



August 2020 PLANNING COMMISSION MEETING

Agenda Item No. 3

TXT-2020-02 Proposed Code Amendments

Section 17.18.070 **Additional Background**

- Gladstone Downtown Revitalization Plan was adopted by City Council through Ordinance 1486 and serves to guide code amendments in the downtown area.
- **Reduce minimum off-street parking requirements.** The 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. 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. This plan recommends parking requirements be reduced throughout the C-2 zone and further reduced in the downtown core overlay.

Figure 11: Downtown Revitalization Framework



Figure 12: Recommendations Structure

	Streets and Transportation (public side)	Site Development (private side)
Mixed-Use Corridor (Abernethy to Exeter)	<ul style="list-style-type: none"> • Road reconfiguration to two lanes with bicycle lanes and parallel parking; maintain existing curb • Gateway and wayfinding improvements, especially related to access from highways and Trolley Trail connections 	<ul style="list-style-type: none"> • Development spurred by changes to the C2 development zoning code
Downtown Core (Exeter to Arlington)	<ul style="list-style-type: none"> • Full streetscape project with a two-lane shared configuration and parallel parking • A downtown plaza focused on a curbside "festival street" between Exeter and Clarendon 	<ul style="list-style-type: none"> • A "downtown" overlay to the modified C2 zone allowing additional by-right development and further reducing parking requirements • Possible City Hall / Library project (needing further study)
Elsewhere	<ul style="list-style-type: none"> • Potential replacement bridge over the Clackamas River (needing further study) 	<ul style="list-style-type: none"> • Potential expanded and improved Ames Riverfront Park (needing further study)

Section 17.18.070 Proposed Change -

(1) Where one commercial use allowed outright is substituted for another commercial use in an existing building and the building is not expanded by more than ten percent (10%) of the floor area used for commercial purposes on January 1, 1980, no more off-street parking shall be required than was possessed by the previous commercial use. Where successive expansions of a building are proposed, the total area of all expansions shall not exceed the ten-percent (10%) standard.

Section 17.18.070 Proposed Change -

- (2) If a community service facility ~~or civic use~~ allowed outright is substituted for another community service facility on the same property, whether in the same building(s) or a new building(s) (and the total lot coverage is not expanded by more than 10% of the lot coverage of the prior building(s) on the property), no more off-street parking shall be required than was possessed by the previous facility or use.



17.06.275 Lot coverage.

“Lot coverage” means the area covered by a building or buildings on a lot, expressed as a percentage of the total lot area.

Section 17.18.070 Example-

The library planned for the old City Hall site is an example of a community service facility being re-developed

- Previous City Hall Building covered most of the 9147.6 square foot lot
- Proposed new library is planned at 6,000 square feet regardless of design
- Therefore, the new building will be significantly smaller than the current structure.



Section 17.18.070 Proposed Change Continued -

~~(2)~~(3) When an existing residence in the C-2 zoning district along Portland Avenue is converted to commercial or mixed use development, additional off-street parking shall not be required, subject to the following standards:

- (a) The new commercial use shall not exceed a “B” occupancy rating as described in the Oregon Structural Specialty Code or its successor and shall be identified in GMC Section 17.18.020 (2), (5) or (8);
- (b) Signs shall be on-building and indirectly illuminated;
- (c) The use shall generate low traffic volumes and require minimal off-street parking; and
- (d) Structures and landscaping shall retain a residential appearance.

Community Service Facility - 17.18.020 (9) "Community service facility such as a fire station, library, community center, park, utility facility or meeting hall."

Gladstone Municipal Code - Section 17.68 establishes the authorization for amendments and zone changes. **Section 17.94.060** specifies that the Planning Commission shall hold a public hearing and make a recommendation to the City Council

Gladstone Comprehensive Plan -

Transportation Goal:

"To promote a safe, efficient and convenient multi-modal transportation system that emphasized mass transit and a street circulation pattern designed to serve people first."

Policy 1: "Promote decreased reliance on the private automobile"

Gladstone Comprehensive Plan -

Facilities And Services Goal:

“To provide and maintain needed facilities and services in a timely, orderly and efficient manner to serve urban development in the Gladstone area.”

Policy 9: “Continue to coordinate library services with Clackamas County to ensure that they keep pace with present and future resident demand.”

Policy 10: “Continue to espouse a policy of concentrating library facilities and services in the existing central location.”

Statewide Planning Goals and Guidelines -

Goal 1: Citizen Involvement

Goal 11: Public Facilities and Services

Goal 12: Transportation

RECOMMENDATION

Planning staff are recommending Approval of the proposed text changes to 17.18.070 to support the re-development of community service facilities in the C-2 zoning district.

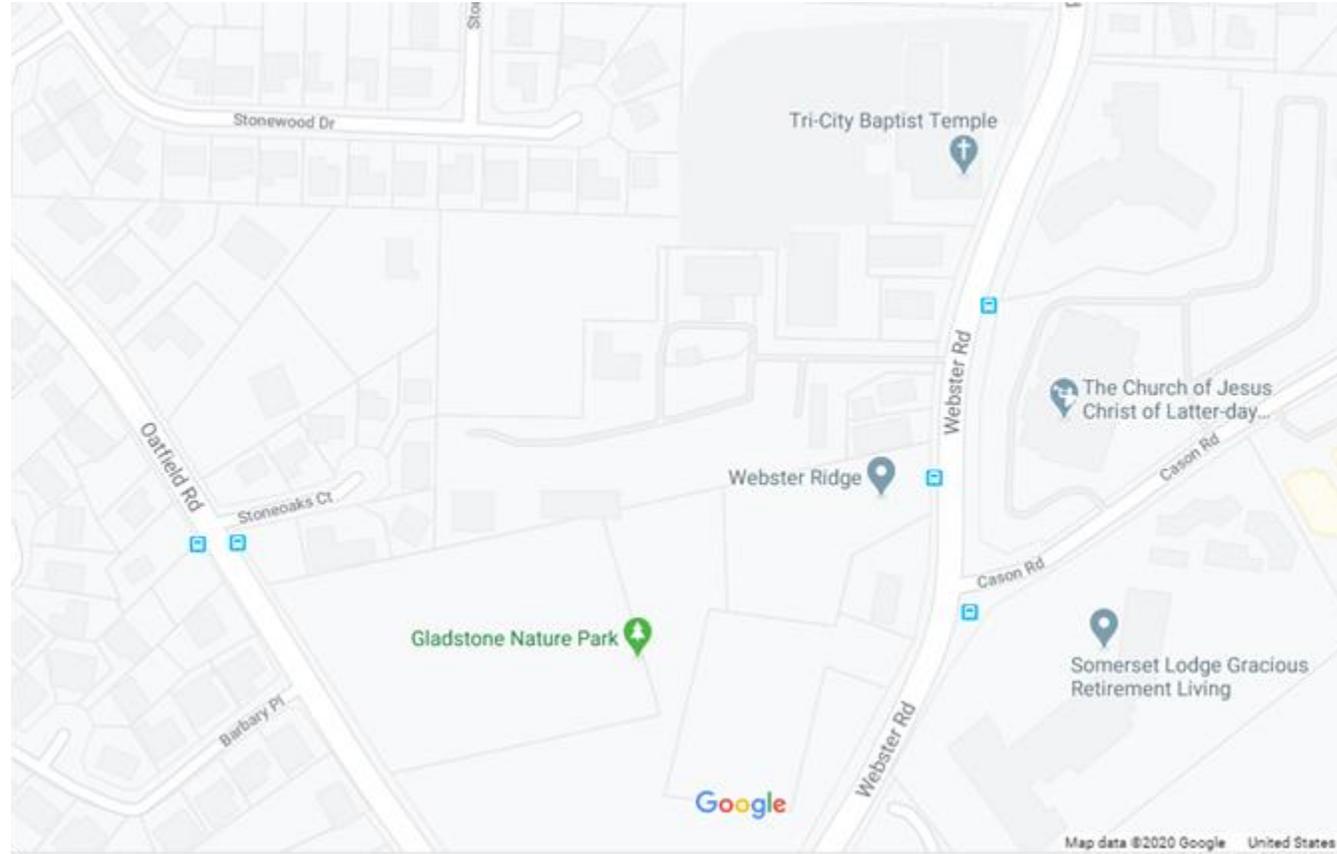


August 2020 PLANNING COMMISSION MEETING

Agenda Item No. 4

20149-20-D/CP Rezoning and Comprehensive Plan Amendment

Project Location: 18085 Webster Road



Proposed Project: rezone 1.04 acres of R7.2 land to MR and therefore change the zoning map and amend the Comprehensive Plan to reflect this new zoning designation.

Project Site

- **Zoning Designation:** R7.2
- **Comprehensive Plan Designation:** Low Density
- **Property size:** 2.79 acres (2.12 acres of R 7.2 and 0.85 acres of MR)

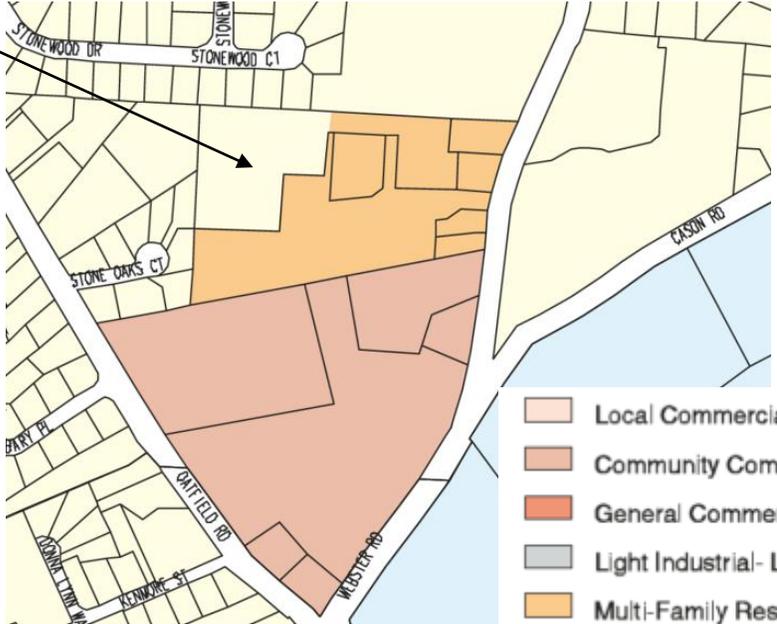


Property is not subject to any environmental overlays

1.04 acres proposed rezoning



Zoning Map Excerpt



- Local Commercial - C1
- Community Commercial - C2
- General Commercial - C3
- Light Industrial - LI
- Multi-Family Residential - MR

- Office Park - OP
- Open Space - OS
- Single-Family Residential - R-7.2
- Single-Family Residential - R-5

Public Noticing:

- Sent to the applicant, the owner of the subject property and owners of record as identified on the most recent Clackamas County property tax assessment roll of property located within two hundred fifty (250) feet of the subject property.
- Sent notice to DLCD
- Sent notice to the Clackamas Review

Comments Received from:

- City of Gladstone Fire, and Engineering. Neighbor also provided comments

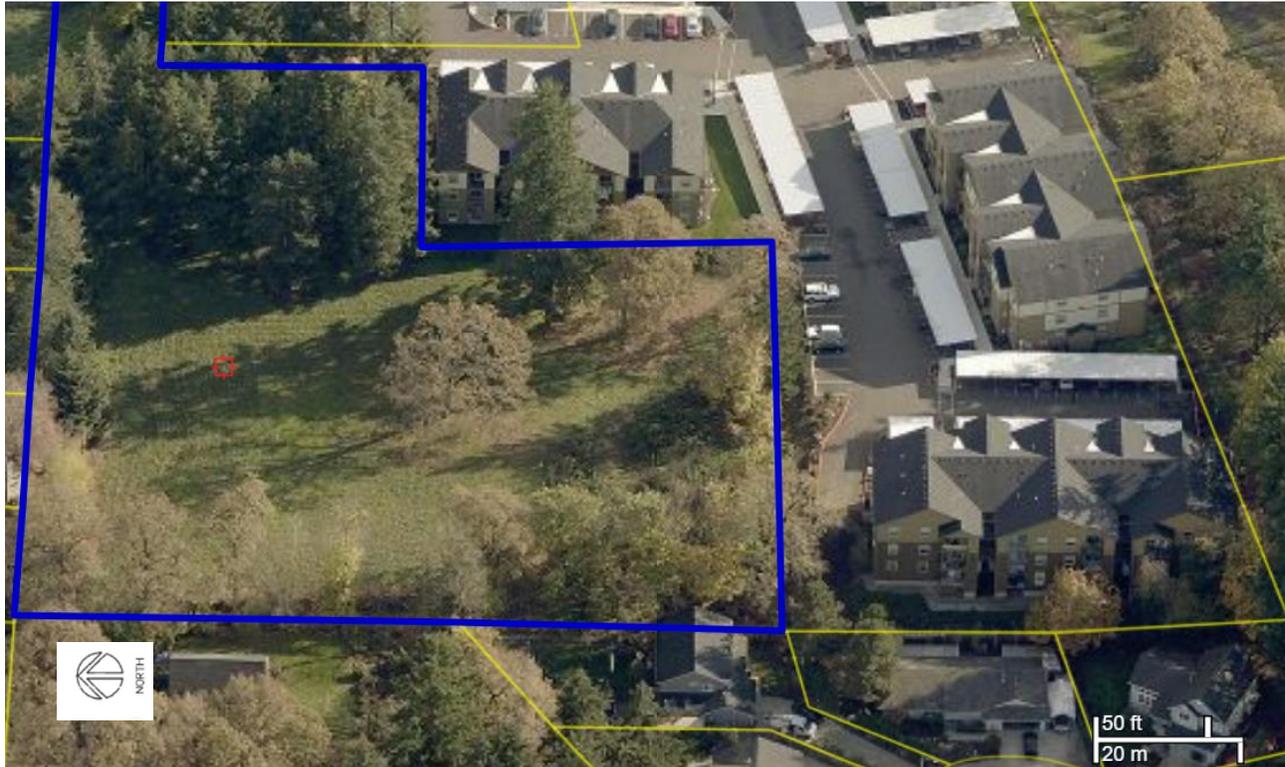
17.68.010 Authorization to initiate amendments:

2) An amendment to the Zoning Map or to the Comprehensive Plan Map may be initiated by:

- (a) The City Council;
- (b) The City Planning Commission;
- (c) The City Administrator or his designee; or
- (d) By application of a property owner, contract purchaser or authorized agent of the subject property.

Existing image of proposal area

Adjacent to the Webster Ridge Apartments. Sanitary sewer, storm sewer and water are in place and serve the property and the adjacent property



17.68.020 Review process.

DIVISION VII. ADMINISTRATIVE PROCEDURES

17.94.060 Planning Commission decisions.

(1) A public hearing shall be held before the Planning Commission and a recommendation made by the Planning Commission to the City Council on the following types of applications:

(a) Annexations;

(b) Zone changes;

(c) Comprehensive plan amendments;

(d) Amendments to the text of this title, unless the City Council finds that an emergency exists requiring only a hearing before the City Council on the amendment.

(e) Requests for revocation, pursuant to GMC Section 17.94.100 (revocation of approvals), of previous application approvals granted by the city;

(f) Map amendments pursuant to GMC Section 17.27.080 (map administration) or GMC Section 17.29.080 (map administration).

17.68.040 Conditions.

(3) Type of conditions. Conditions may include special measures designed to limit use or density, screen or separate buildings or portions of the site from adjoining property; limit access from important thoroughfares or through residential areas; provide additional right-of-way for an abutting street, preserve or provide public access to greenspace, floodplains, or river frontage; improve bicycle or pedestrian safety and connectivity; or improve transit capacity and efficiency.

(4) No variance of ordinance standards. In connection with the adoption of a zoning amendment, ordinance standards may be varied only when the Planning Commission finds that the development proposed and covered by specific limiting conditions will provide benefits and safeguards equal to or better than those possible under a strict interpretation of the zoning ordinance. In no case shall a use not specifically permitted within the zoning district be allowed under this section and Section 17.68.050. When circumstances as described in GMC Section 17.72.020 (circumstances for granting) exist, the regular variance procedures shall be followed.

III. SPECIAL CONDITIONS

- 1. Future Use.** The 1.04 acres that are to be rezoned shall be developed with land uses customarily considered accessory to Multifamily residences per 17.14.030 in addition to recreational uses per 17.68.040.
- 2. Lighting.** The future development of the site shall provide limited lighting per 17.44.020(5) and (6). Any lighting installed shall be the minimum amount required to meet the City of Gladstone Public Works requirements.
- 3. Screening.** The project currently has a retaining wall at the southwestern edge of the property closest to Stone Oaks Ct. To provide screening from adjacent neighbors, an exception to 17.14.030, fence and wall height, will be granted by the Planning Commission and the applicants shall install a six foot (6') fence on top of the retaining wall prior to receiving building permits for additional development on the rezoned portion of the parcel per 17.68.040. A six foot (6') landscaping screen may be substituted for a fence if the integrity of the retaining wall can be maintained.

17.68.050 Evidence supplied by applicant.

The applicant seeking a zoning map change pursuant to the provisions of GMC Section [17.68.010](#) must show by a preponderance of the evidence all of the following, unless otherwise provided for in this title:

(1) Granting the request fulfills a public need; the greater departure from present development policies or land use patterns, the greater the burden of the applicant:

- The Application proposed to eventually increase the availability of recreational/open space to Webster Ridge residents and by extension, increase the health and wellbeing of the City's residents;
- A buildable land inventory ("BLI") and a preliminary housing needs analysis ("HNA") was completed by ECONorthwest in September 2019 and showed the subject Property as "Partially Vacant" in the BLI;
- Ultimately, the HNA report calculates that the High-Density Residential designation has a deficit capacity of 80 dwelling units, meaning there is a deficit of three acres of High-Density Residential land in Gladstone;

17.68.050 Evidence supplied by applicant. Continued

- With the proposed condition of approval prohibiting additional dwelling units on the subject property, the Application will neither increase nor decrease the City's supply of buildable High-Density Residential land. It will, however, facilitate occupancy of 15 available multi-family units in the City, which is consistent with the need shown in both the 1979 and 2019 housing needs analyses;
- The “departure from present development policies or land use patterns” associated with the Application is limited. The subject property is unlikely to be developed for its zoned single-family uses because it is owned by a church and because there are no local street connections available to it from outside of the church property. Utilizing the proposed part of the Church property closest to the apartment complex for an accessory multi-family use with surrounding open space and single story garages for buffers to the surrounding residential neighborhood will be less intrusive than developing the entire church parcel at the current single family and townhome zoning density.

17.68.050 Evidence supplied by applicant. Continued

(2) The public need is best carried out by granting the petition for the proposed action, and that need is best served by granting the petition at this time.

- The Webster Ridge Apartment Complex is not fully occupied due to the lack of parking based on the experience of the property manager, and move out interviews.
- The Applicant has not conducted a survey of current residents.
- Each apartment is assigned one parking space. For the month of April, 2020, aside from the four (4) rented garages, the remaining surface parking spaces included four (4) ADA spaces and 63 undesignated spaces, which were available to residents with a second vehicle and visitors on a first-come, first serve basis.
- Most units have at least two adult occupants, for an average of 1.54 persons per unit. The April, 2020 resident parking demand for 107 occupied units was 156 vehicles, which equals 1.46 spaces per unit.

17.68.050 Evidence supplied by applicant. Continued

(2) The public need is best carried out by granting the petition for the proposed action, and that need is best served by granting the petition at this time.

- For the 122 units in Webster Ridge, the minimum parking under current standards is 183 spaces (1.5 spaces per unit). Although Webster Ridge has 183 spaces, less than 170 are typically available, additional vehicles and to serve tenants once parking for staff, maintenance personnel, garages, ADA spaces are considered. Three (3) garages are reserved for apartment maintenance. Two (2) garages were early leases to tenants without requirements that they be used for parking, and they are currently being used for storage,... leaving about 18 spaces in April, 2020 available for staff, visitors and undisclosed vehicles.
- The proposed future surface parking, garage, storage and open space area uses would be accessory uses for the existing Apartments. GZO 17.06.015 defines “accessory use” as a “use or structure incidental and subordinate to the main use of the property and located on the same lot as the main use.”

17.68.050 Evidence supplied by applicant. Continued

(2) The public need is best carried out by granting the petition for the proposed action, and that need is best served by granting the petition at this time.

- The R-7.2 and MR zones require accessory uses to be accessory to uses listed in those respective zones. GZO 17.14.020 (MR zone) and GZO 17.10.020 (R-7.2 zone). Because there is no space on the Apartment site for additional parking, this Application is necessary to allow accessory parking on the subject property.
- Approval of this Application will be followed by a lot line adjustment request to combine both MR-zoned areas into a single lot.

17.68.050 Evidence supplied by applicant. Continued

(3) The proposed action is consistent with the comprehensive plan and Metro's Functional Plan (Metro Code 3.07), and the Transportation Planning Rule (OAR 660-012-0060).

Land Use Planning Goals: "To provide and maintain a high standard for Gladstone's quality of life." And "To ensure a factual base for land use decisions and actions and to establish a planning process and policy framework for this purpose."

Residential Use Policy:

5. Allow housing types ranging from low to high density units, providing for variation in the design of housing units.

- It is unclear from the quantitative data provided in the application whether it is accurate that the 15 vacant apartment units would be filled if there was more parking.
- In April, the vacant apartments were primarily one bedroom units.
- However, the qualitative data from the experience of the property manager and previous residents are valuable to consider.

17.68.050 Evidence supplied by applicant. Continued

(3) The proposed action is consistent with the comprehensive plan and Metro’s Functional Plan (Metro Code 3.07), and the Transportation Planning Rule (OAR 660-012-0060).

Housing Goal: “To meet the housing needs of all segments of the population through optimum utilization of housing resources for the construction, rehabilitation and maintenance of the diversity of housing types at appropriate locations, price ranges and rent levels, while preserving and enhancing the integrity and identity of existing residential neighborhoods.”

Policy 2: Promote the development of high density housing around commercial and/or industrial centers served by mass transit transfer stations.

- The Webster Ridge apartments have a number of TriMet bus stops nearby—including northbound and southbound Webster and Cason stops, as well as a stop at the 1800 blk of Webster Road. TriMet bus lines 31 and 32 also have stops nearby on Oatfield Road.
- This provides residents with access to alternative transportation and commercial areas of town

17.68.050 Evidence supplied by applicant. Continued

(3) The proposed action is consistent with the comprehensive plan and Metro's Functional Plan (Metro Code 3.07), and the Transportation Planning Rule (OAR 660-012-0060).

***Housing Goal:** Policy 4: Promote the upgrading and preservation of existing housing units and neighborhoods, with special emphasis on historically significant homes.*

Work with Clackamas County in applying for federal funds for housing and neighborhood rehabilitation and improvements.

Work with the building industry, lending institutions and school district in rehabilitation and/or maintenance programs.

Explore ways of encouraging an on-going maintenance program of existing multi-family structures and landscaping.

- The proposed additional parking would have been allowed if presented with the original land use application and providing additional parking would support the comprehensive goal to maintain a diversity of housing types and promote the upgrading of existing housing units.

17.68.050 Evidence supplied by applicant. Continued

(3) The proposed action is consistent with the comprehensive plan and Metro's Functional Plan (Metro Code 3.07), and the Transportation Planning Rule (OAR 660-012-0060).

Metro Urban Growth Functional Plan Policies

Title 1: Housing Capacity requires "each city and county to maintain or increase its housing capacity."

Title 3: Water Quality and Flood Management; Title 4: Industrial and Other Employment Areas;

Title 6: Centers, Corridors, Station Communities and Main Streets; Title 7: Housing Choice relates affordable housing production goals; Title 8: Compliance Procedures;

Title 12: Protection of Residential Neighborhoods; Title 13: Nature in Neighborhoods

- The application increases housing capacity by rezoning land to multifamily residential. The property does not have environmental concerns and is not located in an area reserved for employment, industrial or commercial use.

17.68.050 Evidence supplied by applicant. Continued

(3) The proposed action is consistent with the comprehensive plan and Metro's Functional Plan (Metro Code 3.07), and the Transportation Planning Rule (OAR 660-012-0060).

Transportation Planning Rule (OAR 660-012-0060) aims to provide and encourage a safe, convenient and economic transportation system.

- As conditioned the application to rezone property does not increase the number of dwelling units that would add trips to the existing transportation system.

17.68.050 Evidence supplied by applicant. Continued

(4) Proof of significant change in a neighborhood or community or a mistake in the planning or zoning for the property under consideration, when relevant.

- The neighborhood is currently a mix of single-family residential, multifamily residential, church and open space.
- The applicant does not contend that the Application is necessary to address a mistake in the zoning of the Property.
- The rezoning and subsequent land use applications would allow the applicant to update the existing apartment complex to meet a need the property management and owners have identified.

17.68.050 Evidence supplied by applicant. Continued

(5) The property and affected area is presently provided with, or concurrent with development can be provided with, adequate public facilities, including, but not limited to, the planned function, capacity, and performance standards of the transportation system as adopted in the transportation system plan.

- The Property is adjacent to a fully-developed area which is complete with streets, water, sewer, and storm drainage facilities.
- Water and sewer is available for extension.
- The rezoned land would be followed by additional land use applications that would address the adequacy of the public facilities.

17.68.050 Evidence supplied by applicant. Continued

(6) The transportation system is capable of safely supporting the uses allowed by the proposed designation in addition to the existing and planned uses in the area, consistent with the Transportation Planning Rule (OAR 660-012-0060). Requirements of the State Transportation Planning Rule shall apply to those land use actions that significantly affect the transportation system, as defined by OAR 660-012-0060.

- As part of this application, the applicant contracted with Jessica Hajar of LancasterMobley to evaluate the impact on the City's transportation infrastructure.
- Ms. Hajar concluded that the Application will not "significantly affect" an existing or planned transportation facility.
- The Property is also adjacent to the Webster Ridge Apartments and is planned for future use as accessory uses for the existing apartments. The land use decision that approved the 122 dwelling units (Z0249-15) found that the transportation system was sufficient for 122 dwelling units and no additional units are proposed.

Proposed Future Development Plan



- Future Development would require a partition application and a design review application prior to construction.

Staff Recommendation

Planning staff is recommending approval of the proposed project with three (3) special conditions

SPECIAL CONDITIONS

- 1. Future Use.** The 1.04 acres that are to be rezoned shall be developed with land uses customarily considered accessory to Multifamily residences per 17.14.030 in addition to recreational uses per 17.68.040.
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Statewide Planning Goals and Guidelines -

Goal 1: Citizen Involvement – Public Hearing and noticing

Goal 2: Land Use Planning - Process

Goal 3 -7: Agricultural and Forest Lands; Open Spaces, Scenic and Historic Areas; and Natural Resources; Air, Water and Land Resources Quality; Areas Subject to Natural Disasters and Hazards - NA

Goal 8: Recreational Needs

Goal 9: Economy of the State

Goal 10: Housing - The amendments do not propose to reduce the density of land zoned for residential purposes and are in line with state legislation related to needed housing. The proposed amendments would increase the density of land zoned for residential purposes.

Goal 11: Public Facilities and Services

Goal 12: Transportation – Evidence provided showed trip generation would not increase to significantly effect the transportation services.

Goal 13: Energy Conservation

Goal 14: Urbanization

Goals 15-19: Willamette River Greenway, Estuarine Resources, Coastal Shore lands, Beaches and Dunes, and Ocean Resources - NA

RECOMMENDATIONS

Planning staff are recommending Approval of the proposed zone changes proposed in Z0149-20-D/CP with consideration of the three special conditions.