



memo portland

to **Jacque Betz, City of Gladstone, and John Southgate**
from **Jon Pheanis and Keegan Gulick, MIG**
re **Proposed Amendments to the C-2 Zoning District and New Downtown Overlay Zone**
date **05/17/2022**

The Downtown Gladstone Revitalization Plan (The Downtown Plan) contains recommendations for amendments to Title 17 of the Gladstone Municipal Code to implement the City's vision for the Portland Avenue corridor in the downtown core. This memo highlights major aspects of the proposed changes to the Municipal Code, including any differences between proposed changes and Downtown Plan recommendations.

Overview of the Downtown Core Overlay

The Downtown Revitalization Plan (adopted by City Council in 2017) recommends the creation of a new zoning overlay district in Gladstone's downtown core to encourage development that is walkable, mixed-use, and higher density than the underlying C-2 zoning district. The Downtown Core Overlay Zone would also provide design standards to ensure that new development compliments the existing buildings downtown. The overlay zone would add an increased height allowance for buildings with a 15' floor to ceiling height on the ground floor, a requirement for non-residential ground floor uses, maximum parking ratios but no or low minimum parking ratios, and site and building design standards. The overlay zone is intended for more downtown-specific uses than the C-2 district. In situations where there is a conflict between the C-2 zone and Downtown Core Overlay, the overlay zone would apply. Please see Attachment A to this memorandum for a list of all the code amendments recommended in the Downtown Revitalization Plan.

Overview of the C-2 Zone Amendments

Included in the Downtown Plan are recommended amendments to the underlying C-2 zone. Mixed-use development and middle housing types would be added as permitted in the C-2 district where they are currently not allowed. Proposed changes also include amending dimensional standards such as a reduced minimum setback for residential uses. Another amendment to the C-2 zone would be an allowance for a reduction in the minimum number of required

parking spaces if a new development provides affordable housing and is in close proximity to a transit station. On-street parking spaces could also be counted towards the minimum number of required parking spaces if they are adjacent to the development. There are no suggested changes to the Zoning Map. Except for the changes listed below, these amendments are consistent with the recommendations of the Downtown Revitalization Plan.

Suggested Changes from Downtown Plan Recommendations

The proposed amendments include three general refinements to Downtown Revitalization Plan recommendations.

- Allow for broader range of uses on the ground floor: The proposed amendments include allowing non-residential uses on the ground floor. The Downtown Revitalization Plan recommends that new development be required to have retail uses on the ground floor in the downtown overlay zone. However, by limiting the ground floor uses to only retail, some uses that would be appropriate for an activated downtown space would be excluded such as professional offices or a ground floor lobby/recreational space for residents of apartments. In addition, retail uses may not be feasible especially given market changes in demand for store-front retail.
- Permit a broader range of housing types in Downtown: In the Downtown Core Overlay zone, residential uses are only permitted as a part of a mixed-use development. The intent of this standard is to ensure that high density, mixed-use developments are located along Portland Avenue. Allowing lower density uses such as single-family or middle housing in the downtown core zoning district would be inconsistent with the goals of the downtown revitalization plan.
- Restrict future single-family residential development in Downtown: The Downtown Plan recommends that attached single-family and multi-family uses be allowed outright in the C-2 zone. Currently, residential uses require a conditional use in the C-2 zone. The C-2 zone is intended to accommodate higher intensity uses and serve a larger population than other zoning districts. Because the intent of the C-2 zone is to support higher density, allowing detached-single family uses to this zone would be inconsistent with the goals of increasing density in this area.
- Minimize presence of off-street parking: For buildings that face Portland Avenue, the amendments propose all required off-street parking within a building to be setback at least 20' behind the street facing building façade. Since non-residential uses are proposed on the ground floor, this

additional setback for parking areas within a building is intended to ensure that a use other than a parking garage is along the ground floor of a building along Portland Avenue.

Additional Potential Changes to the Downtown Plan

These suggested amendments include three specific changes from Downtown Plan recommendations for your consideration.

- Increasing the maximum height allowance to four stories, not to exceed 50 feet. The proposed Downtown Overlay zone would allow a maximum height of three stories, not to exceed 35 feet, with an increased height to 40 feet if the ground floor has a floor to ceiling height of at least 15 feet. To increase the financial feasibility of redevelopment in the downtown overlay district, it would be beneficial to increase the maximum height allowance to four stories, not to exceed 50 feet. The reason for this suggestion is because keeping the maximum height at 40 feet with a 15' floor to ceiling height may not provide sufficient incentive for redevelopment. Increasing the maximum height to 50 feet would be consistent with the goals and intent of the overlay district and lead to more redevelopment opportunity. Any new developments will still abide by the building form and design standards required by the overlay zone.
- Eliminate minimum parking requirements in the Downtown Overlay Zone. There are a growing number of cities around Oregon (including North Bend, Madras, and LaGrande, to name a few) that have no minimum parking requirements in their downtowns. Gladstone's proposed Downtown Overlay Zone is intended to provide walkable and pedestrian friendly development in Gladstone's downtown core. Eliminating minimum parking requirements would be consistent with the goal of a less car-dependent, more pedestrian friendly downtown. Requiring parking creates a significant cost for any new development. By eliminating parking, the cost of development would be reduced, which increases the feasibility of new development and implementing the vision of the Downtown Revitalization Plan. The City may want to limit implementation of a zero parking standard if combined with other parking management strategies such as increased parking enforcement and improved access to transit.
- Extend the boundaries of the Downtown Overlay zone. The overlay zone is proposed to be bound by W Exeter Street and W Arlington Street. Only parcels that have frontage on Portland Avenue would be within the proposed overlay zone. The Downtown Revitalization Plan Study Area included a much wider range of properties. There are several commercial

and multifamily structures within the study area that are not included in the proposed overlay zone. There is an opportunity to expand the overlay zone to the north or to the side streets, so the district encompasses more properties. This would create a more comprehensive overlay zone by including more properties than the immediate downtown core and provide more opportunities for redevelopment.