

# Development Code Strategies

## Gladstone Downtown Revitalization Plan

### 1. Incentivize mixed use and community-oriented retail development in the downtown core.

STRATEGY	EXISTING CODE	RECOMMENDATION AND RATIONALE	MIG Review
Establish a downtown core overlay zone	Development regulations apply uniformly across the C-2 zone.	<p><b>Establish a downtown core overlay zone to promote mixed use and community-oriented retail development.</b></p> <p>An overlay zone allows specific regulations to be modified for a small area to encourage or require specific development types. The C-2 zone covers a wide area with diverse types of development. The downtown core overlay would allow the City to encourage higher density mixed use development where market demand is highest and where it is most compatible with existing development – on properties fronting Portland Avenue between Exeter Street and Arlington Street. Further, the overlay zone can encourage retail storefront development to concentrate in a smaller area, contributing to a sense of place and marking the area as a destination for visitors.</p>	No Change
Require commercial uses on the ground floor in downtown core	Residential and commercial uses permitted throughout the C-2 zone. 17.18.020 17.18.040	<p><b>Require commercial uses on ground floor.</b></p> <p>The development code currently permits commercial and mixed-use development outright and residential development as a conditional use. Residential uses on the ground floor do not contribute to an active, interesting streetscape as effectively as commercial uses. As the downtown core is intended to concentrate retail activity, residential development should not be permitted on the ground floor. Residential dwellings on the upper floors, as in mixed-use development, would continue to be permitted.</p>	<p>Reevaluate recommendation to only consider commercial uses on ground floor of corner lots or similar standard (ex. limiting uses to commercial only may not be feasible while also limiting needed housing.)</p> <p>Apply this recommendation only to 'Downtown core' and allow residential uses on the ground floor for 'Mixed use corridor'</p>

<p>Reduce off-street parking requirements in downtown core</p>	<p><i>Commercial Uses</i> Retail, Bank, or Eating and Drinking Establishment: 1 space per 300 sq. ft. Office: 1 space per 370 sq. ft.</p> <p><i>Residential Uses</i> Multi-Family Residential: 1.5 spaces per unit 17.48.030, Table 1</p> <p>On-street parking spaces may count toward off-street parking requirement 17.48.030(1)(f)</p>	<p><b>Reduce off-street parking requirements.</b> The opportunity site analyses found that current off-street parking requirements hinder the potential for higher density, mixed use development. Additionally, in some cases, the parking requirements may be prohibitive for single-story commercial development. The code currently permits new development to count on-street spaces toward off-street requirements, but this does not offset the requirements enough to enable higher density, mixed use development on most sites.</p> <p>At the same time, on-street parking in the area is generally underutilized, based on a parking utilization study from 2008 and anecdotal observation throughout this project. By reducing off- street parking requirements, the City will promote more efficient use of land and enable new development to be feasible on more sites. The following parking requirements are recommended for new development in the downtown core area:</p> <ul style="list-style-type: none"> <li>• Residential: 0.5 parking spaces per unit</li> <li>• Office, Retail, Bank, or Eating and Drinking Establishment: 1 space per 600 sq. ft.</li> </ul>	<p>Reevaluate recommended parking ratios, may need to lower required parking standards</p>
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		<p>On-street parking spaces along the frontage of a proposed development could still be counted toward the off-street parking requirements.</p> <p>These requirements are substantially lower than existing requirements, however, they are recommended in the context of other recommended strategies and for managing parking supply and demand in the area:</p> <ol style="list-style-type: none"><li>1. First, the City is planning to site a public parking lot somewhere in the downtown core area in conjunction with the redevelopment of the City Hall and Library. This lot will accommodate longer-term users, such as employees of local businesses and visitors to the new City Hall and Library.</li><li>2. Second, on-street parking on Portland Avenue is regulated to encourage shorter parking periods and more turnover. For example, the City may enforce a 90-minute or two- hour time limit.</li><li>3. Third, the overlay zone limits these lowered requirements to properties fronting Portland Avenue in a four-block area, so that even if multiple new developments are constructed under the requirements, the overall impact on the utilization of on-street parking will be limited.</li></ol>	<p>Not considering changes to on-street parking</p> <p>Detailed recommendation on parking requirement for mixed use development (Live/work space) would clarify the required parking space.</p>
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## 2. Encourage attached single-family, multi-family, and mixed-use development throughout the Portland Avenue corridor

STRATEGY	EXISTING CODE	RECOMMENDATION AND RATIONALE	MIG Review
<p>Permit attached single-family, multi-family, and mixed-use residential development outright in the C2 zone</p>	<p>Residential dwellings are a conditional use in C-2 zone. 17.18.040(2)</p>	<p><b>Permit attached single-family and multi-family residential uses outright.</b> As noted above, commercial, or mixed-use development may not be economically feasible on many sites throughout the C-2 zone, particularly lots that do not front Portland Avenue. Additionally, higher density residential development would bring more residents and a larger customer base for local businesses, improving the business climate on the street.</p> <p>However, a proposed residential development would currently need to apply for a conditional use application in the C-2 zone. A conditional use application delays the permitting process and creates uncertainty, possibly deterring development. Permitting residential uses outright would remove some uncertainty from the development process.</p> <p>Concerns about the impacts or design of multi-family residential development could still be addressed through the existing Design Review process. All commercial and multi-family development are currently required to go through Design Review to demonstrate compliance with the city’s design standards (see</p>	<p>Reevaluate to consider only allowing multi-family residential?</p> <p>Allow (single-family and) multi-family residential uses for lots that do not front Portland Avenue. Or allow them on upper floors only, when fronting Portland Avenue.</p>

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		<p>17.80.021). Design Review includes a Planning Commission hearing. Concurrent to this change, the term “attached single-family” or “townhome” will need to be defined in the code. The term “single-family dwelling” is currently limited to detached housing. Alternatively, the definition of “multi-family dwelling” could be revised to include townhomes. Additionally, the code will need to establish whether attached single-family development is subject to Design Review, similar to multi-family development, or can be approved through an administrative decision, as is the current process for detached, single-family development and duplexes.</p>	<p>Definitions will be updated through middle housing code update</p>
	<p>Mixed use development permitted outright, but it is unclear if mixed-use that includes residential is permitted outright. 17.18.020(10)</p>	<p><b>Permit residential uses as part of mixed-use development outright.</b> Mixed-use development is permitted outright; however, given that residential dwellings are a conditional use, it is unclear if mixed-use development that includes residential dwellings are permitted outright. To reduce uncertainty, clarify that all mixed-use development is permitted outright, including development that includes residential units.</p>	<p>Like the ‘off-street parking requirement’ part, mixed-use development that includes residential units should be clearly discussed and described</p>
<p>Prohibit new single-family detached development in the C2 zone</p>	<p>Single-family residential dwellings are a conditional use in C-2 zone. 17.18.040(2)</p>	<p><b>Prohibit new single-family detached development.</b> The primary objective of the C-2 zone is to encourage commercial, mixed use, and multi-family residential development in the Portland Avenue corridor. As noted above, higher density residential development is important to the revitalization of the corridor because it expands the customer base for local businesses. New detached, single-family residential development in the C-2 zone would not increase overall density of the corridor, and thus not contribute to the district’s revitalization.</p> <p>Additionally, the C-2 zone is surrounded by a much larger area that is zoned R-5, a primarily single-family zone, so significant land capacity is available for single-family residential development. Preserving land in the C-2 zone for higher density residential, commercial, or mixed-use development is consistent with the revitalization goals of</p>	<p>No change</p>

		<p>this plan. Renovation, replacement in the event of destruction, or expansion of an existing single-family dwelling would continue to be permitted under the City’s existing provisions for non- conforming uses. See 17.76.020(6) and (8).</p>	
<p>Reduce off-street parking requirements in the C2 zone</p>	<p><i>Commercial Uses</i> Retail, Bank, or Eating and Drinking Establishment: 1 space per 300 sq. ft. Office: 1 space per 370 sq. ft.</p> <p><i>Residential Uses</i> Multi-Family Residential: 1.5 spaces per unit 17.48.030, Table1</p>	<p><b>Reduce off-street parking requirements</b> As noted above, current off-street parking requirements reduce or eliminate the potential for some forms of higher density development. This can include single-family attached and multi-family developments, such as townhomes, duplexes, or small-scale apartment buildings. The requirements recommended for the downtown core are intended to incentivize new development while employing other strategies to manage parking supply. Given that these parking management strategies (new public parking lot, time-limited parking) may not be appropriate for the</p>	<p>Include Single-family attached?</p>

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	<p>On-street parking spaces may count toward off-street parking requirement 17.48.030(1)(f)</p>	<p>entire C-2 zone, the off-street parking requirements outside the downtown core should be higher.</p> <p>The following minimum parking requirements are recommended for the C-2 zone, outside of the downtown core:</p> <ul style="list-style-type: none"> <li>• Residential: 1 space per dwelling unit</li> <li>• Office, Retail, Bank, or Eating and Drinking Establishment: 1 space per 600 sq. ft.</li> </ul> <p>These requirements will improve the potential for many types of higher density development while appropriately managing the utilization of on-street parking. Some of the highest density developments allowed under the C-2 zone may not be able to meet these requirements, but additional reductions may be approved through discretionary processes where appropriate.</p>	
	<p>No parking requirement specific to live/work uses</p>	<p>To address growing demand for live/work development, a parking standard should be developed to specifically address this use. Under the current code, the parking requirement would be a combination of the residential and commercial use. However, the commercial space within the unit may be predominantly used by the residential occupant. Typical commercial parking requirements are based on accommodating spaces for both employees and visitors. The requirement should be calculated to include the residential unit, but the requirement for the commercial space should be reduced. The following standard is recommended:</p> <ul style="list-style-type: none"> <li>• Residential: 1 space per unit</li> <li>• Commercial: 1 space per 1,000 square feet</li> </ul>	<p>Downtown core is recommended to require 0.5 parking spaces per unit. Live/work development can happen in both Downtown core and mixed-use corridor. Should we reduce it to 0.5 space per unit when live/work developments locate in downtown core?</p>

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	<p>No reductions in parking requirements for affordable housing.</p>	<p><b>Reduce parking requirements if a development includes affordable housing.</b></p> <p>Affordable housing for low-income or very low-income people continues to be a challenge across the Portland metro area.</p> <p>Given that lower income people are less likely to own a vehicle or own fewer vehicles per household, and that development in the C2 zone is near transit, a reduction in the minimum parking requirements for affordable housing units may be appropriate.</p> <p>For example, the requirement could be reduced from 1 space per unit to 0.5 spaces per unit. This ratio was found to enable 3-story mixed use development on a 10,000-square foot site, a common lot size in the corridor. Two additional elements of the policy would need further consideration:</p> <ul style="list-style-type: none"> <li>• Eligibility: Units could be defined as affordable if they are affordable to those earning 60% or 80% of the Area Median Income (AMI, established by the US Department of Housing and Urban Development).</li> <li>• Scope: The reduction could apply to every affordable unit that is provided, or could apply to the entire development if only a portion of the units are affordable. If applied to the whole development, a threshold would need to establish the share of units that must be affordable units for the reduction to take effect.</li> </ul>	<p>It would be reasonable to reduce parking requirements when a development with affordable housing locates near transit. Not based on the assumption that lower income people are less likely to own a vehicle.</p>
<p>Modify development standards for residential uses to support wider range of development types</p>	<p>Setback requirements:</p> <ul style="list-style-type: none"> <li>• Front: 20'</li> <li>• Side: 5'</li> <li>• Rear: 15'</li> </ul> <p>17.12.050(2)</p>	<p><b>Reduce front setback requirement to 5'.</b></p> <p>The current front setback requirement of 20' constrains potential for some housing types, including townhomes, duplexes, and small-scale apartment buildings. In many cases, a more attractive and economical site layout is to place the building closer to the front lot line. This opens more space in the rear for parking and, if designed appropriately, creates street a frontage that engages the interest of pedestrians. Consider reducing the minimum front setback for residential uses to 5'. Concurrently, develop design standards specific to ground floor residential with a small front setback, as recommended below.</p>	<p>No Change</p>



	<p>Minimum landscaping standard:</p> <ul style="list-style-type: none"><li>• 20% of lot area for multi- family 17.12.050(4)</li><li>• 15% of lot area for all other development 17.46.020</li></ul>	<p><b>Reduce landscaping standards for C-2 zone.</b></p> <p>The code currently requires at least 20% of the lot area be landscaped for all multi-family dwellings, or 15% for all other types of development. This standard may be prohibitive for higher density development, particularly in combination with off- street parking requirements and on smaller sites. Further, this degree of landscaping is not consistent with the vision of downtown Gladstone of a more urban, Main Street character.</p> <p>Many small towns exempt development in the downtown area from landscaping requirements in order to promote efficient use of land and a more urban character. To promote efficient use of land while maintaining compatibility with surrounding development, the landscaping standards for the C-2 zone can vary depending on if the property is fronting Portland Avenue, as follows:</p>	<p>While the recommendation to eliminate landscaping requirement is desirable and align with the vision of Downtown Gladstone, alternative design guide or standard to maintain or improve the entire streetscape of downtown area would be beneficial.</p>
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		<ul style="list-style-type: none"> <li>• Development fronting Portland Avenue: No minimum landscaping requirement</li> <li>• All other development: 10% of site</li> </ul>	
	<p>Parking lot landscaping standards:</p> <ul style="list-style-type: none"> <li>• 10' strip adjacent to street</li> <li>• 5' strip adjacent to parking on another lot</li> <li>• Minimum of 10 sq. ft. of landscaping per parking space (if over 10 spaces)</li> </ul> <p>17.46.020(2)</p>	<p><b>Reduce parking lot landscaping requirements for C-2 zone.</b></p> <p>Landscaping requirements within parking areas may be difficult to meet for many types of development. While landscaping is an effective way to soften the visual impact of parking lots, extensive landscaping may not be appropriate for the urban character of the Portland Avenue corridor. Consider the following amendments to the parking lot landscaping requirements within the C-2 zone:</p> <ul style="list-style-type: none"> <li>• Reduce landscape strip requirement to 5', whether adjacent to street or another parking area.</li> <li>• Exempt development in the C-2 zone from minimum overall parking lot landscaping standard.</li> </ul>	No Change
	<p>Minimum lot area standard: 2,500 sq. ft. per dwelling unit</p> <p>17.12.050(1)</p>	<p><b>Reduce minimum lot area to 1,000 sq. ft. per dwelling unit for residential development and provide exemption for mixed-use development.</b></p> <p>Existing minimum lot area standards are less prohibitive than off- street parking or landscaping requirements. However, in some cases, a proposed development may be able to meet the parking and landscaping standards yet not be permitted due to the minimum lot area standards. Given the emphasis on encouraging higher density development in the corridor, consider lowering the minimum lot area to 1,000 sq. ft. per dwelling unit. This allows for the possibility for developments of higher density, provided the development can satisfy parking standards and other design requirements.</p> <p>To encourage mixed-use development, provide an exemption from the residential density standard. Density is effectively limited for mixed-use development because it is limited to the</p>	<p>Remove the minimum lot area or reevaluate whether the minimum lot area of 1,000 sqft is appropriate.</p>

		upper floors, and through other regulations, including the height limit and off-street parking standards.	
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### 3. Maintain and enhance standards that promote compatibility with existing development

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<p>Maintain existing height limit while allowing for variation in building design</p>	<p>35' height limit (excludes projections) 17.18.060(3)</p>	<p><b>Maintain 35' height limit, but allow for heights up to 40' if the ground floor height is at least 15'.</b></p> <p>The community expressed concern that new development over three stories would be incompatible with existing development. Most buildings in the study area are 1-2 stories. However, some buildings may be 3 stories tall yet exceed 35' because the ground floor is higher than the upper floors in order to create more attractive retail spaces. Ground floors that are at least 15' high create more inviting and visible retail spaces, consistent with the goals of this plan</p>	<p>Reevaluate to allow 4 stories outright. For a building with 3 stories, if the ground floor height is 15 feet or higher, each floor may have a height of less than 10 feet.</p>
	<p>Allowance for additional story above 35' if automatic sprinkler system is provided. 17.18.060(3)(a)</p>	<p><b>Eliminate height bonus for sprinkler system installation.</b></p> <p>The current code allows for one additional story above the 35' height limit if an automatic sprinkler system is installed, pursuant to Section 506 of the Oregon Structural Specialty Code. This bonus is inconsistent with the community vision that the height of new development be three stories or less to be compatible with existing development. Additionally, regulations intended to address fire and life safety are more appropriately addressed through the building code.</p>	<p>No Change</p>
<p>Clarify and strengthen design standards</p>	<p>No design standards for ground floor residential.</p>	<p><b>Develop design standards specific to residential uses with a small front setback.</b></p> <p>As recommended under strategy #2, the minimum front setback for residential uses should be reduced to permit a wider range of attached single-family and multi-family housing types. Design standards should be developed that promote pedestrian-oriented frontages where residential uses are close to the sidewalk, such as limiting garages to a percentage of total façade, limiting the number of driveways, requiring garages to be setback further than the main entrance, and requiring stoops, patios, porches, windows, and landscaping to create interesting street frontages.</p>	<p>No Change</p>

	<p>Drive-throughs permitted 17.18.050(1)</p>	<p><b>Prohibit drive-throughs in the C2 zone.</b> Drive-throughs promote vehicular use of the corridor, conflict with non-motorized uses, and do not fit with the desired character of Portland Avenue.</p>	<p>No Change</p>
	<p>Flat roofs not permitted for multi-family buildings 17.44.022(3)</p>	<p><b>Allow flat roofs with appropriate architectural treatments.</b> Flat roofs can look attractive be consistent with a traditional aesthetic. Consider allowing flat roofs if used with a cornice, parapet, ornamentation, or other treatments.</p>	<p>No Change</p>
	<p>Ground floor window standards:  <ul style="list-style-type: none"> <li>• 50% of length</li> <li>• 25% of wall area</li> </ul> 17.44.024(1)</p>	<p><b>Increase minimum ground floor window standards.</b> The code generally requires that windows make up 50% of the width and 25% of the area of the ground floor frontage. A higher minimum standard, such as 60% of the width of the ground floor frontage, may be more appropriate for a storefront commercial street such as Portland Avenue.</p>	<p>No Change</p>
	<p>Location of primary entrance not required to be adjacent to sidewalk on Portland Avenue 17.18.050(5)(b)</p>	<p><b>Specify primary entrance location should be adjacent to sidewalk on Portland Avenue.</b> The existing code allows for the primary entrance to be setback from the street. To promote pedestrian-oriented design, the code should specify that the primary entrance should be adjacent to the sidewalk on Portland Avenue.</p>	<p>No Change</p>