

STAFF REPORT
TYPE IV HEARING: COMPREHENSIVE PLAN AMENDMENT
Pleasant Valley Plan District Update (PVPDU) Project

TO: Gresham Planning Commission

FROM: Ashley Miller, Community Development Director
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HEARING DATE: January 13, 2025, 6:30pm

REPORT DATE: January 2, 2025

FILE NUMBER: CPA-24-00633

PROPOSAL: To adopt Comprehensive Plan text and map amendments to Volume 1 (Findings), Volume 2 (Policies) and Volume 3 (Development Code) of the Community Development Plan. The map amendments propose changes to the Pleasant Valley sub-districts, designate a Pleasant Valley town center boundary (for Metro’s 2040 Growth Concept), and document an urban services boundary update. The text amendments propose clarifying and consolidating language, and code updates to better support development that is consistent with the original vision for the Pleasant Valley Plan District.

EXHIBITS:

- A. Proposed Comprehensive Plan Amendments
 - 1. Draft Volume 1, Section 1.000 – Community Overview
 - 2. Draft Volume 1, Appendix 42 – Pleasant Valley plan district plan
 - 3. Draft Volume 1, Appendix 43 – Pleasant Valley natural resources
 - 4. Draft Volume 2, Section 10.700 – Pleasant Valley Plan District
 - 5. Draft Volume 2, Appendix B – Urban services boundary map
 - 6. Draft Volume 2, Appendix E – Pleasant Valley plan district plan map
 - 7. Draft Volume 3, Section 4.1400 – Pleasant Valley Plan District
 - 8. Draft Volume 3, Section 7.0300 – Commercial, Institutional, and Industrial Design Standards
 - 9. Draft Volume 3, Section 7.0400 – Residential Design Standards
 - 10. Draft Volume 3, Appendix 1 – Annexations
 - 11. Draft Volume 3, Appendix 5 – Public Facilities
- B. Mailed Notice to Property Owners
- C. Pleasant Valley Town Center: Multimodal Transportation Gap Summary
- D. Pleasant Valley: Trip Generation Report
- E. Public Comment

RECOMMENDATION: Staff recommends **adoption** of the proposed Comprehensive Plan amendments, CPA-24-00633, as contained in the attached Exhibit A, based on the findings, conclusions, and recommendations in the January 2, 2025 Staff Report.

I. BACKGROUND INFORMATION

A. PROJECT CONTEXT

The Pleasant Valley plan area was brought into Metro’s Urban Growth Boundary (UGB) in 1998. Planning efforts resulted in a Concept Plan, Implementation Plan, and adoption of the Pleasant Valley Plan District in 2004 to be included in the City’s Comprehensive Plan. The vision of the area was for a “complete community” with a mix of land uses, transportation options, and natural resource areas. The Pleasant Valley Plan District Update (Plan Update) project aims to support reaching the original vision for the area through proposed updates that focus on delivering a complete community for current and future residents of Pleasant Valley.

B. EXECUTIVE SUMMARY

The proposed Comprehensive Plan amendments include updates to Pleasant Valley Plan District map, Pleasant Valley Plan District Plan and Development Code. The aim of these updates is to coordinate with current market conditions, align with the priorities of a diverse range of local stakeholders, address development barriers, and respond to challenges with infrastructure delivery.

Primary Changes

The amendments are to Volume 1, Volume 2, and Volume 3 of the City’s Community Development Plan. The update provides new language, language clarifications, reformatting, and removes outdated or irrelevant information. The primary proposed changes involve:

- Updating the Pleasant Valley Plan District map, including:
 - Adjusting the boundaries of the Town Center sub-district to better align with property lines and planned road extensions.
 - Shifting the locations of the Neighborhood Commercial sub-district nodes to intersections with existing infrastructure and strong visibility.
 - Reducing the overall acreage of employment land and combining the two sub-districts into one flexible, mixed employment area.
 - Relocating the Medium-Density and High-Density Residential sub-districts to align with the Town Center, Neighborhood Commercial, and Mixed Employment sub-districts to cluster density around commercial uses.

- Making adjustments to the transportation network to better align with property lines, avoid areas with a higher likelihood of wetlands, and have better opportunities for access in the interim before new roads are built. The major alignments and connections will remain.
- Updating the Urban Services Boundary (USB) map to address overlapping service areas and gaps in service area between Gresham and Portland.
- Designating a Metro 2040 town center in Pleasant Valley which follows the same boundary line as the Pleasant Valley Town Center sub-district.
- Simplifying and consolidating text in Volume 1 and Volume 2 to provide clear background and direction on goals, policies, and action measures.
- Removing the master planning requirements in Volume 3.
- Incorporating residential standards into Volume 3 that promote a greater variety of housing types and designs, as well as open space requirements in residential developments.
- Allowing flexibility for development of horizontal mixed-use in addition to vertical mixed-use buildings in the Town Center sub-district.
- Allowing commercial uses in Medium-Density and High-Density Residential sub-districts to provide more opportunities for walkable commercial development.
- Making minor updates to other Code sections to ensure consistency across development standards.

Community Engagement and Involvement

Community engagement took place throughout the project, with different types of outreach needed at different times. Outreach occurred in two phases, each with a different focus to support the project goals. Staff have incorporated direction from the community, Planning Commission, and City Council into the updates.

- The first phase of outreach focused on re-affirming the vision for Pleasant Valley and learning about the community's priorities for making the area a desirable, inclusive neighborhood that complements the rest of Gresham. Outreach activities included an in-person open house, online survey, community events, and informal conversations with residents and visitors. Outreach was also done in Spanish to reach Pleasant Valley residents and visitors who were not targeted as part of the original planning process.
- The second phase of outreach involved receiving community feedback on draft concepts and strategies for reaching the vision for Pleasant Valley. Community workshops and focus groups were held to review draft land use concepts that reflected community priorities for housing, parks, and business types and implementation strategies to help

support their development. Outreach activities included community workshops, neighborhood meetings, a series of focus groups, and Planning Commission and City Council Work Sessions.

The following required notices were sent for the project:

- Notice of the comprehensive plan map amendment, comprehensive plan text amendments, amended land use regulations, and zoning map amendments were sent to the Department of Land Conservation and Development (DLCD) and Metro on December 9, 2024, complying with the requirement to provide such notice at least 35 days before the first evidentiary hearing.
- A Measure 56 notice (including information on the January 13, 2025 Planning Commission Hearing and February 18, 2025 City Council Hearing) was sent to property owners in the Pleasant Valley plan area on December 4, 2024, complying with the requirement to provide such notice at least 20 days and no more than 40 days before the first evidentiary hearing.
- A public notice for the January 13, 2025 Planning Commission hearing was published in the December 31, 2024 issue of The Outlook.
- Notice of these Hearings were also published in the GRESHAM newsletter, posted on the project webpage, and emailed out to the project sign-up list.

Public Comment

As of the date of this report one public comment was received from Mr. Chris Rossman via email on December 26, 2024. The comment is included as Exhibit E to this staff report. Mr. Rossman stated that parcel R723154 is currently split zoned (High Density Residential, Medium Density Residential, and Low Density Residential) and the existing zoning was not proposed for amendment per the public notice mailed on December 4, 2024. Mr. Rossman requested that the parcel be designated High Density Residential sub-district to prepare it for development.

R723154 is adjacent to the High-Density Residential sub-district to the north and the Neighborhood Commercial sub-district to the east. One intent of the proposed map amendment was to resolve split-zoned parcels. Staff found that designating R723154 is consistent with the intent of the amendment and all applicable criteria. Therefore, Exhibit A Proposed Comprehensive Plan Amendments and this staff report propose designating parcel R723154 High Density Residential sub-district. The proposed Pleasant Valley Plan District Map therein depicts R723154 as entirely High Density Residential subdistrict

Proposed Comprehensive Plan Amendments Overview

The overview provided below summarizes the changes proposed to the Gresham Community Development Plan (GCDP). The plan consists of three volumes—Volume 1 “Findings”, Volume CPA 24-00633 Pleasant Valley Plan District Update

2 “Policies”, Volume 3 “Development Code”. Updates are proposed to Volume 1, Volume 2, and Volume 3. The full text of the proposed updates is provided in Exhibit A (formatted in ~~strikeout~~/underline).

The following amendments are proposed:

Volume 1 - Findings

- Section 1.000 Community overview is amended to reflect the Metro designation of the Pleasant Valley Town Center.
- Appendix 42 Pleasant Valley plan district plan is updated to:
 - Revise background information for clarity and to more closely reflect current conditions in Pleasant Valley.
 - Include the new Town Center sub-district boundary and establish the Metro 2040 town center boundary.
 - Include the updated Plan District map to reflect changes to the land use districts and transportation network refinements.
 - Remove sections and subsections that are captured in citywide plans that are more regularly updated and provide more accurate information.
- Appendix 43 Pleasant Valley natural resources is updated to:
 - Change the name of the natural resource overlay areas from Environmentally Sensitive Restoration Area (ESRA) to Natural Resource Overlay (NRO) to reflect the environmental overlay amendment adopted in 2021.
 - Revise background information for clarity and to more closely reflect current conditions.

Volume 2 - Policies

- Section 10.700 Pleasant Valley Plan District is updated to:
 - Revise background information for clarity and to more closely reflect current conditions in Pleasant Valley.
 - Update/refine the Pleasant Valley goals, policies, and action measures.
 - Remove the Pleasant Valley action measures that are no longer needed.
 - Remove sections that are captured in citywide plans that reflect more up-to-date, accurate information.
- Appendix B Urban services boundary map is updated to change the urban services boundary to address overlapping service area and gaps in service area between Gresham and Portland.
- Appendix E Pleasant Valley plan district plan map is updated to reflect changes to land use sub-districts.

Volume 3

- Section 4.1400 Pleasant Valley Plan District is updated to:
 - Reflect the removal of two sub-districts, Mixed-Use Employment (MUE-PV) and Employment Center (EC-PV).

- Reflect the addition of two new sub-districts, Mixed Employment (ME-PV) and Public Land (PL-PV).
- Incorporate new standards for the Pleasant Valley residential sub-districts, including open space standards and standards to achieve a greater variety of housing.
- Remove the master planning requirement and replace with clear and objective standards.
- Allow flexibility for development of horizontal mixed-use in addition to vertical mixed-use buildings in the Town Center sub-district.
- Allow commercial uses in Medium-Density and High-Density residential sub-districts to provide more opportunities for walkable commercial development.
- Update the residential sub-districts development standards table and the building height transition standard.
- Section 7.0300 Commercial, Institutional, and Industrial Design Standards is updated to exempt industrial development in the Pleasant Valley Plan District.
- Section 7.0400 Residential Design Standards is updated to coordinate open space standards with the amendments in Section 4.1400.
- Appendix 1 Annexations is updated to reflect the removal of the Pleasant Valley master planning requirement.
- Appendix 5 Public Facilities is updated to:
 - Remove the master planning requirement.
 - Reflect updates related to the incorporation of the Pleasant Valley Transportation System Plan into the citywide Transportation System Plan.

II. APPLICABLE COMMUNITY DEVELOPMENT CODE PROCEDURES

Section 11.0200	Initiation and Classification of Applications
Section 11.0600	Type IV Legislative Procedures
Section 11.1000	Public Hearings
Section 12.0000	Plan Map Amendments and Amendments to Map Boundaries

Section 11.0200 – Initiation and Classification of Applications

11.0201 – Initiation of an Application

This section provides that City Council may initiate a Type IV legislative application to amend the Community Development Plan.

Findings:

This project was initiated by City Council on October 18, 2022. City Council will

review these amendments at a hearing on February 18, 2025.

11.0203 and 11.0204 – Classification of Applications and Review Authorities

These sections provide that Type IV procedures are legislative and typically involve the adoption, implementation, or amendment of policy by ordinance. They also provide that the Planning Commission provide a recommendation on Community Development Plan Amendments and the City Council be the decision-making authority.

Findings:

This project meets those conditions and is being processed under the Type IV procedures and will be heard by the Planning Commission on January 13, 2025, and the City Council on February 18, 2025.

Section 11.0600 – Type IV Legislative Procedures

11.0602(A)&(B) – Pre-application and Neighborhood Meetings

These meetings are not required of Type IV legislative applications.

Findings:

Although a pre-application meeting and neighborhood meetings are not required public meetings were held and provisions for public involvement were included in the project.

1.0602(C) – Application Initiation

This section provides that the City Council may initiate a Type IV legislative application to amend the text of the Community Development Plan.

Findings:

As noted above, this project was initiated by City Council on October 18, 2022.

11.0602(D)(1) – Type IV Public Notice for Comprehensive Plan Amendments

(a) For a Type IV Comprehensive Plan Amendment this section requires a submittal to the DLCD and Metro at least 35 days prior to the Planning Commission hearing.

(b) Not more than 40 nor less than 20 days before the Planning Commission hearing, the Manager shall mail notice to owners of property within the city for which the proposed ordinance, if adopted, may in the Manager's opinion affect the permissible uses of land.

(c) This section requires that at least 10 days before the initial hearing, a notice be published in a newspaper of general circulation in the city and copies of the hearing notice made available in City Hall.

Findings:

Submittal to DLCD and Metro was made on December 9, 2024, which is 35 days prior to the Planning Commission hearing date of January 13, 2025. Required notice of proposed change and hearing information was mailed to property owners in the Pleasant Valley Plan District area on December 4, 2024, and is attached as Exhibit B. Required notice of the public hearing for these proposed amendments were published in the *Gresham Outlook* on December 31, 2024, and was made available through City Hall as required by this section.

11.602(E) – Type IV Decision Authority and 11.602(F) Type IV Notice of Decision

This section requires that the Planning Commission hold a public hearing and make a recommendation to the Council for an amendment to the Community Development Plan. The Council considers that recommendation at their hearing and makes a final decision. Interested persons may present evidence and testimony relevant to the proposal at either or both hearings.

Findings:

The Council will make a decision that will be based on findings contained in this report and in the hearings record, and the decision, findings, and order will be sent to those who participated in the hearings.

Section 11.1000 – Public Hearings

This section provides for a hearing process consistent with Section 11.1000.

Findings:

The Council will make a decision that will be based on findings contained in this report and in the hearings record, and the decision, findings, and order will be sent to those who participated in the hearings.

Section 12.0000 – Plan Map Amendments and Amendments to Map Boundaries

12.0001(C) Type IV Plan Map Amendments - Large Area of the City and Multiple Ownerships

This section authorizes the City to initiate plan map amendments affecting large areas and multiple ownerships under the Type IV procedure. The City must demonstrate proposed designation is consistent with the applicable goals, policies, and implementation strategies of the Community Development Plan; the proposed designations comply with the appropriate land use district or sub-district characteristics identified in the Community Development Code; and the proposed designation is consistent with the Metro Urban Growth Management Functional Plan.

Findings:

The Pleasant Valley Plan District map is proposed to be amended. The proposed map amendments aim to better support reaching the original vision for the area and remain compliant with the characteristics of the Pleasant Valley sub-districts as described in the applicable goals, policies and action measures of the Community Development Plan and implemented by the Development Code. The proposed updates to the map make adjustments to the location and size of several sub-districts to support the development of those areas. The following updates to the plan map are proposed:

- The Town Center sub-district boundary is adjusted to better align with property lines and planned road extensions.
- The Neighborhood Commercial sub-district sites are relocated to areas with existing infrastructure and strong visibility to support the nearer-term development of multiple commercial nodes.
- The Employment Center and Mixed-Use Employment sub-districts are

consolidated into one Mixed Employment sub-district. The overall acreage of the Mixed Employment area is reduced in response to local market demand.

- The Medium-Density and High-Density residential sub-districts are relocated to align with the Town Center, Neighborhood Commercial, and Mixed Employment sub-districts to cluster density around commercial uses.
- The Low-Density residential sub-district area is adjusted to align with updates to other sub-districts.
- A Public Land sub-district is added to facilitate the development of land previously identified for public uses.
- The transportation network's major alignments and connections remain, with small adjustments made to better align with property lines, avoid areas with a higher likelihood of wetlands, and have better opportunities for access in the interim before new roads are built.

Input from community stakeholders, Planning Commission, and City Council was taken into consideration for these updates.

Additional findings regarding consistency with the applicable goals, policies, and implementation strategies of the Community Development Plan can be found in Section III of this report.

Additional findings regarding consistency with the Metro Urban Growth Management Functional Plan can be found in Section IV of this report.

12.0002 Minor Amendments to the Gresham Urban Services Area Map Boundaries

This section permits the Gresham Urban Services Area Map Boundaries to be changed for the purposes of minor boundary adjustments within the Urban Growth Boundary when the Gresham, Portland, and Multnomah County Planning Directors agree that adjustments are limited to contiguous property within approximately 400 feet of the Urban Service Boundary; and the adjustment will improve the efficiency of urban services.

Findings:

The proposal shows minor adjustments to the Urban Services Area map boundary. These adjustments address overlapping areas of service and gaps in the service area along the western boundary between the cities of Gresham

and Portland. The adjustments address these issues to improve efficiency, remove the potential duplication of services, and ensure properties have access to urban services. These changes are also consistent with the broader goal of improving the delivery of urban services in a way that supports both existing and future development. In compliance with this Development Code section, an intergovernmental agreement has been negotiated in a concurrent process.

Conclusion: The applicable standards in Sections 11.0200, 11.0600, 11.1000 and 12.0000 have been met, will be met before the issuance of a decision, or will be met with the issuance of a decision. Standards 11.0602(A)&(B) Pre-Application and Neighborhood Meetings are not applicable.

III. APPLICABLE COMMUNITY DEVELOPMENT (COMPREHENSIVE PLAN) PLAN POLICIES

This section identifies the applicable Community Development Plan goals, policies, and action measures. The text (*italicized*) of the goals, policies, and action measures is followed by corresponding findings and conclusions.

Section 10.014	Land Use Policies and Regulations
Section 10.100	Citizen Involvement
Section 10.700	Pleasant Valley Plan District

Goal: Maintain an up-to-date Comprehensive Plan and implementing regulations as the legislative foundation of Gresham's land use program.

Section 10.014 – Land Use Policies and Regulations

- Policy 2: The City's land use regulations, actions, and related plans shall be consistent with and implement the Comprehensive Plan.
- Policy 4: The City shall promote a development pattern of land uses in the amounts, types, and of sufficient economic values to advance the community's quality of life and its social and fiscal stability.
- Policy 20: The City shall periodically review and update the Comprehensive Plan text and the Community Development Plan Map(s) to ensure they remain current and responsive to community needs; provide reliable information and dependable factually based policy direction; and conform to the applicable state law, administrative rules, and regional requirements.
- Policy 21: Council may, upon finding it is in the overall public interest, initiate legislative processes to change the Comprehensive Plan text and Community Development Plan Map(s) and Development Code.
- Policy 23: Gresham shall coordinate the development, adoption, and amendment of its land use related goals, policies, and implementing measures with other affected jurisdictions, agencies, and special districts.
- Action Measure 11: Revise the Comprehensive Plan Text, Map, and related findings as needed to maintain its reliability and timeline to ensure consistency among goals, policies, implementing measures; accuracy of findings and compliance with regional, state, and federal laws and rules. This includes review by the Planning Commission every two years...
- Action Measure 12: Monitor and evaluate whether City actions and resulting community conditions and circumstances are consistent with the goal and policy directions of the Comprehensive Plan...
- Action Measure 13: Monitor actions, programs, and policies of federal, state, and regional governments and, when appropriate, amend the Comprehensive Plan to be consistent with new laws and administrative rules.
- Action Measure 15: Allow mixed-use commercial, employment, and residential development to support transit use, enhance neighborhood economic and social vitality, and provide for a range of housing opportunities/options.

Findings:

City Council initiated this update due to the trend of primarily single detached houses being developed in Pleasant Valley since the creation of the Pleasant Valley Plan District (Plan District) in 2004. With many key pieces of the “complete community” vision lagging, this update provided the City with an opportunity to review and refresh the plan to better support reaching this original vision. The proposal updates the City’s goals, policies, and action measures to better support reaching the original vision for Pleasant Valley as a “complete community” with a variety of housing and transportation options, community destinations, and natural spaces. The proposal includes amendments to support a pattern of land development and uses in the amounts, types, and of sufficient economic value to advance the community’s quality of life. The project is a review and update to the Comprehensive Plan text and the Community Development Plan Map to ensure they remain current and responsive to community needs; provide reliable information and factually based policy direction; and conform to the applicable state law, administrative rules, and regional requirements.

Gresham’s Community Development Plan has been found to be in compliance with State and regional requirements. The proposed amendments have been found to be in compliance with Gresham’s Community Development Plan and State and regional requirements as described in this staff report.

As required by State and Metro regulations, a draft of the proposed amendments was sent to the Oregon Department of Land Conservation and Development (DLCD) and to Metro at least 35 days prior to the scheduled January 13, 2025 Planning Commission Hearing. As of the date of this report, neither agency has contacted the City regarding this notice.

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 1: The City shall ensure the opportunity for citizen participation and input when preparing and revising policies, plans, and implementing regulations.
- Policy 2: The City shall consider the interests of the entire community and the goals and policies of the Comprehensive Plan when making decisions.
- 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 9: The City shall ensure that citizen involvement plans and activities incorporate Gresham's diverse constituencies regardless of age, sex, religion, social, or business affiliation.
- 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 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...
- 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...
- Action Measure 7: Engage in outreach activities to inform and encourage public involvement...
- Action Measure 8: Facilitate citizen input in the process for revising local land use plans and ordinances...
- Action Measure 9: Make public participation processes user-friendly...
- Action Measure 10: Encourage broadly based public participation including all geographic areas and diverse interests...
- Action Measure 11: When appropriate, provide culturally-sensitive participation opportunities, which may include language translation and interpretation.

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. This project included a range of community engagement opportunities throughout the project, including re-affirming the vision for Pleasant Valley and receiving feedback throughout the process of drafting the proposed updates. Feedback gathered from stakeholder interviews, community workshops, an online survey, neighborhood meetings, and focus groups was thoughtfully considered and incorporated into the project. The project included a variety of outreach and engagement opportunities which respond to Policies 1, 2, 5, 6, 7, 9, 10, and 11 and Action Measure 4, 5, 7, 8, 9, 10, and 11.

Draft Planning Commission minutes will be forwarded to City Council prior to the final Hearing for their consideration while making a decision in response to Action Measure 2. The recording of the Planning Commission Hearing will also be available to Council and the public prior to the final hearing.

Section 10.700 – Pleasant Valley Plan District

- Urbanization Goal: To provide for orderly and efficient transition from rural to urban land use.
- Land Use Goal 1: Pleasant Valley will be a complete community with a unique sense of identity and cohesiveness.
- Land Use Goal 2: Pleasant Valley will have a wide range of transportation, living, working, recreation, and civic and other opportunities.
- Town Center Goal: Pleasant Valley will have a mixed-use town center that will be the heart of the community.
- Residential Goal: Pleasant Valley will provide a wide variety of housing choices that will accommodate a variety of demographic and income needs within high quality, well-designed and walkable neighborhoods framed by the natural landscape.
- Employment and Commercial Goal: Pleasant Valley will provide for a range of employment opportunities that enable Pleasant Valley to be part of a complete community and to provide the opportunity to work and live in the same community.
- Natural Resources Goal: Pleasant Valley will be an urban community integrated with the natural environment.
- Green Development Goal: Pleasant Valley will be a “green” community where green infrastructure is integrated with land use and street design and natural resource protection.
- Cultural and Natural History Goal: The best of Pleasant Valley’s cultural and natural history is retained and incorporated into the new community form.
- Schools Goal: Schools will be integrated into the Pleasant Valley community.
- Transportation Goal: Pleasant Valley will be a community where a wide range of safe and convenient transportation choices are provided.
- Public Facilities Goal: Applicable goals and policies that relate to the provision of public facilities in the existing comprehensive plans for the cities of Portland and Gresham also apply to the Pleasant Valley Public Facilities Plan...
- Parks and Recreation Goal: Parks, open space, and trails shall be located and developed throughout the Pleasant Valley community.

Land Use Goal Policies 1-6, Land Use Goal Action Measures 1-5, Town Center Goal Policies 1-10, Town Center Goal Action Measures 1-3, Residential Goal Policies 1-11, Residential Goal Action Measures 1-2, Employment and Commercial Goal Policies 1-9, Employment and

Commercial Goal Action Measures 1-3, Natural Resources Goal Policies 1-15, Natural Resources Goal Action Measures 1-7, Green Development Goal Policies 1-6, Green Development Goal Action Measures 1-3, Cultural and Natural History Goal Policies 1-4, Cultural and Natural History Goal Action Measures 1-5, Schools Goal Policies 1-6, Schools Goal Action Measures 1-3, Transportation Goal Policies 1-10, Transportation Goal Action Measures 1-11, all Public Facilities Goals, Policies and Action Measures for Water, Wastewater, and Stormwater, Parks and Recreation Goal Policies 1-8, and Parks and Recreation Goal Action Measures 1-6 are included herein; therefore, all Pleasant Valley Plan District Goals, Policies, and Action Measures are included.

Findings:

Section 10.700 Pleasant Valley Plan District is proposed to be comprehensively updated as part of the project's Comprehensive Plan amendments. The proposed amendments aim to better support reaching the original vision for the area, address land use and infrastructure barriers to development, and more closely reflect the current conditions in Pleasant Valley and the surrounding area. Many of the Pleasant Valley goals and policies have been revised to more closely reflect the current context in Pleasant Valley and provide language that responds to what was learned and heard from the community. All existing action measures were evaluated and either removed because they were no longer needed, (for example, actions that are incorporated in citywide plans), or were refined/incorporated into the newly proposed actions. Additionally, some subsections of Section 10.700 were removed because they are incorporated in citywide plans where they are regularly updated and are more effective in reaching the goals for those areas. Input from community stakeholders, Planning Commission, and City Council was taken into consideration for these updates.

Conclusion: The proposed amendments to the Gresham Community Development Plan meet the applicable goals, policies, and action measures in Section 10.014 Land Use Policies and Regulations and Section 10.100 Citizen Involvement.

The goals, policies, and action measures in 10.700 Pleasant Valley Plan District are proposed to be updated as part of this application. The proposal is consistent with the applicable Pleasant Valley Plan District Goals, Policies, and Action Measures as outlined in the findings above.

IV. APPLICABLE METRO URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN TITLES

Title 1	Housing Capacity
Title 4	Industrial and Other Employment Areas
Title 6	Centers, Corridors, Station Communities, and Main Streets
Title 7	Housing Choice

Title 1 – Housing Capacity

Title 1 of Metro’s Urban Growth Management Functional Plan (UGMFP) is intended to promote efficient land use within the Metro UGB by increasing housing capacity. Section 3.07.110 states that, “*the Regional Framework Plan calls for a compact urban form and a ‘fair-share’ approach to meeting regional housing needs. It is the purpose of Title 1 to accomplish these policies by requiring each city and county to maintain or increase its housing capacity...*”.

Findings:

Gresham’s adopted 2021 Housing Capacity Analysis (HCA) included the entire Pleasant Valley Plan District (including land not yet annexed into the Gresham city limits). The HCA created a residential buildable land inventory and dwelling unit capacity estimate which included the Pleasant Valley Plan District. The HCA found that Gresham has a surplus of land and capacity for all housing types across the city, including Pleasant Valley. The City’s dwelling unit capacity was estimated to be 12,609 dwelling units and 4,133 of those units are located in the Pleasant Valley Plan District. The total capacity exceeds the 20-year projected need for new dwelling units (6,229 units) by 6,380 dwelling units.

The proposed amendments reduce the overall acreage of the Pleasant Valley residential sub-districts by approximately 32 gross acres (approximately 24 buildable acres), mostly due to publicly-owned sites being proposed for amendment from a residential subdistrict with an overlay (e.g. Elementary School Overlay – Pleasant Valley, Middle School Overlay- Pleasant Valley) to the newly proposed Public Land sub-district. The intent of the Pleasant Valley overlays was to mark the location of existing and desired civic and open space uses consistent with the Comprehensive Plan. The proposed change, therefore, is not anticipated to affect the likely future development of this land (e.g. schools). Rather, it responds to public concern garnered during the project outreach about protecting and fostering public and civic spaces to achieve a “complete community”.

The proposed amendment also provides more flexibility for residential development in the Town Center sub-district; the proposal would permit horizontal mixed-use developments, which were previously not permitted, and are better aligned with market conditions. In addition, the proposal would increase the maximum net residential density from 30 to 40 dwelling units per acre across

the high-density residential subdistrict (previously only 40 dwelling units per acre was permitted in the Town Center).

Because there is excess capacity in the amount of buildable land allocated for housing in Gresham's portion of the UGB, the proposed changes will not inhibit Gresham from meeting its housing needs. Additionally, the majority of the land proposed to be redesignated for civic uses was not intended for housing, and because barriers to housing development are being removed elsewhere in the plan district, staff believes there will be a negligible impact on overall housing capacity.

Title 4 – Industrial and Other Employment Areas

It is the purpose of Title 4 to protect a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas (RSIAs), Industrial and Employment Areas. Title 4 also seeks to provide the benefits of "clustering" to those industries that operate more productively and efficiently in proximity to one another than in dispersed locations. Title 4 Section 3.07.440 Protection of Employment Areas states the following:

- (a) Except as provided in subsections (c), (d), and (e), in Employment Areas mapped pursuant to Metro Code section 3.07.450, cities and counties shall limit new and expanded commercial retail uses to those appropriate in type and size to serve the needs of businesses, employees, and residents of the Employment Areas.
- (b) Except as provided in subsections (c), (d), and (e), a city or county shall not approve a commercial retail use in an Employment Area with more than 60,000 square feet of gross leasable area in a single building, or commercial retail uses with a total of more than 60,000 square feet of retail sales area on a single lot or parcel, or on contiguous parcels, including those separated only by transportation right-of-way.

Findings:

The 2004 Pleasant Valley Plan District planned for two employment sub-districts: Mixed-Use Employment (MUE-PV) and Employment Center (EC-PV). The EC-PV sub-district, 20.5 acres, coordinated with land designated as Employment Land on Metro's Title 4 map. The proposed map amendments to the Pleasant Valley Plan District will consolidate the MUE-PV and EC-PV sub-districts into a single, Mixed Employment sub-district (ME-PV) in a new location. The proposed ME-PV sub-district will be approximately 22 acres and will better align with existing streets and infrastructure and support development in the nearer-term.

The land designated Employment Land on Metro's Title 4 map will maintain compliance with Metro's Title 4 Employment Land designation. While this land is proposed for residential

designation, Low-Density Residential (LDR-PV) and Medium Density Residential (MDR-PV), new and expanded commercial retail uses are limited in compliance with Title 4 Section 3.07.440 Protection of Employment Areas.

Title 6 – Centers, Corridors, Station Communities, and Main Street

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 Section 3.07.650(b) states that a city or county may revise the boundary of a Center, Corridor, Station Community, or Main Street so long as the boundary is consistent with the general location on the 2040 Growth Concept Map in the Regional Framework Plan.

Findings:

Gresham's Pleasant Valley Town Center is shown on Metro's Title 6 Centers, Corridors, Station Communities, and Main Streets Adopted Boundaries map. The 2004 Pleasant Valley Plan District located the Town Center at the junction of two planned road extensions, Giese Road and 172nd Avenue. The proposed amendment adjusts the location of the Town Center slightly to better align with property lines, avoid areas with a higher likelihood of wetlands, and have better access in the interim before new road extensions are complete. These proposed adjustments remain consistent with the general location of the Town Center on the 2040 Growth Concept Map in the Regional Framework Plan. The Pleasant Valley Town Center map is proposed for inclusion in Volume 1, Appendix 42 Pleasant Valley Plan district plan, as shown in Exhibit A of this staff report (Section 2, Figure 5). It identifies the proposed Pleasant Valley town center boundary for the purpose of Metro's 2040 Growth Concept.

Title 7 – Housing Choice

Title 7 of Metro's Urban Growth Management Functional Plan (UGMFP) is designed to ensure the production of affordable housing in the Metro Urban Growth Boundary. Each city and county within the Metro region is encouraged to voluntarily adopt an affordable housing production goal and is required to ensure that their comprehensive plans and implementing ordinances include strategies to:

- Ensure the production of a diverse range of housing types;
- Maintain the existing supply of affordable housing, increase opportunities for new affordable housing dispersed throughout their boundaries; and
- Increase opportunities for households of all income levels to live in affordable housing (3.07.730).

Findings:

The 2021-2041 Housing Capacity Analysis (HCA) identified a need for a greater variety of housing types, and for housing affordable across all income levels. The proposed amendment includes Pleasant Valley goals, policies, and action measures that address achieving a greater variety of housing types in Pleasant Valley; these are consistent with findings in the HCA as well as City wide housing goal, policies, and action measures that were adopted concurrent with Gresham’s Housing Production Strategy in 2023.

In addition, the proposed Development Code amendment updates residential standards to promote a variety of housing types and support the development of housing at a variety of income levels. The proposed updates also provide greater flexibility for residential development in the mixed-use sub-districts (Town Center and Mixed Employment).

Conclusion: The proposed amendments comply with the applicable Metro Urban Growth Management Functional Plan Titles 1 (Housing Capacity), 4 (Industrial and Other Employment Areas), 6 (Centers, Corridors, Station Communities, and Main Streets), and 7 (Housing Choice). As of the date of this report, Metro has not contacted the City regarding the notice for these amendments.

V. APPLICABLE METRO REGIONAL TRANSPORTATION FUNCTIONAL PLAN TITLES

Title 5 Amendment of Comprehensive Plans

The Metro Regional Transportation Functional Plan implements the goals, objectives, and policies of the Regional Transportation Plan (RTP) and other applicable plans which cities and counties of the region will carry out in their comprehensive plans and transportation system plans. Title 5 of the Metro RTFP states, *“when a city or county proposes to amend its comprehensive plan or its components, it shall consider the strategies in subsection 3.08.220A as part of the analysis required by OAR 660-012-0060.”* (3.08.510).

Findings:

The transportation system in Pleasant Valley is included in the City’s Transportation System Plan (TSP) that coordinates the city’s transportation improvements and considers the strategies in 3.08.220A. The proposed amendment does not include updates to the TSP. There are no proposed changes to the major road alignments and network connectivity for the Pleasant Valley plan area and the City will rely on the existing Transportation System Plan (TSP) for the area. Minor adjustments to the street network in Pleasant Valley are proposed to better align with property lines, connect to existing streets, and avoid natural resource areas.

The proposed changes are expected to result in a net reduction in the number of vehicle trips generated, included in the Trip Generation Report in Exhibit D.

Additional findings related to transportation can be found in Section VI of this report.

Conclusion: The proposed amendments comply with the applicable Metro Regional Transportation Functional Plan Title 5.

VI. APPLICABLE OREGON STATEWIDE PLANNING GOALS

Goal 1	Citizen Involvement
Goal 2	Land Use Planning
Goal 5	Natural Resources, Scenic and Historic Areas, and Open Spaces
Goal 8	Recreational Needs
Goal 9	Economic Development
Goal 10	Housing
Goal 11	Public Facilities and Services
Goal 12	Transportation

Goal 1 – Citizen Involvement

Statewide Planning Goal 1 for Citizen Involvement requires that cities “*insure the opportunity for citizens to be involved in all phases of the planning process.*”

Findings:

Gresham’s Planning Commission acts as the Committee for Citizen Involvement (CCI) and has been involved in the project from the beginning of the project in 2022.

The public process included various outreach efforts including but not limited to web updates, interested parties email updates, stakeholder interviews, an online survey, open house, community workshops, focus groups, and work sessions with Planning Commission and City Council. The public was noticed of the Planning Commission and City Council Hearings through the project webpage, interested parties email update, e-newsletter and hard copy newsletter, and published in the *Gresham Outlook*.

Public comment may be submitted before or during the forthcoming Planning Commission hearing and City Council hearing. All those who submit comment on the proposed amendment receive a notice of decision.

Additional findings regarding Citizen Involvement can be found in Section III, Section 10.100 of this report.

Goal 2 – Land Use Planning

Statewide Planning Goal 2 for Land Use Planning requires cities, “*to establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions. This shall result in land use plans and implementation measures that are consistent with the land use plans.*”

Findings:

The City has a state-acknowledged Comprehensive Plan. Section III of this report describes findings and conclusions that the proposed Comprehensive Plan Text Amendments are consistent with applicable procedures and applicable goals and policies of the City’s

Comprehensive Plan.

Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces

Statewide Planning Goal 5 for Natural Resources, Scenic and Historic Areas, and Open Spaces requires cities to, “*protect natural resources and conserve scenic and historic areas and open spaces. Local governments shall adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations.*”

Findings:

In Volume 1 of the Comprehensive Plan, Appendix 43: Pleasant Valley Natural Resources contains a report which documents the Goal 5 process for Pleasant Valley that was begun during the Concept Plan and completed during the Implementation Plan project. The proposed amendments to the Pleasant Valley Plan District do not impact these provisions.

Goal 8 – Recreational Needs

Statewide Planning Goal 8 for Recreational Needs requires local governments “*to plan for the recreation needs of their residents and visitors.*”

Findings:

The original Pleasant Valley Plan District map included the locations of all the planned parks in Pleasant Valley, including one 29-acre community park and nine smaller neighborhood parks throughout the area. The Pleasant Valley Plan District map will include the locations of existing parks, while the remaining planned community park and neighborhood parks for Pleasant Valley will be included in the citywide Parks Master Plan. The Parks Master Plan identifies details related to planned parks, including the exact location and park facilities. The capital improvement program and Parks System Development Charge (SDC) methodology and project list already support their acquisition and development. Additionally, planned regional multiuse paths and trails in Pleasant Valley are identified in the City’s Transportation System Plan.

Goal 9 – Economic Development

Statewide Planning Goal 9 for Economic Development stresses the need to “*provide adequate opportunities throughout the state for a variety of economic activities vital to health, welfare, and prosperity of Oregon’s citizens.*” Specifically, OAR 660-009-0015 of Goal 9 calls for cities and counties in Oregon to amend their comprehensive plans to include an Economic Opportunity Analysis (EOA) that is described in the rule.

Findings:

Land in the Pleasant Valley Plan District was not considered in Gresham's Commercial Lands EO located in Appendix 5 of Volume 2 of the Comprehensive Plan, which found that Gresham's available land exceeded the projected land need. Therefore, the proposal does not impact the economic opportunity analysis. The consolidation of the two employment sub-districts (MUE-PV and EC-PV) into one flexible, mixed employment sub-district (ME-PV) is proposed to foster the most efficient use of the land which includes addressing current barriers to employment land development such as infrastructure and regulatory constraints.

Goal 10 – Housing

Statewide Planning Goal 10 for Housing requires cities to “*provide for the housing needs of citizens of the state.*” Goal 10 specifies that each city must plan for and accommodate needed housing. It requires each city to inventory its buildable residential lands, project future needs for such lands, and designate and plan sufficient buildable land to meet those needs.

Findings:

Gresham's 2021 Housing Capacity Analysis created a citywide buildable land inventory and capacity estimate, which included the Pleasant Valley plan area (including the roughly 541 acres already annexed into Gresham and the remaining roughly 991 acres that had not yet been annexed). The 2021-2041 Housing Capacity Analysis was designed to meet the requirements of State Goal 10 and contains the prevailing residential capacity estimate for the Pleasant Valley Plan District adopted as Volume 1, Section 4.800 in the Comprehensive Plan. The HCA found that Gresham has a large surplus of land and capacity for all housing types (the total capacity exceeds the 20-year projected need for new dwelling units, 6,229 units, by 6,380 dwelling units) with about one-third of Gresham's new dwelling unit capacity located in the Pleasant Valley. The proposed amendment reduces the land in the residential sub-districts by approximately 24 buildable acres due to the re-designation of some residential sub-district land containing a public space overlay to the new Public Land sub-district (PL-PV) to facilitate development of public uses such as schools. However, the City's capacity will continue to vastly exceed the projected 20-year need and additional residential flexibility has been added to mixed use sub-districts. In addition, updates to the Development Code that address housing variety in the residential sub-districts aim to increase opportunities for households of all income levels to live in housing affordable to them.

Additional findings regarding Housing can be found in Section IV of this report.

Goal 11 – Public Facilities and Services

Statewide Planning Goal 11 for Public Facilities and Services requires cities, “*to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development*”.

Findings:

The planning, coordination, and delivery of essential urban services in Pleasant Valley (and citywide), including water, wastewater, stormwater, parks, and transportation, are guided by the City's public facilities plans, Capital Improvement Program (CIP), Parks Master Plan, and Transportation System Plan (TSP). An intergovernmental agreement between Gresham and Portland facilitates coordinated governance, future annexations, and the provision of urban services. The proposed amendments do not alter or conflict with the City's public facilities plans, CIP, Parks Master Plan, and TSP. These guiding documents will continue to govern the planning, development, and maintenance of urban services in Pleasant Valley and the broader city.

Goal 12 – Transportation

Statewide Planning Goal 12 for Transportation requires cities, *"to provide and encourage a safe, convenient, and economic transportation system"*.

With the establishment of a new town center boundary, OAR 660-012-0325 states that, *"cities and counties considering amendments to comprehensive plans or land use regulations to adopt or expand a climate-friendly area...or a Metro Region 2040 center, must make findings, including a multimodal transportation study"*. Outside of the proposed town center, land use changes must go through transportation review consistent with OAR 660-012-0060 which states that, *"if an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures"* outlined elsewhere in the rule.

Findings:

The Pleasant Valley Transportation System Plan (PVTSP) was first established in 2005 and integrates local and regional planning efforts, including those from Metro, Portland, and Clackamas County. In 2019, the PVTSP was refined after evaluating alternatives to improve the functionality of the transportation network in Pleasant Valley. The preferred alternative, excluding the SE 174th extension, balances connectivity with system performance and regional planning goals. The proposed amendments to the Pleasant Valley transportation network retain the basic planned major road network while looking at minor adjustments to road alignments that better follow property lines, avoid natural resource areas, and provide greater feasibility for near-term development and access. The proposed updates maintain compliance with Goal 12 by supporting safe, efficient, and coordinated transportation planning to meet urbanization needs.

In response to OAR 660-012-0325, a multimodal transportation gap summary is included in Exhibit C of this staff report. The report includes a summary of the existing multimodal transportation network within the climate-friendly area (Pleasant Valley Town Center sub-district). The report includes a summary of the gaps in the pedestrian and bicycle networks in the climate-friendly area based on the summary of the existing multimodal transportation network and a list of proposed projects to fill the multimodal network gaps identified in the summary. Planned streets for the Town Center, and generally in Pleasant Valley, are required with development and must provide for all modes, including pedestrians and bicycles. Therefore, the planned transportation network in the town center meets the requirements of OAR 660-012-0325.

In response to OAR 660-012-0060, a trip generation report (attached as Exhibit D) was completed to determine whether a significant effect on the existing or planned transportation system in Pleasant Valley would occur. The trip generation associated with land uses allowed under the existing zoning was compared to those allowed under the proposed zoning for the areas outside of the proposed town center based on information provided in the Trip Generation Manual. Based on the report in Exhibit D, the proposed changes are expected to result in a net reduction in the trip generation potential of the properties proposed for rezone and therefore will not result in a significant effect on the transportation system.

Conclusion: The proposed amendments comply with the applicable Statewide Planning Goals 1 (Citizen Engagement), 2 (Land Use), 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces), 8 (Recreational Needs), 9 (Economic Development), 10 (Housing), 11 (Public Facilities and Services), and 12 (Transportation). As of the date of this report, DLCD has not contacted the City regarding the notice for these amendments.

VII. CONCLUSION

The proposed Community Development Plan text amendments included as Exhibit A are consistent with all applicable procedures, goals and policies of the Community Development Plan, applicable Titles of the Metro Urban Growth Management Functional Plan, and applicable Statewide Planning Goals as indicated by findings contained or referenced in Section VI of this report.

VIII. RECOMMENDATION

Staff recommends that the Planning Commission recommend **adoption** of the proposed Comprehensive Plan text amendments (CPA-24-00633) as contained in the attached Exhibit A based on the findings, conclusions, and recommendations in the January 2, 2025 staff report.

End of staff report