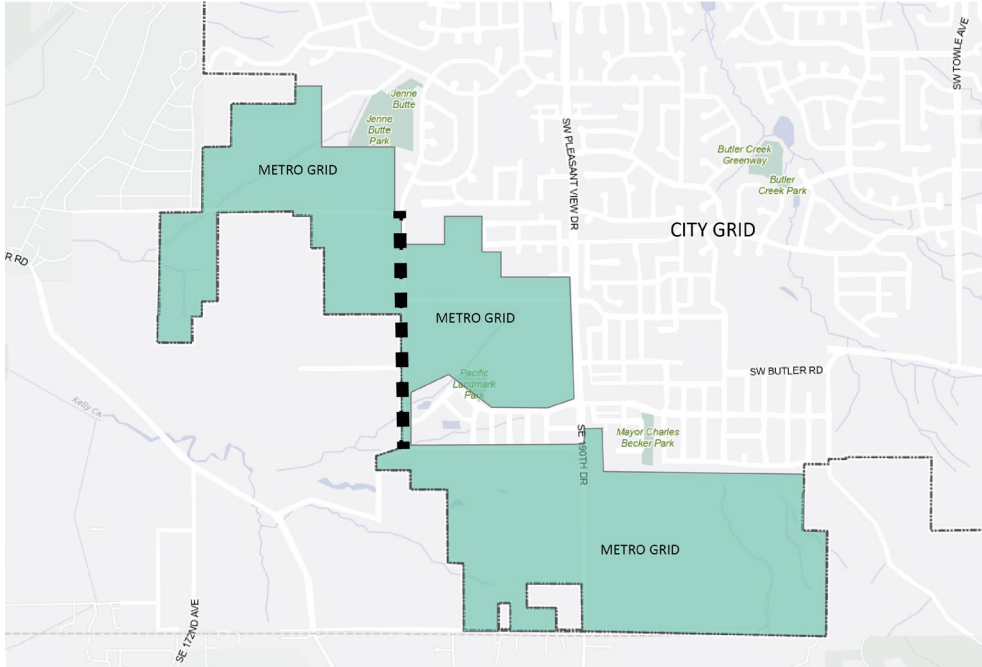
C. HISTORY OF SE 195TH AVENUE AND SE 182ND AVENUE

SE 195th Avenue

In 2002, City Council approved a list of street names to be changed by ordinance in order to comply with the Addressing Guidelines and Standards. SE 195th Avenue was slotted to be changed to NW Eastwood Avenue. Somewhere in the process, from the draft documents to the final Ordinance, this street was dropped off the list. The street signs, as well as the properties addressed off of this street, all show the street as NW Eastwood Ave. This process is to formally change the recorded name with Multnomah County, although it has been used with this name for over 20 years. No address changes will be required with this change.

SE 182nd Avenue

In the Pleasant Valley area, there is a mix of Metro and Gresham grid addresses. Along SW Linneman Drive/SE 182nd Avenue, the street grid switches between the Metro and Gresham grid. All of SE 182nd Avenue, between SE McKinley Road (at SW Linneman Drive) and SE Richey Road is located within the Gresham city limits with the existing properties having addresses consistent with the Metro grid. New development has started along the northern portion of this section of SE 182nd Avenue, resulting in the new address range duplicating the address ranges for SE 182nd Avenue already existing north of W Powell Blvd. This causes confusion, not only for citizens, but for emergency response as well.



There are 19 lots that are located on the stretch of SE 182nd Avenue that are being proposed to be changed. Fourteen of those lots are within the City of Gresham limits, with seven of those fourteen being new construction and not currently occupied. Five lots are in Unincorporated Multnomah County. The addresses for all of these lots will be changed by this ordinance.

Residents and property owners of these properties were sent letters notifying them of the proposed changes in March (Exhibit C). Official notice was also sent to the same people in April (Exhibit D). **No written comments have been received as of the preparation of this report.**

D. PROPOSED RENAMING

In summary, street names should be corrected as provided in Exhibit E.

II. APPLICABLE COMMUNITY DEVELOPMENT CODE PROCEDURES

- Section 11.0200** Initiation and Classification of Application
- Section 11.0600** Type IV Legislative Procedures
- Section 11.1000** Public Hearings
- Appendix 13** Street Naming and Property Numbering

III. APPLICABLE COMMUNITY DEVELOPMENT PLAN GOALS & POLICIES

- Section 10.100** Citizen Involvement
- Section 10.320** Transportation System

IV. FINDINGS

The proposed street renaming is consistent with all applicable criteria and policies of the Gresham Community Development Code and the Community Development Plan as indicated in staff findings below.

1. Applicable Community Development Code Procedures

- a. **Section 11.0200 – Initiation and Classification of Applications.** The subject proposal was initiated by City Council on January 9, 2024, directing staff to begin the street renaming project to resolve inconsistencies and to remove confusion for emergency response. This proposal will be considered by both the Planning Commission and the City Council at public hearings in accordance with the provisions of this section. The City Council will act on a recommendation from the Planning Commission. A renaming of existing public streets is classified as a Type IV procedure per Table 11.0204.
- b. **Section 11.0600 – Type IV Procedures.** The proposal has been routed to affected city, county, and regional agencies for review and comment. Notice of the project was mailed to surrounding property owners on April 1, 2024, and posted along the streets on April 1, 2024.
- c. **Section 11.1000 – Public Hearings.** A public hearing for this proposal is scheduled for Planning Commission on April 22, 2024. Then, a public hearing before City Council is scheduled for June 4, 2024, followed by an enactment reading on July 2, 2024.
- d. **Appendix 13 – Street Naming and Property Numbering.** The subject proposal complies with Appendix 13.011, Renaming of Existing Public Streets by following a Type IV procedure and being initiated by City Council. As an extension of Appendix 13, the Street Naming and Property Numbering Guidelines state that the City may initiate the renaming of a street without the consent of the affected property owners if:
 - Emergency service providers have stated in a written request that the current identification of the street is inadequate to such an extent that emergency response time may be compromised,
 - New development or redevelopment of an area requires street names be corrected,
 - The name correction is required to clarify known confusion, or
 - The commonly known and used street name is different from the recorded name.

NW Eastwood Ave. is the commonly known and used street name, different from the recorded SE 195th Avenue street name, and therefore needs to be recorded properly.

With the two separate grid systems along SE 182nd Ave., and new development occurring along SE 182nd Avenue, south of SW Linneman Drive (Pleasant Valley), updating the street name to SW Linneman Drive will solve confusion associated with alternating street names, along a stretch of a single street, before more development occurs, resulting in more addresses needing to be changed.

2. Applicable Community Development Plan Goals & Policies

a. Section 10.100 – Citizen Involvement.

Goal: The City shall provide opportunities for citizens to participate in all phases of the planning process by coordinating citizen involvement functions; effectively communicating information; and facilitating opportunities for input.

Policy 5: The City shall keep citizens informed of issues confronting the City.

Policy 6: The City shall ensure that technical information necessary to make policy decisions is readily available.

Policy 7: The City shall facilitate involvement of citizens in the planning process, including data collection, plan preparation, adoption, implementation, evaluation and revision.

Policy 8: The City shall ensure that citizen concerns are considered in land use decisions and shall provide feedback to the public regarding how these concerns have impacted decisions.

Policy 10: The City shall ensure the opportunity for the public to be involved in all phases of planning projects and issues.

Policy 11: The City shall ensure that the public has complete and timely access to all public information concerning land use projects and issues. This includes private development proposals once they are in the formal application process.

Action Measure 2: Ensure that the input, information, factual contributions and expertise provided by citizens is considered when making decisions about land use issues...

Action Measure 4: Keep the public informed of opportunities for involvement in all phases of land use planning issues...

Action Measure 5: Provide citizens timely access to all public information related to land use matters under consideration...

Action Measure 9: Make public participation processes user-friendly...

Findings

The public involvement goals and policies establish the City's intent that its citizens have meaningful opportunities throughout a planning project to be informed and to affect proposals. The project included the following public meetings and outreach events:

- City Council: Public Hearing scheduled for June 4, 2024
- Planning Commission: April 22, 2024
- Public Hearings notices in the Gresham Outlook

The public was informed of opportunities for involvement through the City's calendar and mailed notices to nearby residents.

Conclusion

The Citizen Involvement Goal (Section 10.100) and related policies were addressed through the public notice and other activities listed above. The proposal is consistent with the applicable citizen involvement goals and policies listed in this section.

b. Section 10.320.1 – Street System.

Policy 3: Provide a street system that maximizes accessibility and mobility within the community.

*Action Measure 5: Implement adopted City code standards for public street and land division that reinforce the public street system as the City’s essential framework for safe, convenient, and efficient neighborhood circulation, property access, **emergency response**, public facilities and utilities for all properties. [emphasis added]*

Policy 4: Ensure a street system that is safe and supports healthy, active living.

Action Measure 7: Work with the United States Postal Service to adopt and implement a uniform street naming and addressing system.

- c. City Grid Areas. For community identity, the City Grid is generally preferred for all new development within the City Grid designation and for newly annexed areas adjacent to the City Grid designated quadrants of Gresham.*
- e. Modification of Existing Grid Boundary. The City/Metro Grid boundary line should be corrected when any of the following circumstances exist:
 - 1) Street naming and numbering that causes a potential delay in the delivery of emergency services.*
 - 7) Anticipation of new development in order to continue a grid system in a consistent manner.**
- g. Policies for Street Naming/Renaming and Property Numbering/Renumbering. In evaluating potential street name or property numbering changes in Gresham, the City shall consider the following:
 - 1) Emergency Response: Reduce delays or confusion in emergency calls and responses. Emergency response must always be the highest priority in street naming/renaming or property number/renumbering because of the potential loss of life and injury from emergency service delay.*
 - 2) Consistency with the City’s adopted street grid and number system.*
 - 3) Logical for general public identification. Street names and numbers should follow a logical pattern and not be confused with similar names.*
 - 6) Ability of the system to expand as growth occurs.**

Findings

The transportation system policies acknowledge the importance of a consistent and logical street naming system for emergency response purposes and community

identity. It is the City's policy to manage and adjust the street grid system as necessary to meet these goals. The proposed street renaming will address these policies and action measures.

Conclusion

The proposal is consistent with the applicable Transportation System goals, policies, and action measures.

V. CONCLUSION

The proposed ordinance will correct the recorded plat name (SE 195th Avenue) to the street name currently in use by the City and citizens, NW Eastwood Avenue; and will convert the street name and addresses on SE 182nd Avenue (from SE McKinley Road to SE Richey Road) to the Gresham Addressing Grid (SW Linneman Drive). The proposed ordinance will improve mapping systems and speed databases (such as the emergency 911 system) by providing a more consistent and reliable street naming and addressing grid.

VI. RECOMMENDATION

Staff recommends that the Planning Commission recommend **approval** to the City Council the renaming of streets and address changes in accordance with the attached Exhibit E.

End of Staff Report