

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF GRANTING TIME) RESOLUTION NO. 00-2903
EXTENSION TO THE FUNCTIONAL PLAN)
COMPLIANCE DEADLINE FOR THE CITY OF) Introduced by Growth Management
GRESHAM) Committee
)
)
)
)

WHEREAS, the Metro Council adopted the Urban Growth Management Functional Plan for early implementation of the 2040 Growth Concept on November 21, 1996, by Ordinance No. 96-647C; and

WHEREAS, the Urban Growth Management Functional Plan requires that all jurisdictions in the region make plan and implementing ordinance changes needed to come into compliance with this functional plan by February 19, 1999; and

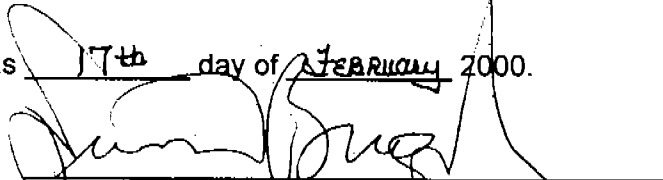
WHEREAS, the Urban Growth Management Functional Plan in Metro Code Section 3.07.820.C provides that Metro Council may grant extensions to timelines under this functional plan "if the city or county has demonstrated substantial progress or proof of good cause for failing to complete the requirements on time;" and

WHEREAS, the City of Gresham has requested a time extension to complete compliance work based on evidence showing "substantial progress or proof of good cause" for failing to meet the compliance deadline granted by Resolution 99-2755 and have submitted detailed timelines showing when the work will be completed, now therefore,

BE IT RESOLVED:

1. That the City of Gresham shall receive Functional Plan compliance time extension as shown in Exhibit A.
2. That any further requests for time extensions or requests for functional plan exceptions made by the above named jurisdiction shall be determined as delineated in Metro Code 3.07.820, Sections B and C.

ADOPTED by the Metro Council this 17th day of FEBRUARY 2000.


David Bragdon, Presiding Officer

APPROVED AS TO FORM:

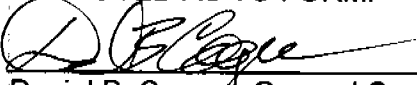

Daniel B. Cooper, General Counsel

EXHIBIT A

Functional Plan Compliance Time Extension For the City of Gresham,

Metro Code numbers are used to cite Functional Plan requirements with the applicable Functional Plan title following in parentheses (). Resolution 00-2903 does not include time extension requests for compliance with the requirements of Title 3. The Table below identifies the Functional Plan Titles for reference.

Functional Plan Titles

Title 1	<i>Requirements for housing and employment accommodation</i>
Title 2	<i>Regional parking policy</i>
Title 3	<i>Water quality, flood management conservation</i>
Title 4	<i>Retail in employment and industrial areas</i>
Title 5	<i>Requirements for rural reserves and green corridors</i>
Title 6	<i>Regional accessibility</i>
Title 7	<i>Affordable housing</i>
Title 8	<i>Compliance procedures</i>

City of Gresham

February 2000

- Calculate housing and employment capacity for the development code, if necessary, amend the Code to increase capacity as required by Metro Code 3.07.150 (Title 1).

March 2000

- Adopt Transportation System Plan language to implement Metro Code 3.07.620 (Title 6).

April 2000

- Determine the effect of items identified in Metro Code 3.07.150.C on the City's calculated capacities. (Title 1)

June 2000

- Adopt Transportation System Plan language to implement Metro Code 3.07.630 (Title 6).

September 2000

- Adopt a map of 2040 Growth Concept design types as required in Metro Code 3.07.130 (Title 1).
- Adopt Code language to implement Metro Code 3.07.420 (Title 4).
- Adopt code language to reflect the green corridor policies as described in Metro Code 3.07.510 (Title 5)

December 2000

- Evaluate local facility plans to determine ability to support calculated capacity for jobs and housing as required by Metro Code 3.07.150 (Title 1).

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 00-2903 GRANTING AN ADDITIONAL TIME EXTENSION TO THE FUNCTIONAL PLAN COMPLIANCE DEADLINE FOR THE CITY OF GRESHAM

Date: February 9, 2000

Presented by: Mary Weber
Prepared by: Brenda Bernards

PROPOSED ACTION

Adoption of Resolution No. 00-2903 granting an additional time extension to meet the requirements of the Functional Plan for the City of Gresham.

BACKGROUND AND ANALYSIS

Metro Code 3.07.820.C (Title 8 of the Functional Plan) provides that Metro Council may grant time extensions to Functional Plan requirements if a jurisdiction can demonstrate "substantial progress or proof of good cause for failing to complete the requirements on time."

The deadline for compliance with the requirements of the Functional Plan was February 1999. Many jurisdictions required more time to make the necessary changes to their codes and plans to come into compliance. The City of Gresham has requested an additional time extension to implement a portion of the requirements of the Functional Plan. The letter requesting the time extension is attached to this report.

Metro Code numbers are used to cite Functional Plan requirements. The applicable Functional Plan title follows each citation in parentheses (). Resolution 00-2903 does not include time extension requests for compliance with the requirements of Title 3. The Title 3 time extension requests will be reported on separately. The Table below identifies the Functional Plan Titles for reference.

Functional Plan Titles

Title 1	<i>Requirements for housing and employment accommodation</i>
Title 2	<i>Regional parking policy</i>
Title 3	<i>Water quality, flood management conservation</i>
Title 4	<i>Retail in employment and industrial areas</i>
Title 5	<i>Requirements for rural reserves and green corridors</i>
Title 6	<i>Regional accessibility</i>
Title 7	<i>Affordable housing</i>
Title 8	<i>Compliance procedures</i>

COMPLIANCE PROGRESS

Although Gresham has requested additional time to complete Functional Plan compliance, the City has made significant progress towards meeting the Functional Plan goals. The City has completed this work without additional staff. The only additional resources for compliance work have come from State grant programs such as the Transportation/Growth Management and the periodic review program.

The following summarizes the progress of Gresham and provides a timeline for remaining Functional Plan elements. The City has met the Metro Code criterion for "substantial progress or proof of good cause for failing to complete" Functional Plan compliance (Metro Code 3.07.820.C).

Gresham's original time extension was to September 1999. The City is continuing to work towards compliance with the requirements of the Functional Plan. Gresham's efforts to build its regional center, town center and station areas have been recognized nationally and are a model for suburban redevelopment. Gresham's minimum density code language, Civic Neighborhood Plan District and parking polices are all used as models in Metro's land-use code handbook. The City has made extensive zoning changes to implement its town center, regional center and other 2040 design types. Gresham also has adopted minimum density and accessory dwelling unit policies. While the city has several small tasks to complete, the only significant work remaining is the capacity calculation, Title 4 changes and Title 6 implementation. Adjustments to parking minimums and maximums to resolve minor difference between existing standards and Title 2 are under discussion. Gresham intends to complete the remaining compliance work on the following timeline:

February 2000

- Calculate housing and employment capacity. If below Functional Plan targets, amend the Code to increase capacity as required by Metro Code 3.07.150 (Title 1).

March 2000

- Adopt Transportation System Plan language to implement Metro Code 3.07.620 (Title 6).

April 2000

- Determine the effect of items identified in Metro Code 3.07.150.C on the City's calculated capacities (Title 1).

June 2000

- Adopt Transportation System Plan language to implement Metro Code 3.07.630 (Title 6).

September 2000

- Adopt a map of 2040 Growth Concept design types into the Gresham Development Code as required in Metro Code 3.07.130 (Title 1).
- Adopt Code language to implement Metro Code 3.07.420 (Title 4).
- Adopt code language to reflect the green corridor policies as described in Metro Code 3.07.510 (Title 5)

December 2000

- Evaluate local facility plans to determine ability to support calculated capacity for jobs and housing as required by Metro Code 3.07.150 (Title 1).

BUDGET IMPACT

Adoption of this resolution has no budget impact.

EXECUTIVE OFFICER'S RECOMMENDATION

The Functional Plan implementation time extension request for Gresham is recommended for approval. Any further requests for time extensions or requests for Functional Plan exceptions made by these jurisdictions would be determined as delineated in Metro Code 3.07.820, Sections B and C.



MEMORANDUM

**Long Range Planning
Project & Policy Development Team
Community Development Department**

10/28/99

To: Mike Burton, Executive Officer and Metro Council
Elaine Wilkerson, Director, Growth Management Services
Marian Hull, Senior Regional Planner

From: Richard Ross, AICP, Project & Policy Development Manager
Ron Papsdorf, Lead Transportation Planner
Jonathan Harker, AICP, Long Range Planner III

[Handwritten initials: RL, JPH]

RE: Update Report on Functional Plan Compliance

Thank you for your letter of October 20th to Mayor Becker requesting this update report.

As required by Section 3.07.820.A of the UGM Functional Plan, the City of Gresham submitted a Compliance Report to Metro in August 1998. And, as is provided by Section 3.07.820.C, the City of Gresham requested extension to the timelines under the UGM Functional Plan. Metro issued an "Evaluation of Gresham's Compliance Report" with a final report date of February 1999. The report reviewed compliance actions that Gresham had taken, compliance actions that still needed to be completed and deadline extensions for some of the outstanding compliance actions.

The deadline extension dates were July and September 1999. Unfortunately, Gresham has not completed all of the compliance requirements of the Functional Plan. Gresham has, however, continued to make substantial progress towards compliance. This update report will first review progress on compliance since the August 1998 report. It will use the same format as section 3 of Metro's Evaluation Final Report. Second, as required by 3.07.820.A.2, it will list those plans and reports being transmitted to Metro as part of this report. And, finally, it will request extension to the deadline for those actions that are still outstanding.

1. Progress on Gresham's compliance efforts by Functional Plan title

Metro Code 3.07.130 (Title 1, Section 2): Housing and employment capacity

This section requires jurisdictions to amend their comprehensive plans and implementing ordinances to set minimum densities for all zones allowing residential uses; to allow partitioning of lots two or more times the minimum lot size for that zone; and to allow accessory dwelling units in all single

family detached dwellings. We may still request an exception to the requirement to allow partitioning of lots two or more times the minimum lot size for that zone based on the results of the Capacity Analysis and our Infill Code project. Please see our August 1998 compliance report.

- ✓ The February 1999 report concluded *The City has completed all requirements of this Section.*

Metro Code 3.07.130 (Title 1, Section 3): Design type boundaries

This section requires jurisdictions to amend their comprehensive plans to include the boundaries for each of the 2040 Growth Concept design types consistent with their general locations on the 2040 Growth Concept map.

- ✓ The February 1999 report noted *The City had completed: Gresham has created and implemented new land-use districts designed to achieve the design and densities of the Functional Plan design types. The new land use districts have been applied to about 70% of the land in the City.*
- ✓ The February 1999 report noted *The City has begun: Planning for its transit corridors to develop land-use policies and implementation tools for these areas. The work is scheduled for completion in January 1999.*

The ordinance implementing the Transit Corridor plan was approved by the City Council on December 29, 1998 and became effective on February 4, 1999. A November 3, 1998 notice of the Planning Commission and Council hearings along with a copy of the staff report with the proposed plan and map amendments was mailed to Metro (Marian Hull). Enclosed is the Notice of Adoption materials sent to DLCD.

The Transit Corridor study area included all of the 2040 Growth Concept Plan map corridors. The 2040 Corridors coincide with the City's designated transit streets. An exception to the study area was those corridors already subject to the regional center design type (Downtown Plan District and Civic Neighborhood Plan District); those already subject to the town center and station center design types (Central Rockwood plan) and the design corridors within the Central Rockwood plan area. The study area included parcels within or partially within 360 feet of both sides of the corridor. A Metro growth report describes corridors as having "360-foot deep coverage off streets with good transit service. The corridors have moderate density and mixed uses (combination of residential and commercial on the same site) are allowed."

In the RUGGOs the Corridors design type was described as:

Corridors are not as dense as centers, but also are located along good quality transit lines. They provide a place for densities that are somewhat higher than today and feature a high-quality pedestrian environment and convenient access to transit. Typical new developments would include row houses, duplexes, and one to three story office and retail buildings, and average about 25 persons per acre. While some corridors may be continuous, narrow bands of higher-intensity development along arterial roads, others may be more 'nodal', that is, a series of smaller centers at major intersections or other locations along the arterial that have high-quality pedestrian environments, good connections to adjacent neighborhoods and good transit service. So long as the average target densities and uses are allowed and encouraged along the corridor, many different development patterns--nodal or lineal--may meet the corridor objective.

The UGM Functional Plan summarizes the above description as “Along good quality transit lines, corridors feature a high-quality pedestrian environment, convenient access to transit, and somewhat higher than current densities. Recommended average density is 25 persons per acre.” The Transit Corridor plan that was adopted by the Council achieves this design type by applying new mixed-use, transit-supportive land use districts to parcels along the Transit Corridors. The land use districts applied are those that were developed during the recent Central Rockwood Plan effort. Those land use districts are:

- **Transit Low Density Residential (TLDR).** Areas in close proximity to transit services and primarily for single-family detached and attached dwellings, manufactured homes and two-unit attached dwellings at a development density of 10-20 units per acre and manufactured dwelling parks at a development density of 7-14 units per acre.
- **Corridor Multi-Family (CMF).** This district is applied along segments of Transit Streets. It is primarily to provide opportunities for multi-family and single family attached housing at a development density of 12 to 24 units per acre. To help create a pleasant pedestrian environment, most new residential buildings will be oriented to public sidewalks, with parking lots behind or beside buildings.
- **Corridor Mixed-Use (CMU).** This district is applied to clusters of properties along Transit Streets. It is primarily to provide opportunities for multi-family and single family attached housing at a development density of 12 to 24 units per acre; small-scale commercial development; and mixed residential and commercial development. Commercial businesses operating in this district will serve primarily the day-to-day needs of residents in nearby housing developments and neighborhoods. Design standards will help ensure that new buildings become attractive additions to existing and developing neighborhoods.
- **Moderate Commercial (MC).** This district is applied to smaller nodes of commercial activity clustered around key intersections. It is intended to function primarily as locally oriented centers serving smaller trades areas. New attached housing at a density of at least 12 units per acre is also permitted, when developed in conjunction with commercial uses. Design standards will ensure a strong pedestrian orientation for new development.
- **Community Commercial (CC).** This district is applied to larger nodes of primarily commercial development around the intersections of arterial (also transit) streets. It will accommodate a wide variety of commercial activities, including retail, offices and service businesses that serve the community and adjacent areas. New attached housing at a density of at least 12 units per acre is also permitted, when developed in conjunction with commercial uses. New buildings will be pedestrian oriented, with parking placed behind or beside buildings.

The adopted Transit Corridor plan also identified parcels within the 2040 Regional Center where neither the Downtown Plan or Civic Neighborhood Plan Districts designations had been applied. Those parcels, all within walking distance of a light-rail station, were designated as Station Centers.

- **Station Centers (SC).** This district takes in properties that are adjacent to, or within easy walking distance, of light rail stations. It is intended to accommodate uses that are directly supportive of light rail transit. Development types permitted include retail and service businesses, offices, mixed-use projects, higher-density housing and attached single family dwellings. Residential density is 24-60 units per acre. Commercial density is a minimum of 0.6 floor area ratio.

Two exceptions were made to re-designation of properties along Transit Corridors. First, existing and established single-family neighborhoods that have little or no potential for redevelopment remained as Low Density Residential. Second, properties with the 2040 industrial or employment district designation generally retained their existing industrial land use district designation.

With the adoption of the Transit Corridor plan new land use districts consistent with the 2040 map have been applied to about 82% of the land in the City.

- ✓ The report noted *that the city needs to complete its planning for industrial and employment areas, so that it can map these areas. The work is scheduled to be completed by April 1999.*

Work on this Title section has begun but has not been completed. The work on this project has also been combined with Title 4 compliance work. To date, the City has collected data on the industrial and employment areas, analyzed current land use data, reviewed the requirement of Title 4, developed a citizen involvement and public information program, developed project goals and identified development options and related issues. Enclosed is a copy of an interim report on Gresham's industrial and employment areas. This report will serve as the basis for completing this project and conforming with Title 4.

Title 1, Section 4: Methods to increase capacity

This section requires local jurisdictions to determine actual built densities for housing between 1990 and 1995. If built densities were below 80% for that period of time, jurisdictions are required to adopt at least two strategies to increase capacity (in addition to setting minimum densities).

- ✓ The report noted *Gresham plans to complete this work by July 1999.*

Work on this title has been completed. A report determining actual built densities for housing between 1990 and 1995 is enclosed. Figures indicate that the built densities compared to the allowed density is about 72.9% and thus below 80% of maximum zoned densities.

Section 3.07.140.B provides that if the actual built density for 1990-1995 is less than 80% of the maximum allowed density then the City shall demonstrate that it has considered and adopted at least two of the following methods to increase capacity:

1. Financial incentives for higher density housing;
2. Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer;
3. Removal or easing of approval standards or procedures;
4. Redevelopment and infill strategies; and
5. Authorization of housing types not previously allowed by the plan or regulations.

- ✓ The City has considered and adopted at least two of the above methods and therefore complies with Title 1, Section 4. Described below are three methods that have been implemented since January 1996.

1. **The City has adopted a Property Tax Exemption for new, Transit Supportive, Multiple-Unit Housing or Mixed Use Development (Article 10.50 of the City Code).** This program, authorized by State statutes, allows the Council to approve a 10-year property tax exemption for qualifying multi-family and mixed-used developments. The City first adopted this program in August 1995. At that time, only rental multi-family developments could be approved for the exemption under State statutes. Also, only the City portion of property tax could be exempted with a time period of five

years with a possible renewal for another five years. In July 1998 the program was updated and expanded as allowed by State statutes. Qualified projects include both rental and owner-occupied multi-family housing as well as mixed use (residential and commercial) developments. A 10-year exemption period is provided for and Multnomah County, other non-school jurisdictions as well as City property taxes are exempted. At that time the program only applied to properties in the City's regional center (Downtown and Civic Neighborhood Plan Districts). In January 1999 the program was extended to the Rockwood Town Center and to Station Centers. Projects in the City's highest density regional center, town center and station centers can be approved under this program. This addresses item # 1 *Financial incentives for higher density housing*. A copy of the City Code section authorizing the tax exemption is enclosed.

2. **Single family attached dwellings are now allowed in all of the districts that allow residential development. That was not true in 1990 through mid-1995, when they were not permitted at all.** In May 1995 the City adopted a definition for a new type of housing: *Single Family Attached Dwelling. A single family dwelling unit, located on its own lot, that shares one or more common walls with one or more single family attached dwelling units. It does not share common floors or ceilings with other single family attached dwelling units.* Or, in other words, row houses. Previously, Gresham had not allowed for row houses. This May 1995 adoption was part of the Downtown Plan District and single family attached dwellings were allowed only in the residential sub-districts of the Downtown Plan District. In August 1995 the Civic Neighborhood Plan District was adopted and single family attached dwellings were permitted in all of its sub-districts. In December 1996 the existing single family dwelling districts were replaced with a new Low Density Residential (LDR) District. The new LDR District added single family attached dwellings as a permitted use in all subdivisions. The LDR District is substantially the 2040 inner neighborhood district. In June 1997 the City modified the MDR-24 (a moderate density attached residential district) to allow single family attached dwellings. In June 1998 the City adopted the Central Rockwood Plan that established and applied to the Central Rockwood area a region 2040 town center district, a station center district and commercial, moderate density residential and mixed use transit corridor districts. Single family attached dwellings are allowed in all these districts (in the commercial districts they are allowed in conjunction with a commercial development). In January 1999, as part of Code Simplification Phase 1, single family attached dwellings were added as a permitted use in the City's other residential districts: MDR-12, HDR-60 and OFR. Finally, in February 1999 the transit corridor districts were applied to properties along the rest of the 2040 transit corridor districts. This addresses item #5 *Authorization of housing types not previously allowed by the plan or regulations*. A copy of the current Community Development Code definition for single family attached dwelling and the tables that show them as permitted uses in the City's residential districts are enclosed.
3. **The new LDR District significantly increases the opportunities for two-unit attached and single family attached dwellings.** In December 1996 a new Low Density Residential (LDR) District became effective. The LDR District is the primary residential district in the City's 2040 Inner Neighborhood design type area and replaced the previous LDR-5 and LDR-7 Districts. A key difference between the LDR-5 and LDR-7 and the new LDR is that it allows a mix of housing types in any partition or subdivision. Detached dwellings, single family attached dwellings (row houses) and two-unit attached dwellings (duplexes) are allowed in all partitions and subdivisions at any mix as long as an average (minimum to maximum) lot size is met. This is contrasted to the previous LDR-5 and LDR-7 Districts that allowed duplexes only within 275 feet of an arterial street and allowed row houses only as part of a Planned Unit Development (PUD). Gresham's PUD provisions are generally applied to developments in the Hillside Physical Constraint Overlay District (steep slopes). This addresses item #5 *Authorization of housing types not previously allowed by the plan or regulations*. A copy of the LDR District was included in the previous August 1998 Compliance Report and, therefore, is not enclosed in this report.

Title 1, Section 5: Housing and employment capacity calculation

This section requires Gresham to determine the housing and employment capacity of its existing comprehensive plan and implementing ordinance. If the existing capacities are below the Functional Plan targets as shown in Table 1 of the Functional Plan, Gresham is required to amend the plans and implementing ordinances to increase calculated capacity to meet these targets.

- ✓ The February 1999 report noted that *By August 1999, Gresham plans to:*
 - *Determine the calculated capacity of its Community Development Code for dwelling units and jobs;*
 - *Propose any amendments needed to the Development Code if calculated capacity is below Functional Plan targets; and*
 - *Determine the effect of the items identified in Title 1, Section 5.C of the Functional Plan on the City's ability to meet calculated capacities.*

Work on this Title section has been substantial, but has not been completed. A necessary first step in satisfying this Title section was to complete a comprehensive land use inventory, which was a six month project. Enclosed is the 1999 Land Use Inventory, Summary Report, completed in August 1999. This includes a land use map and land use summary for the entire City of Gresham and replaces a land use inventory last updated in 1993. For the first time the Land Use Inventory is in a GIS system that will allow quarterly updates and database analysis. This Land Use Inventory is a necessary step in identifying vacant and underdeveloped parcels for the capacity analysis. Work has begun to create the spreadsheets that will be used to carry out the actual capacity calculations.

Title 2: Regional parking policy

This title requires amending comprehensive plans and implementing ordinances to set minimum and maximum parking ratios for certain land uses, to allow blended parking ratios for mixed-use developments, and to create administrative or variance procedures for adjustments to parking ratios. It also requires jurisdictions to provide an inventory of new parking spaces to Metro on an annual basis.

- ✓ The February 1999 report noted *Gresham has met most of the requirements of Title 2 and goes beyond them in a number of places with its forward-looking parking policies. The City has completed:*
 - *Gresham allows blended parking ratios for mixed-use development;*
 - *Minimum parking ratios are at or below the ratios of Title 2, except:*
 - *Residential uses, 1-3 units: 2 spaces per unit*
 - *Residential uses, 4 or more units: 1.5 spaces per unit*
 - *Manufactured home: 2 spaces per unit*
 - *College: 3 spaces per 1000 square feet*
 - *Small warehouse: 0.5 spaces per 1,000 square feet*
 - *Maximum parking ratios incorporate the parking requirements of Title 2, except:*
 - *College: 3.8 spaces per 1,000 square feet*
 - *Small warehouse 0.7 spaces per 1,000 square feet*
- ✓ The report goes on to note *The City needs to:*
 - *Develop a procedure to provide parking data to Metro on an annual basis.*
 - *Evaluate and propose changes to parking minimums and maximums that exceed those allowed under Title 2.*

The City seeks a finding by Metro that its parking standards meet the requirements of Title 2. The following information justifies this request.

Residential Units

The Gresham parking requirements reflect the differences between urban and suburban land use districts. The following table shows the residential parking requirements for all zones allowing residential uses. By establishing maximum parking rates in the urban zones, the City will achieve the goals of Title 2. The City believes these standards meet the intent of Title 2 and does not plan further revisions.

District	Minimum	Maximum
Low Density Residential		
Detached S.F.	2	---
1-3 unit attached	2	---
Moderate Density Residential – 12		
1-3 unit attached	2	---
4+ unit attached	1.5	---
Manufactured home park	2	---
Moderate Density Residential – 24		
1-3 unit attached	2	---
4+ unit attached	1.5	---
Transit Low Density Residential		
Detached S.F.	2	---
1-3 unit attached	2	---
4+ unit attached	1.5	---
Manufactured home park	2	---
Rockwood Town Center	1	2
Station Center	1	2
Central Urban Core	1	1.5
Downtown Transit	1	1.5
Downtown Moderate Density Residential	1	1.5
Downtown General Commercial	1	1.5
Downtown Moderate Commercial	1	1.5
Downtown Low Density Residential	1	2
Transit Development District -- Medium Density	1	1.5
Transit Development District – High Density	1	1.5
High Density Residential – Civic	1	1.5
Moderate Density Residential – Civic	1	1.5

College/University & High School

The City has established parking rates based upon square footage rather than students and staff. Square footage is the most reliable information available at the development review stage for these uses. The City believes its rates based on square footage exceed those of Metro based upon students and staff. An analysis of two existing facilities yielded the following comparison. The City plans no further revisions to these standards.

School	Sq. Feet	Students	Staff	Metro rate		City rate	
				Min	Max	Min	Max
Gresham HS	247,000	1,600	130	346	519	148	198
Mt. Hood CC	823,853	27,000	583	5516	8275	2472	3131

Warehouse

The City has established parking standards that reflect the difference between smaller and larger warehouse uses. The Metro Regional Parking Ratios specify minimum and maximum rates for warehouses 150,000 gsf or greater. The City's minimum and maximum rates for this use are the same as the Metro requirements. The City provides a rate for smaller warehouse facilities to respond to these development applications, but these are not covered by the Metro requirements. The City plans no further revisions to these standards.

Annual Reporting to Metro

The City is working on a system to track the development of new parking facilities (along with other data related to new development). The intent is that this data will be compiled once a year and reported to Metro. This effort is expected to be completed June 2000.

Title 3: Water quality and flood management

This Title was implemented at a later date than the rest of the Functional Plan. The City submitted a Report on Title 3 Compliance (pursuant to Title 8, Section 3.07.0820.G) with a report date on July 12, 1999. An extension date to October 2000 was requested.

Title 4: Restrictions on retail uses in employment and industrial areas

This title requires Gresham to amend its comprehensive plans and implementing ordinances to restrict the size of retail uses in areas designated as employment and industrial areas on the Metro 2040 Growth Concept map.

- ✓ The February 1999 report notes that *The City began work on Title 4 in November 1998 and will complete it by August 1999.*

Work on this Title has begun but has not been completed. As noted earlier in Title 1, Section 3 the work on this project has also been combined with industrial & employment design type compliance work. To date the City has collected data on the industrial and employment areas, analyzed current land use data, reviewed the requirement of Title 4, developed a citizen involvement and public information program, developed project goals and identified development options and related issues. Attached is a copy of a report on Gresham's industrial and employment areas. A section of the report (Current Zoning Provisions – pages 10 & 11) provides a brief analysis of how the current industrial/employment districts allow retail uses. Title 4 requires prohibiting retail uses larger than 60,000 square feet of gross leasable area per building or business in the 2040 Industrial areas. The City's Heavy (HI) and Light Industrial (LI) Districts generally coincide with the 2040 industrial areas. The HI and LI districts allow retail uses only in conjunction with other permitted uses and limit the floor area to 15% of the total floor area. This would technically allow a 60,000 square foot retail building but only in conjunction with a total project size of 400,000 square feet. The City's other industrial district, Business Park (BP), generally coincides with the 2040 employment design type. The employment design type would allow a 60,000 square foot retail building if it was already allowed in the employment area and if certain transportation findings can be made. The City's BP District restricts retail uses to 20% of the total floor area. This means that a

,000 square foot retail building could be allowed as part of a 300,000 square foot development. The city does have a site design land use permit process that would address transportation facility findings. Compliance with Title 4 will require some modification of the current industrial district.

Title 5: Neighbor cities and rural reserves

This title requires amendments that reflect the rural reserves and green corridors policies described in the 2040 Growth Concept.

- ✓ The report notes that *The City needs to amend its Community Development Code to reflect the rural reserves and green corridor policies described in the 2040 Growth Concept. Metro has sample language available.*

The City has not begun work on this Title.

Title 6, Section 2: Regional street design guidelines

This section requires amendments to consider the regional street design elements for the roadways designated as regional streets in the 1998 Regional Transportation Plan (RTP). The City is required to identify the regional streets located in Gresham 12 months after the adoption of the 1998 RTP.

The February 1999 report noted *As a part of its Transportation System Plan work, the City will (1) review its functional classification system, (2) assess regional street design elements, and (3) make revisions to its Development Code and Public Works Standards for the facilities designated on the Regional Street design map. The work is scheduled for completion in September 1999.*

Through a TGM grant, the City has reviewed its functional classification system and assessed regional street design elements. This work was completed in June 1999. A copy of this report, The City of Gresham's Transportation System Plan Implementation: 2040 Functional Street Classifications, dated June 1999 is enclosed. Draft code changes are being completed and will be moved through public hearings for consideration by the City Council by the end of March 2000.

Title 6, Section 3: Design standards for street connectivity

This section requires amendments to include provisions to ensure good street connections.

The February 1999 report noted *The City is planning to implement the design option as part of its Transportation System Plan effort. The Development Code already meets many of the requirements of Title 6, Section 3. Work will be completed by September 1999.*

The City is planning to implement the design option as part of its Transportation System Plan effort. Completion of the TSP has been delayed along with the Metro RTP.

As part of the TSP, the City will establish alternative mode split targets for each 2040 Growth Concept design type consistent with the RTP. While preliminary analysis work has moved forward and work continues on the TSP, the work has been delayed along with the Metro RTP. Assuming the RTP is completed in December 1999, the City plans to complete the TSP in June 2000.

Title 7: Affordable Housing

This title contains recommendations to improve the affordability of housing in the region. Work has begun to refine the region's affordable housing strategy.

The February 1999 report noted *The City has indicated that it will submit a work program when the requirements to this title are finalized.*

The City of Gresham is a very active participant in Metro's Affordable Housing Technical Advisory Committee (AHTAC). Councilor Lassen is the representative to AHTAC for East Multnomah County cities, and Councilor Thompson is the alternate. Gresham elected officials and staff continue to participate on all five subcommittees of AHTAC and have invested substantial staff time assisting with the work of the subcommittees.

Gresham will continue the work on affordable housing policy matters once the corresponding components of the Regional Framework Plan and related documents are complete, to ensure that local plans are in conformance with regional plans. At present Gresham is working with Portland and Multnomah County to complete a new five-year Consolidated Plan for Housing and Community Development, as required by the US Department of Housing and Urban Development.

Title 8: Functional Plan compliance procedures

This title requires: (1) amendments to comply with the provisions of the Functional Plan by February 19, 1999; (2) report progress towards compliance by August 19, 1998; and (3) specify a process for providing future proposed amendments to plans and codes to Metro for review for Functional Plan compliance prior to adoption.

- ✓ The February 1999 report noted *The City has submitted the required compliance report, and expects to be in compliance with the Functional Plan by October 1999.*
- ✓ *Gresham also needs to:*
 - *Evaluate local facility plans to determine the ability of the City's existing and planned facilities to support the calculated capacity for jobs and housing; and*
 - *Specify a process to notify Metro of future proposed amendments to its Community Development Code so that Metro may review these for Functional Plan compliance prior to adoption.*

As noted at the beginning of this report Gresham will not complete compliance with the Functional Plan by October 1999. The last section of this report will briefly discuss and make extension requests for the remaining compliance work.

Gresham has not yet begun work on evaluation of local facility plans.

Gresham has put into place an administrative procedure for notifying Metro of proposed amendments to the Community Development Plan. Enclosed is a copy of the procedure. In brief, the City will send Metro the same notice with attachments that is sent to DLCD 45 days prior to the Planning Commission hearing. Next, the City will send Metro the Planning Commission staff report with all exhibits at least seven days prior to the Planning Commission hearing. The last mailing is to ensure that Metro will receive a staff Functional Plan compliance analysis. And, finally, the City will send Metro the Notice of Adoption report sent to DLCD within five business days of the ordinance enactment.

2. Material Enclosed with the Report

- Notice of Adoption of Transit Corridor Amendments.
- Report of Industrial and Employment Areas.
- Report of 1990 through 1995 Residential Densities.
- City Code on Property Tax Exemption for New, Transit Supportive, Multiple-Unit Housing or Mixed Used Development.
- Current Community Development Code concerning single family attached dwellings.
- 1999 Land Use Inventory, Summary Report.

- Report on The City of Gresham's Transportation System Plan Implementation: 2040 Functional Street Classifications.
- Copy of administrative procedure to send Metro notice of Comprehensive Plan and Plan Map Amendments.
- 9-30-99 Long Range Planning Quarterly Work Program.

3. Extension Requests for Not Yet Completed Functional Plan Compliance Tasks

The report noted that *The City has indicated that it intends to complete all of its Functional Plan compliance efforts, including Title 3, by October 1999.*

The City will not complete all Functional Plan compliance requirements by October 1999. Section 3.07.820 of the Functional Plan provides that *The Metro Council may grant an extension to timelines under this functional plan if the city ... had demonstrated substantial progress or proof of good cause for failing to complete the requirements on time.*

This report shows that substantial progress has been made in the last year since the August 1998 Gresham report. Functional Plan compliance issues the City has worked on since the last report include:

- Completed the Transit Corridor Project.
- Completed a report analyzing and setting a work program for industrial and employment areas (for Title 1 and Title 4).
- Completed the requirements of Title 1, Section 4.
- Completed a land use inventory on a GIS system as necessary work for Title 1, Section 5.
- Made substantial progress on Title 3 (as detailed the separate report to Metro dated July 12, 1999).
- Completed a report analyzing 2040 Functional Street classifications.
- Put into place an administrative process to notify Metro of Comprehensive Plan and Plan Map amendments.

During the past year there has been a major reduction in long range planning staff available for Functional Plan compliance work. The lead Long-Range planner position was eliminated and the staff person left employment with the City last spring. This reduction was part of a citywide shift of general fund money to fund addition police and fire public safety personnel. This leaves three long-range planners to do the bulk of Functional Plan compliance in addition to local projects and Periodic Review. (The Transportation Planning section is responding to Titles 2 and 6.)

While staff has continued to work on Functional Plan compliance tasks during this past year, the Council has added Long-Range, Transportation and Housing projects to address local and other concerns associated with Region 2040. For example:

- Creating a Rockwood Action Plan to deal with land use, infrastructure, housing and social issues in the City's 2040 town center. This continues to be an on-going staff commitment.
- Updating design and compatibility standards for multi-family development.
- Creating a well field protection ordinance to protect Portland's Columbia Southshore water wells (A periodic review Goal 5 task).
- Following Metro's Goal 5 work on wildlife habitat protection by attending TAC meetings and reviewing and commenting on draft work.
- Involvement in pre-planning work for the Pleasant Valley Master Plan 2+ year program.
- Update Infill development code project
- Affordable Housing TAC staffing

- Housing Mix Analysis
- Housing maintenance code development
- Transit oriented tax exemption ordinance

The most recent City Council approved Long-Range Planning work program (dated 9-30-99 and approved by the Council on October 19, 1999) shows a substantial commitment of our limited resources to Functional Plan and Pleasant Valley work. The table on the third page of the report (enclosed) shows committed FTE's for the second and third quarters of this fiscal year. Task 01 is the Functional Plan Implementation task and shows the City's commitment to the 2040 Functional Plan. [As an explanation of the shown 3.77 FTE in the second quarter and the 4.77 FTE in the third quarter: 3.0 of the FTE are the aforementioned three long range planners. An 0.5 FTE is sometimes available from the Development Review planners on an "if available" basis. The 0.27 FTE is the Division Manager's FTE (tasks 10 & 11). The 1.0 FTE Pleasant Valley work shown in the third quarter is contingent entirely upon the timely allocation from the \$550,000 FHNA grant by Metro.]

The February 1999 report goes on to note *The following timeline prepared by the City describes the remaining tasks and shows dates that information will be provided to Metro for review and when Gresham City Council will adopt the code changes.*

Below is a revised timeline which reflects the latest Quarterly Work Program. Instead of a Review Date being shown, Metro will be sent notices as outlined under Title 8 above. This typically means that the DLCD Notice will be sent to Metro about 2-1/2 to 3 months before the Council hearing and that the Planning Commission staff report will be sent 1 to 1-1/2 months before the Council hearing. The adopted by date would be the Council hearing. Typically an ordinance becomes effective about six weeks after the public hearing and adoption. In the cases where the task is not a code change but a procedure or a report then the adopted date would be the date a report is sent to Metro. The original date is shown as ~~stricken~~ with a requested extension date or the completion date shown.

Revised Timeline: October 1999

Remaining Functional Plan Compliance Work Tasks	Adopted By
<i>Adopt a map into the Community Development Code showing the 2040 Growth Concept design types. [Note: the only remaining design type to be completed is the industrial and employment design type.]</i>	July 1999 Sept. 2000
<i>Determine actual built residential densities for 1990-1995. If built density is below 80%, Gresham will need to adopt at least 2 of the strategies listed in Metro Code 3.07.140.B (Title 1).</i>	August 1999 Completed October 1999
<i>Calculate housing and employment capacity for the City's Community Development Code. If capacities are below Title 1 targets, Gresham will need to amend the Community Development Code to increase capacity (Metro Code 3.07.150-Title 1). [Adopted date is the date the capacity calculation report is expected to be completed and available for Metro review. If amendments are needed to the Community Development Code that would require a legislative process that would likely take about 6 months.]</i>	August 1999 Housing Capacity December 1999 Employment Capacity February 2000
<i>Determine the effect of the items identified in Metro Code 3.07.150.C (Title 1) on the city's calculated capacities.</i>	August 1999 April 2000
<i>Evaluate and, as needed, propose changes to the Community Development Code to address parking minimums and maximums that exceed those allowed as required by Metro Code 3.07.220 (Title 2). [Note: the adopted date is this report date that evaluates and concludes that no changes are required by this Title.]</i>	September 1999 Completed October 1999

Remaining Functional Plan Compliance Work Tasks	Adopted By
<i>Develop a procedure to provide parking data to Metro on an annual basis as required by Metro Code 3.07.220 (Title 2).</i>	July 1999 June 2000
<i>Develop code language to reflect Metro Code 3.07.420 (Title 4).</i>	August 1999 Sept. 2000
<i>Develop code language to reflect Metro Code 3.07.510 (Title 5).</i>	July 1999 July 2000
<i>Address the regional street design requirements of Metro Code 3.07.620 (Title 6) as part of the City's TSP update.</i>	September 1999 March 2000
<i>Address the outstanding issues needed to bring the TSP into compliance with the connectivity requirements of Metro Code 3.07.630 (Title 6).</i>	September 1999 June 2000
<i>Evaluate local facility plans to determine the ability of the City's existing and planned facilities to support the calculated capacity for jobs and housing (Metro Code 3.07.830 – Title 8).</i>	July 1999 December 2000
<i>Create a system to provide proposed Community Development Code amendments to Metro for review for Functional Plan compliance prior to adoption (Metro Code 3.07.830 – Title 8)</i>	July 1999 Completed October 1999

If you have any questions about Title 2 or Title 6 of this report please contact Ron Papsdorf at 503-618-2806 or by e-mail at papsdorf@ci.gresham.or.us. If you have any questions about the rest of the report, please contact Jonathan Harker at 618-2502 or harker@ci.gresham.or.us. Or we can be reached by mail at City of Gresham, Community Development Department, 1333 NW Eastman Parkway, Gresham OR 97030-3813.