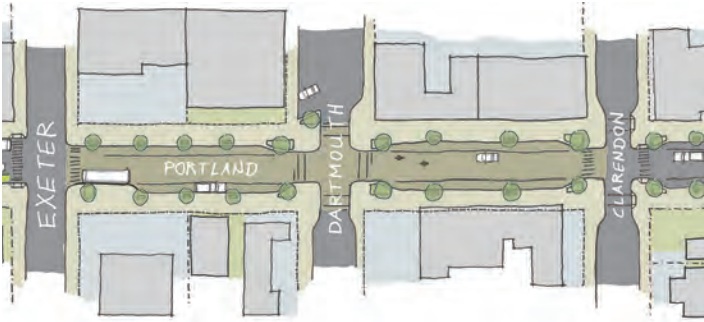




# Downtown Revitalization Plan

GLADSTONE, OREGON

September 29, 2017



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# Acknowledgment

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## Project Stakeholders

The City of Gladstone and the project team would like to thank the Project Stakeholders for their involvements and guidance throughout the project. Stakeholders include Dennis Marsh, Lisa Vogel, Bob Everett, Natalie Smith, Lisa Halcom, Pam and Mike McClung, Bob Dominic, John Parsons, Dan Murphy, Pam Orrell, Greg Philo, Loren Watts, Melissa Lay, Stacie Moncrief, Tracy Todd, Josette Godsy, Candace Krause, Kerry Conboy, Alan Anderson, Jeffrey Glazer, Darrell MacKay, Ron Putz, David Wodd, Levi Manselle, Michelle Donohue, Phil Jaeger, Dawn Bierbaum, Serena Royce, and David Catto.

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KITTELSON  
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# 1. Executive Summary

The Downtown Gladstone Revitalization Plan presents a future vision for a Portland Avenue of renewed business activity, investment, and connectivity for pedestrians, bikes, and vehicles. The Plan is designed to remain an action-oriented document that lays out a path to accomplishing this vision. After some discussion of project background and process, the Plan describes the vision for downtown, and details policy strategies and next steps to help make it a reality.

## Project Background

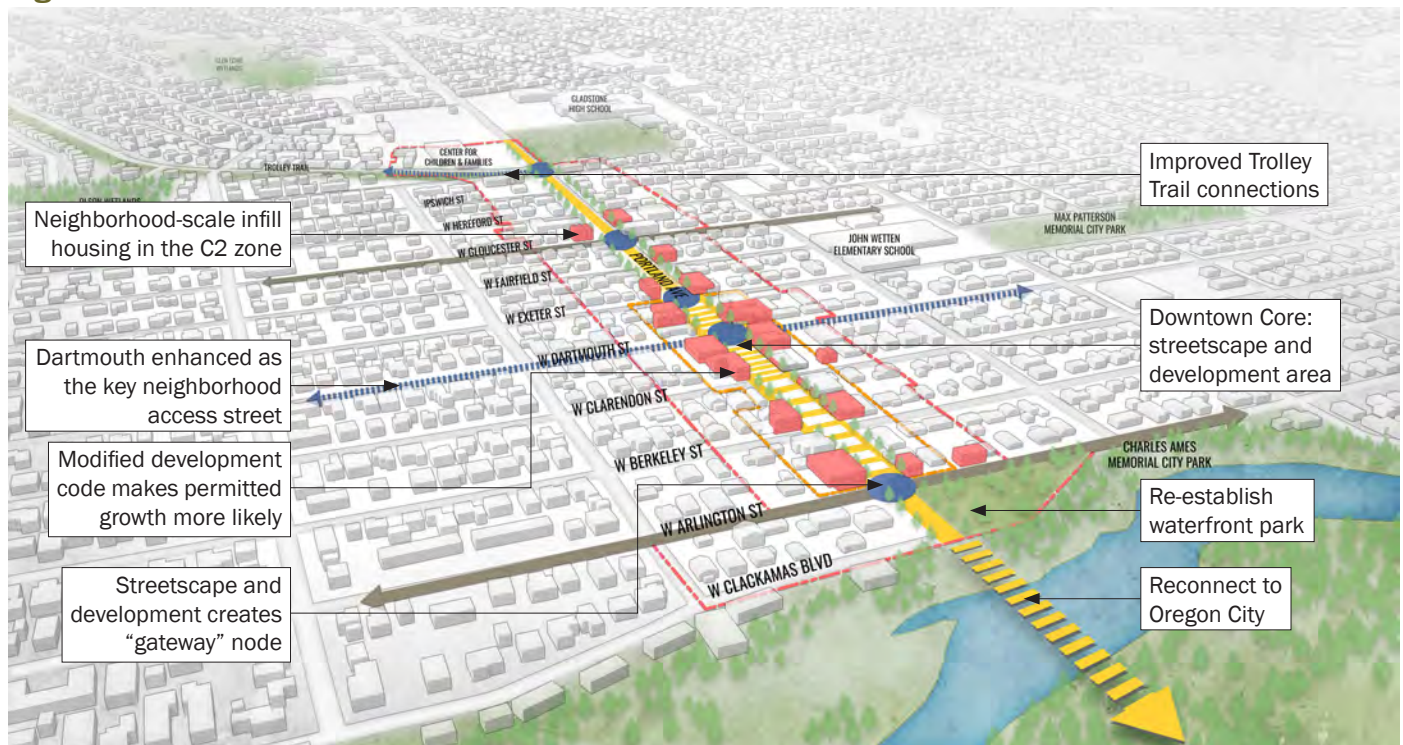
The City of Gladstone initiated this planning process to bring about revitalization of a segment of Portland Avenue, the traditional civic heart and local commercial center of the community. This multi-month planning process sought to provide meaningful opportunities for community members to get involved and give input. Residents, business owners, city staff and public officials provided vital input through citizen and technical advisory groups, stakeholder meetings, two public open houses, and online surveys. This Plan is a reflection of the efforts of this community and the numerous volunteer hours of these engaged citizens.

## Gladstone Downtown Vision

**Downtown Gladstone is a unique, lively, and accessible community center that celebrates the history of the city while accommodating the needs of residents, businesses, and visitors with a mix of uses.**

- Portland Avenue is a successful mixed use corridor where housing in various forms integrates harmoniously with a mix of restaurants, shops, and civic buildings, services, and gathering spaces.
- The corridor is a vibrant destination as well as a connection to other Gladstone neighborhoods, the Clackamas River, regional trails and natural areas, and nearby attractions outside of the city.
- Portland Avenue welcomes residents and visitors alike to Downtown Gladstone with a unifying streetscape design and easy and safe accessibility by foot, bike or car.

**Figure 1: Downtown Revitalization Plan Framework**





## Portland Avenue Streetscape Improvements

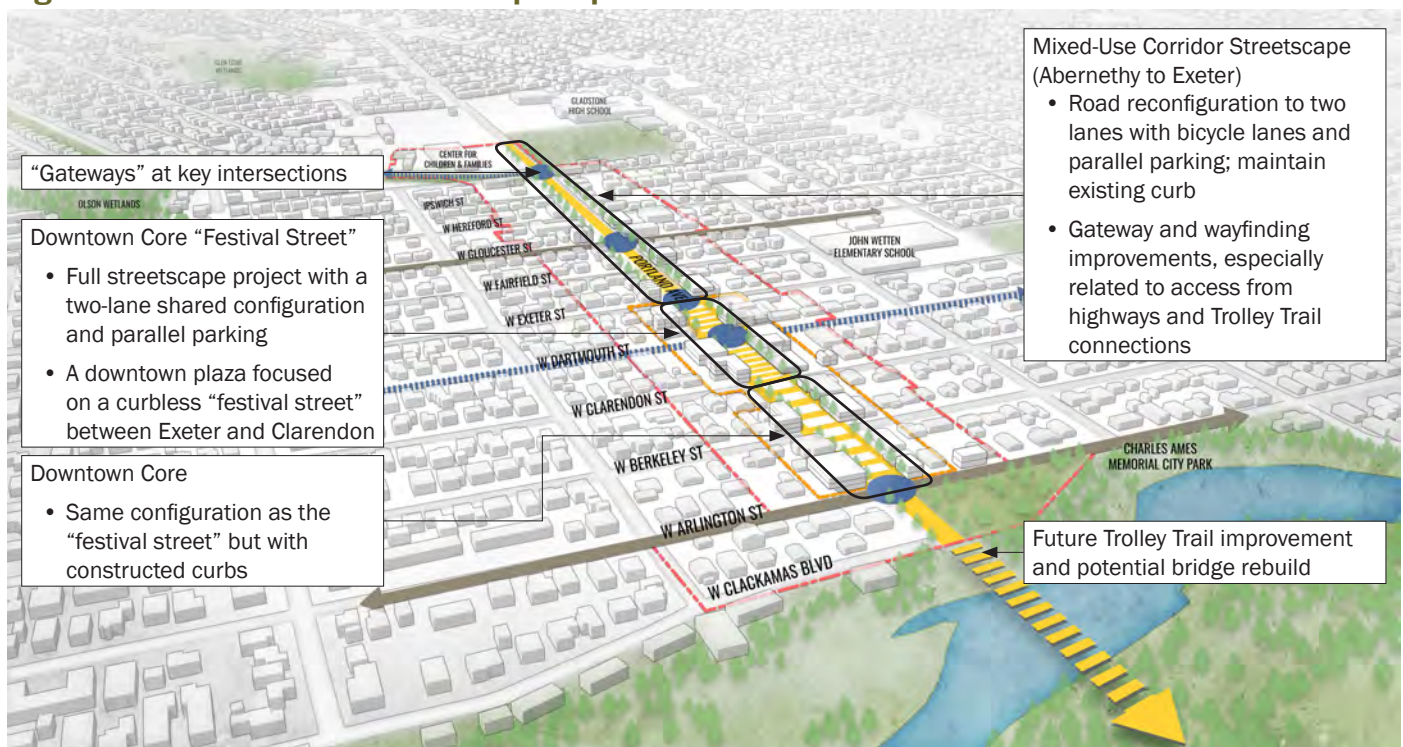
A significant component of the Plan hinges on public investment in Portland Avenue streetscape improvements. The Plan divides the corridor into three primary segments, each with different design configurations.

Portland Avenue today is a wide street that promotes higher travel speeds, is undefined and unwelcoming to bicycles, and is difficult for pedestrians to cross with ease. The elements of the preferred streetscape concept act to slow traffic, create a shared street, widen sidewalks, and create public spaces.

Recommendations for all three segments include removing the current central turn lane, and repurposing this extra space to add bike facilities for the length of the corridor. Parallel parking will remain on both sides of the street. The segment north of Exeter Street would remain the same width, with recommended replacement of the sidewalks and planting strips in their current location.

The segment south of Exeter, through the Downtown Core, would feature wider sidewalks, providing ample new pedestrian, sitting and event space in front of the storefronts. These wider sidewalks would narrow the street, allowing bicycle and vehicle traffic to utilize shared travel lanes through these four blocks. This design is a tested way to reduce speeds, create a safer space for all users, and encourage visitor and customer traffic, rather than pass-through traffic.

**Figure 3: Portland Avenue Streetscape Improvements**



# Executive Summary

## Plan Policies

The following policies articulate the vision for Downtown Gladstone and provide direction for future actions to implement the plan.

1. Plan for and promote the prosperity of Portland Avenue through policies, programs, and development regulations that are consistent with the local vision for Downtown Gladstone and the regional Metro 2040 Growth Concept Town Center designation.
2. Focus public investment in the “Downtown Core” of the Gladstone, an area along Portland Avenue between Exeter Street and Arlington Street.
3. Incentivize retail and mixed-use development in the Downtown Core to concentrate storefront businesses and pedestrian activity.
4. Encourage a mix of higher density residential, mixed-use, and commercial development Outside of the Downtown Core and throughout the Portland Avenue corridor to support the downtown.
5. Maintain and enhance design standards that promote a “Main Street” character along Portland Avenue while ensuring compatibility with surrounding residential neighborhoods.
6. Invest in a high-quality streetscape on Portland Avenue that encourages walking and bicycling, provides public space for events, and supports storefront businesses.
7. Establish Portland Avenue as a key link in the regional bicycling and walking network by creating bike facilities on Portland Avenue and pursuing reconstruction of the Trolley Bridge.
8. Build awareness of downtown Gladstone by installing gateway features and directional wayfinding signage at key locations.
9. Support efforts to establish a business district organization or volunteer association of business owners that can coordinate joint marketing initiatives for the district.
10. Assist business and property owners with enhancing the exterior appearance of buildings to attract new tenants and contribute to the aesthetic quality of the downtown.
11. Manage on-street parking in the Downtown Core to encourage short-term use by visitors and customers.
12. Explore establishing new public off-street parking areas near the Downtown Core to support the parking needs of both civic functions and small businesses.
13. Enforce off-street parking requirements for private developments that promote efficient use of land while balancing the need for adequate parking throughout the district.

## Land Use Strategies

### **Incentivize mixed-use and community-oriented retail development in the downtown code.**

- Establish a Downtown Core overlay zone
- Require commercial uses on the ground floor in the Downtown Core
- Reduce off-street parking requirements in the Downtown Core

### **Encourage attached single-family, multi-family, and mixed-use development throughout the Portland Avenue corridor.**

- Permit attached single-family, multi-family, and mixed-use residential development outright in the C2 zone
- Prohibit new single-family detached development in the C2 zone
- Reduce off-street parking requirements in the C2 zone
- Modify development standards for residential uses to support wider range of development types

### **Encourage attached single-family, multi-family, and mixed-use development throughout the Portland Avenue corridor.**

- Maintain existing height limit while allowing for variation in building design
- Clarify and strengthen design standards



# 2. The Planning Process

## A. BACKGROUND

The Downtown Gladstone Revitalization Plan project is funded by a Community Planning and Development Grant (CPDG) from Metro. The roughly year-long process was undertaken by the City of Gladstone in the summer of 2016.

The goal of this process has been to develop a Plan that represents the community’s vision for the future of Portland Avenue and the downtown Gladstone commercial core. The Plan presents a vision for future transportation improvements and potential real estate and business development along the corridor. As such, this Plan includes recommendations for public-sector actions, which the City can initiate, as well as a framework and incentives to facilitate private-sector development on private property.

As outlined in this document and its appendices, the visioning, study area analysis, development of alternative concepts, and selection of the preferred Plan concept and recommendations were undertaken with community input and involvement. City Staff, Citizens Advisory Committees, Gladstone residents, and consultant team were involved in formulating this Plan.

### Study Area

For this project, the study area considered was the Community Commercial (C-2) zone which encompasses the Portland Avenue corridor from Clackamas Boulevard to the south and past Abernathy Lane to the north, and one-half block each direction off Portland Avenue. While this project considered the entire C-2 zone, the focus was on the streetscape and all properties fronting Portland Avenue.

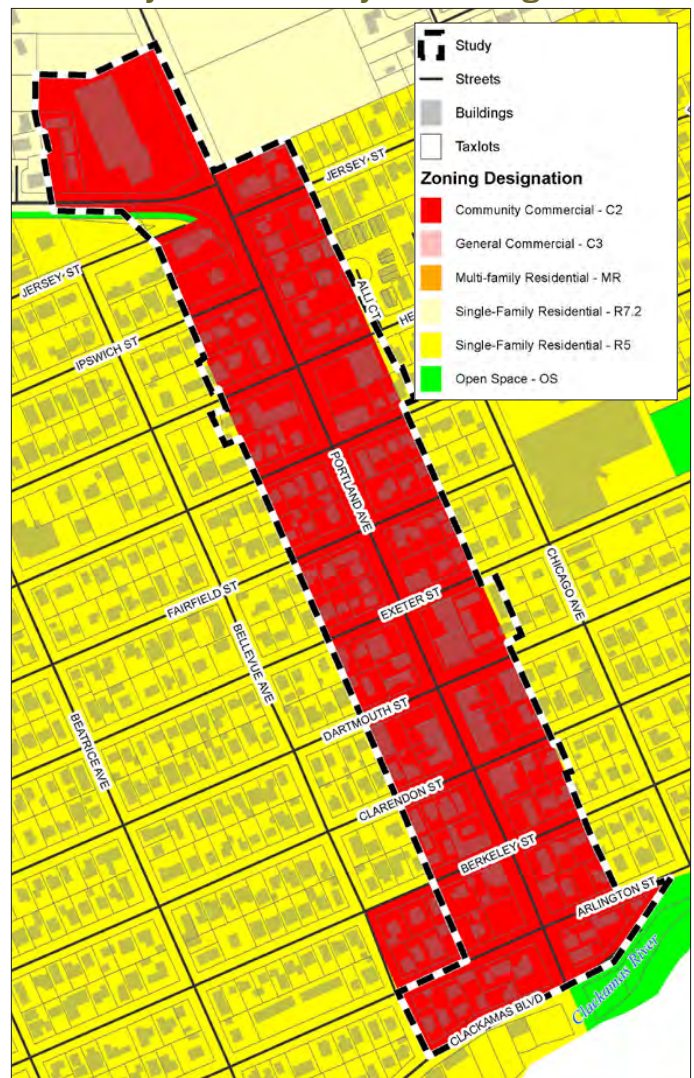
The section of Portland Avenue between Clackamas Boulevard and Abernathy Lane is roughly 0.5 miles over ten city blocks.

### Project Initiation

The City of Gladstone initiated this planning process to bring about revitalization of a segment of Portland Avenue, the traditional civic heart and local commercial center of the community. The project addressed a growing community perception that the corridor has not achieved its full potential as a town center, barriers stand to redevelopment of new buildings and businesses, connections for pedestrians and bikes are inadequate, and the street itself is in poor condition.

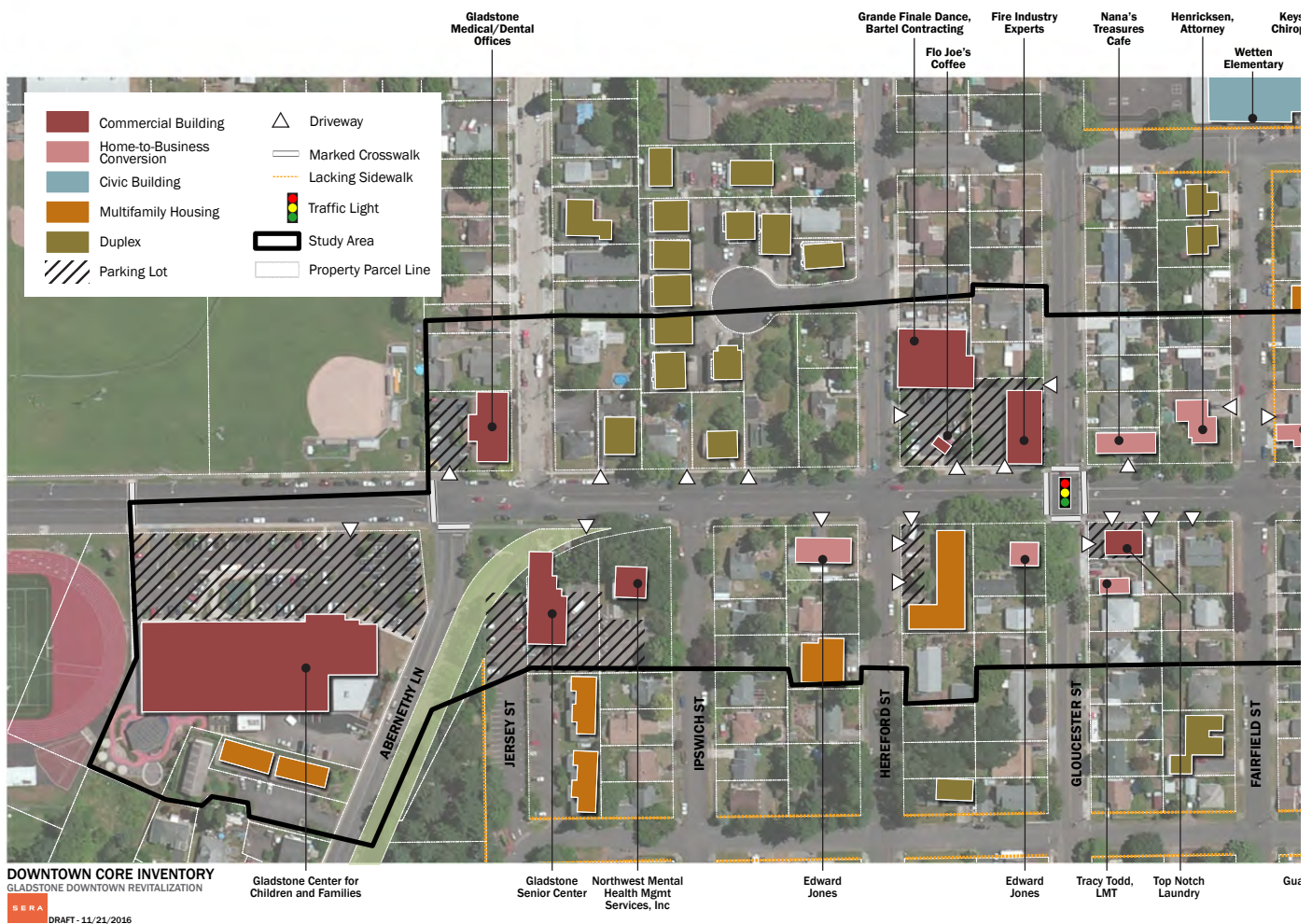
The aim of this project was to address barriers and integrate strengths and opportunities, and integrate them into a plan for a revitalized downtown Gladstone with new streetscape improvements, better transportation connections, and improved economic

**Figure 4: Downtown Revitalization Plan Study Area Boundary and Zoning**



# The Planning Process

**Figure 5: Downtown Study Area and Existing Conditions Inventory**



and residential climate, while respecting the traditional character of the area.

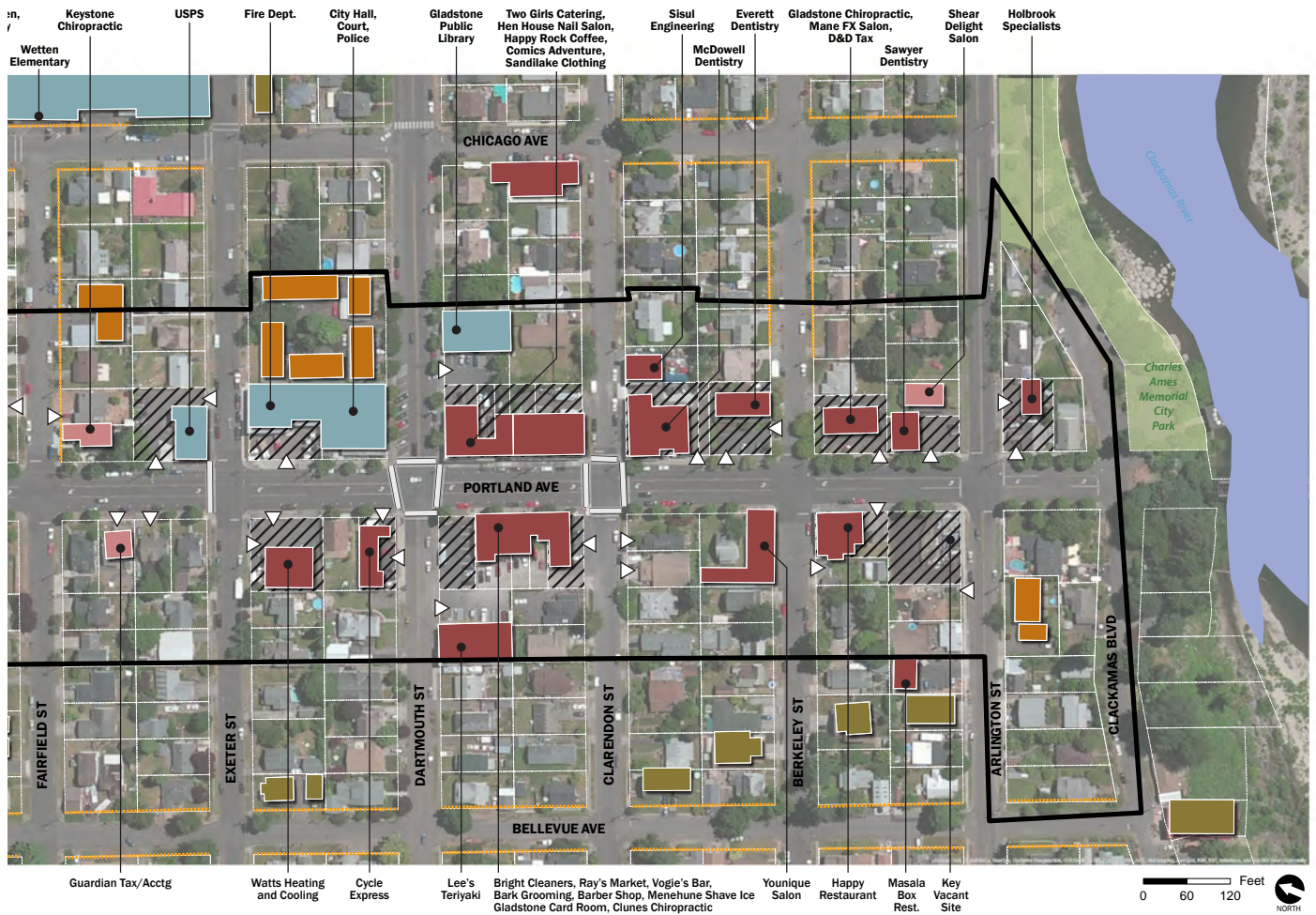
This is an opportune time to focus on downtown Gladstone, as there are many on-going and future initiatives in the city and surrounding communities that can help reinforce Portland Avenue as a destination, as well as a key connector of regional trail routes. Examples include planning for a new civic building on Portland Avenue and the Willamette Falls Legacy Project in Oregon City. Routing of the Trolley Trail and planned replacement of the Trolley Bridge will make this a natural route for cyclists, runners and pedestrians and tie Portland Avenue to large redevelopment initiatives across the river in Oregon City.

## Project Documentation

This Downtown Gladstone Revitalization Plan is intended to be a future-oriented document. To the extent that this section reviews the planning process, it is meant to document the considerations that have gone into the vision and recommendations presented in the remainder of the document.

The planning process included many steps to provide the analysis and alternative decisions that underpin this plan. Please refer to the appendices of this plan for documentation of project steps, including existing conditions analysis, market analysis, and public outreach materials.

# The Planning Process



A new civic building at this location could be the focal point of future downtown revitalization.



Downtown businesses and the current Portland Avenue configuration.



One of only a few fully vacant sites along Portland Avenue in downtown.

## B. PUBLIC OUTREACH OVERVIEW

One of the primary goals that guided the project was to provide meaningful opportunities for community members to be involved in the Plan process. The first step in achieving this goal was to establish citizen and technical advisory groups whose members would commit to meeting regularly and who could review and provide comment and recommendations on project products.



Community members at Open House #1 in October 2016.

The Gladstone City Council appointed a Citizens Advisory Committee (CAC) at the start of the project. Five prospective CAC members submitted applications and were selected for the committee. This group provided guidance and recommendations on key aspects of project, considering results and recommendations from the consultant team, city staff, and other community members.

A Technical Advisory Committee (TAC) was also convened to provide feedback. The TAC consisted of city staff, staff from the county, business representatives, and representatives of affected agencies and organizations. The SAC and TAC met four times during the project to provide feedback on key project deliverables and to ensure coordination among agencies and organizations as well as between other planning efforts.

The City also directly reached out to over 500 business and property owners along Portland Avenue to engage them in the project. A number of these individuals agreed to meet as a Stakeholder Advisory Committee (SAC) to provide their perspective on future plans for the corridor and the downtown. The SAC met twice as a group and members were invited to a third, final meeting to discuss the preferred concept for the Plan with the CAC and TAC. SAC meetings focused on the built environment along the corridor - both the public (streetscape) and the private (land use) realms - and explored in depth the opportunities and constraints related to redevelopment and development.

Other citizens became involved through the City's project web page or through participation at two public open houses, both of which included on-line surveys that helped identify community concerns, desires and preferences. A final public forum was held to review the draft Gladstone Downtown Revitalization Plan. The resulting Plan is a reflection of these community involvement efforts and the countless volunteer hours of many Gladstone citizens, business owners, and property owners who participated in the project.

## C. PROJECT GOALS AND OBJECTIVES

The following project goals and objectives were devised to provide guidance during this planning process. The goals and objectives are based upon the original project scope of work and discussion among advisory committees.

### Goal 1 – Community Involvement

Provide meaningful opportunities for community members to be involved in the Gladstone Downtown Revitalization Plan process, including those most directly affected by the outcomes, as well as the community at large.

#### Goal 1 Objectives

- Involve major employers, property owners, institutions, and business groups that will be impacted by and/or benefit from the plan. Establish technical and stakeholder advisory groups to review and comment on project deliverables and make recommendations to the Project Management Team.
- Inform and involve other established community groups and surrounding residents.
- Provide a variety of tools to allow all community members of Gladstone the opportunity to learn about and participate in the planning process, including opportunities at events or locations they already attend.
- Regularly update the Citizen’s Advisory Committee and City Council about the project and seek their advice on key decision points.

### Goal 2 – Downtown Vision

Develop an overarching vision that guides the development and evaluation of land use, transportation, and design alternatives, as well as agency coordination and plan implementation.

#### Goal 2 Objectives

- Establish a vision statement that specifically describes the uses, activities, look, and feel of the future Gladstone Downtown.
- Determine boundaries for the Downtown Revitalization Plan. Consider the recommendations from the 2008 Downtown Streetscape Plan and other City planning documents in developing the Gladstone Downtown Revitalization Vision.
- Support the design and development of a new public library and/or City Hall facility and a public safety building as a center of civic life on Portland Avenue.
- Foster connectivity with surrounding communities and the region and create an inviting Town Center for visitors, businesses, and other community partners.

### Goal 3 – Land Use and Transportation

Develop a plan for the Gladstone Downtown Revitalization that supports economic development and urban vibrancy, encourages walking, biking, and taking transit, and improves safety and efficiency for all modes of transportation.

#### Goal 3 Objectives

- Determine a set of land uses that implements the Gladstone Downtown Revitalization Vision.
- Balance proposed land uses with transportation choices and improvements to increase the safety and efficiency of the transportation system.
- Support and leverage other local and regional connectivity initiatives, including the extension of the Trolley Trail, rebuilding of the Trolley Bridge as a pedestrian and bike crossing.

# The Planning Process

- Capitalize on the Downtown's proximity to OR 99E and I-205, future high capacity transit, and other identified or planned transportation assets.
- Include land use and implementation measures that promote transit-supportive and transit-oriented development, and encourage the development and redevelopment of vacant or underused property in the study area.
- Identify transportation system improvements and standards within the Downtown Revitalization Plan boundary that enhance community livability, improve access and safety, and balance regional mobility needs.
- Consider reasonable funding streams in balancing land use, planning transportation improvements, and system performance.

## Goal 4 – Plan Coordination

Ensure consistency with existing local and regional plans and land use regulations, particularly recent updates to plans and regulations. Coordinate efforts with planning processes in progress.

### Goal 4 Objectives

- Create a plan that is consistent with adopted local plans, such as the Gladstone Comprehensive Plan, the Transportation System Plan, as well as with State requirements.
- Support and ensure consistency with on-going or proposed local planning efforts including the refinement of the Portland Avenue Streetscape Plan, update of the Transportation System Plan, and audit of the Development Code.
- Create a plan that is consistent with Metro's Urban Growth Management Functional Plan Title 6 regarding actions and investments for Town Centers.
- Determine whether to designate the Downtown Gladstone as a Multimodal Mixed Use Area (MMA) pursuant to OAR 660-012- 0060 (the Transportation Planning Rule) and, thus, allow for exceptions to existing mobility standards and up-zoning in the center.

## Goal 5 – Implementation

Develop an appealing, cost-effective, and politically achievable plan to implement project recommendations.

### Goal 5 Objectives

- Prepare a Gladstone Downtown Revitalization Plan for adoption as an element of, or ancillary document to, the Gladstone Comprehensive Plan.
- Ensure that the Plan is consistent with applicable regional and state requirements, including Urban Growth Management Functional Plan and the Transportation Planning Rule.
- Recommend comprehensive plan and zoning code amendments to update existing City zones in the Downtown to implement the Gladstone Downtown Revitalization Plan. The plan may also recommend amendments to the City's transportation system plan (TSP).
- Prepare an Implementation Strategy which includes strategies, tools, and funding sources to implement recommendations of the Plan.
- Collaborate with the City's Planning Commission and Council to ensure that the proposed plan meets the community's goals and can be adopted in a timely manner.

## D. IDENTIFYING OPPORTUNITIES AND CONSTRAINTS

### Gladstone Downtown Strengths and Constraints

In assessing the existing conditions in the Portland Avenue study area, a number of factors were identified that were both opportunities for and challenges to successful revitalization in the area.

The following is a summary of some of the issues identified through this planning process that this Plan aims to leverage or help to address.

**Figure 6: Recommendations Structure**

	<b>Strengths</b>	<b>Challenges</b>
<b>Area Attractions and Awareness</b>	<ul style="list-style-type: none"> <li>• Downtown Gladstone is the heart of the local community.</li> <li>• Center of local civic uses.</li> <li>• The small-scale retail and business center for surrounding neighborhoods.</li> <li>• Close proximity to regional highway and bike system.</li> </ul>	<ul style="list-style-type: none"> <li>• Low visibility &amp; awareness from broader region.</li> <li>• Possible to drive through Gladstone without awareness of downtown.</li> </ul>
<b>Development Potential</b>	<ul style="list-style-type: none"> <li>• Attractive walkable mixed-use neighborhood.</li> <li>• Relatively low-cost property and development opportunities for the region.</li> <li>• Good projected demand for housing and commercial uses.</li> </ul>	<ul style="list-style-type: none"> <li>• Few vacant parcels.</li> <li>• Development code standards make some building types difficult to achieve, even though permitted.</li> <li>• Under-utilization and/or lack of reinvestment in some properties.</li> </ul>
<b>Transportation</b>	<ul style="list-style-type: none"> <li>• Relatively low traffic street, good for autos, bikes and pedestrians.</li> <li>• Wide street provides flexibility to rethink sidewalks, driving and bike lanes, and other elements.</li> <li>• Trolley Trail connects to north end of Portland Avenue, provides opportunity to connect a major bike route.</li> <li>• Existing transit connections.</li> <li>• 2008 Streetscape Plan provides foundation to build from.</li> </ul>	<ul style="list-style-type: none"> <li>• Portland Avenue width tends to encourage speeding, and is more imposing to pedestrians.</li> <li>• As is, the street does not provide dedicated bike facilities.</li> <li>• Some side streets are missing sidewalks.</li> <li>• The Trolley bridge has collapsed, and the timing and feasibility of replacement is uncertain.</li> </ul>
<b>Open Space</b>	<ul style="list-style-type: none"> <li>• Local parks and school grounds nearby.</li> <li>• Opportunity to strengthen connection between Trolley Trail to riverfront and foster connection.</li> </ul>	<ul style="list-style-type: none"> <li>• No public parks or plazas along Portland Avenue corridor currently.</li> <li>• Lake Oswego pump station occupies key site at end of corridor and on river.</li> </ul>

# The Planning Process

## Study Area Opportunities

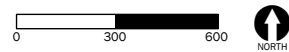
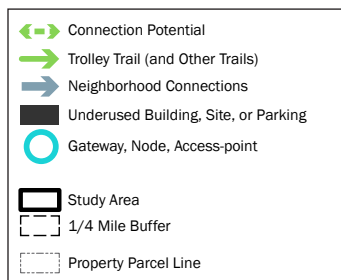
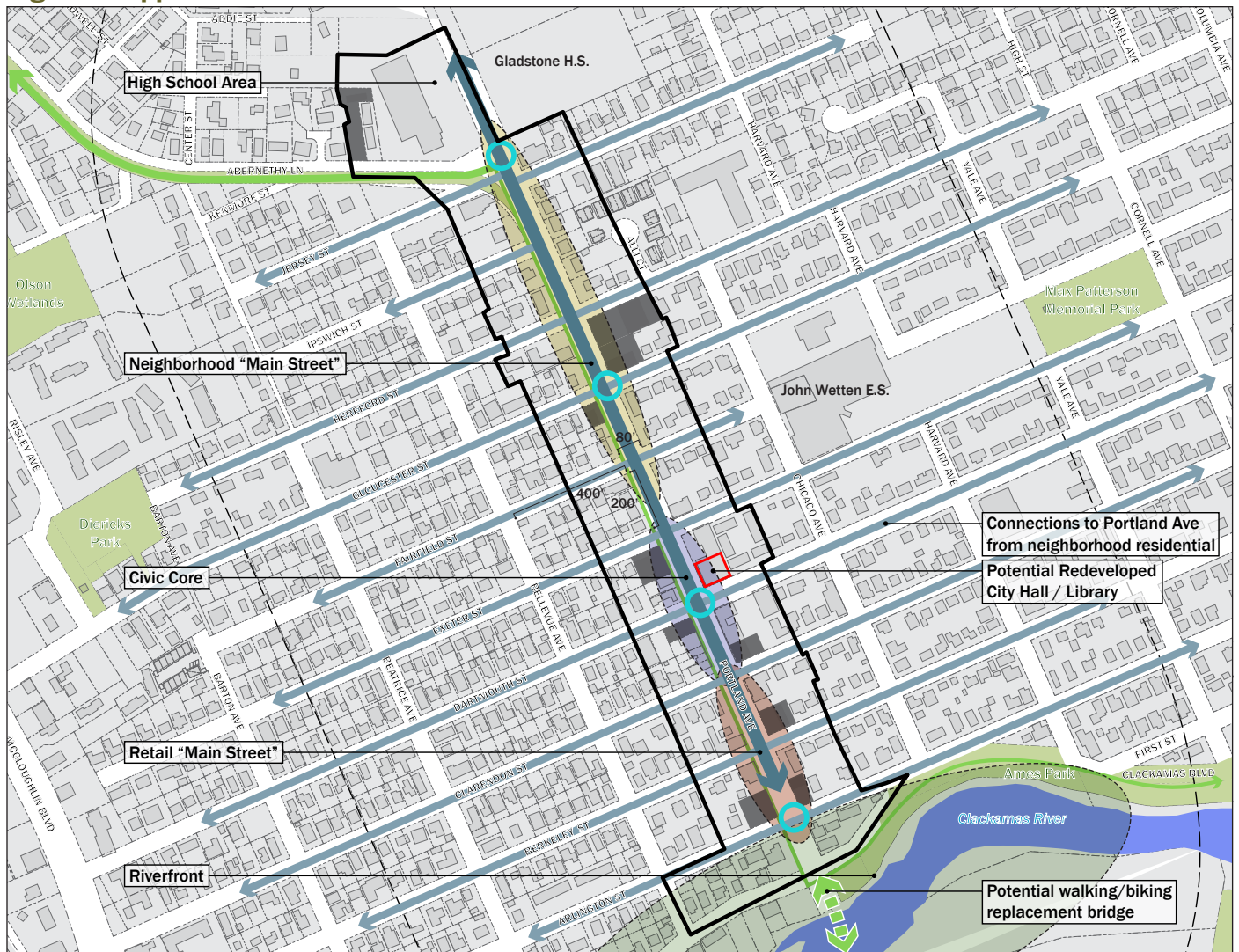
The identified strengths and challenges presented a range of opportunities that informed the development of alternative concepts for the study area.

The exploration of strengths and character revealed that there is ample opportunity to revitalize the downtown core for residential, commercial, and civic uses alike and make Gladstone a more appealing destination for visitors and residents. With its collection of historic buildings, intact street grid, authentic and local businesses, and general friendliness to people on foot and bicycle, downtown Gladstone is poised for a community-driven renaissance that builds upon the city's unique history, development pattern, and location in the Willamette Valley. The Plan articulates the community's vision for this area and provides concrete steps to making the vision a reality. The following opportunities were identified or greatly enhanced from original project objectives by citizens and business owners through their participation.

- Build from the Portland Avenue Streetscape Design concept, including exploring opportunities to redesign Portland Avenue to lessen traffic impacts, create space for bicycle facilities, stormwater, landscaping, and wider sidewalks, enhance street lighting, reconsider on-street parking configurations, and pursue selective utility undergrounding where feasible.
- Replace the Trolley Bridge to improve connections. Multiple plans identified restoration of Trolley Bridge near the terminus of Portland Avenue for multi-modal use as a key improvement that could connect the area to a regional trail network and growing areas to the south of the city.
- Improve access to the river and to nearby and regional parks.
- Use signage or other elements to create gateways or district identification to demarcate downtown Gladstone as a distinct place and destination, as recommended in multiple prior plans, beginning with the 1979 Comprehensive Plan.
- Take advantage of excess right-of-way on Portland Avenue by encouraging active use of sidewalks. Support indoor/outdoor commercial spaces and seek business sites for "street seats" type programs (allowing use of the sidewalk for outdoor seating) and other outdoor activation.
- Plan for continued regional housing demand in the Portland Metro area and consider the potential for increasing opportunities for rental units and condo ownership in the corridor. A growing population of retirees, empty-nesters, and new families may create business and housing opportunities above and beyond what is currently offered.
- Plan for additional, modestly-scaled retail uses and commercial services serving the local market and surrounding county and Oregon City customers.
- Pursue site redevelopment with plazas, open spaces, natural features, and other gathering spots. Focus redevelopment opportunities within a concentrated few-block stretch to create a critical-mass of business activity. Promote storefront improvements and reuse of parking lots as outdoor gathering spaces.
- Highlight the convenience of key civic uses including City Hall, fire department, and a future library. Ensure that future investments in public buildings enhance the street and make it more active and welcoming for pedestrians.
- Introduce natural features as part of public and private site development and stormwater runoff treatment. Encourage robust street tree and landscaping installations.
- Consider the potential to expand the Urban Renewal District to fund investments in the area and capture the value of private investment in properties along the corridor.



Figure 7: Opportunities and Constraints Evaluation



# E. DEVELOPING AND EVALUATING ALTERNATIVES

Equipped with insights into the goals and objectives for the project, existing conditions on the corridor, and public ideas and priorities, the project team led the community through a process of developing and evaluating alternative strategies for achieving revitalization.

## Alternatives Development

The project team developed three conceptual alternatives. The alternatives addressed the critical land use and transportation outcomes that lay the groundwork for revitalization. The alternatives were differentiated by the types of development that would be allowed or encouraged and the scope and design of multi-modal transportation improvements that would make it easier and more attractive to get around in downtown Gladstone.

The alternative strategies were designed to meet the goals and objectives of the project, which focused on economic revitalization, creating a civic identity for the city, and providing services and amenities for neighborhood residents. Each alternative addressed these goals and objectives in different ways.

The community shared views on revitalization approaches and priorities through a range of channels, including participating in open houses, online surveys, and ongoing meetings of citizen, stakeholder and technical advisory committees. The project team incorporated this input while designing and refining the alternatives.

The project team conducted field visits, studies of actual development sites on the corridor, real estate market analyses, and a review of existing plans and development regulations. This information, summarized in the Existing Conditions Report (Appendix E), formed the technical basis for developing alternatives that would leverage the opportunities and overcome the constraints faced by the corridor.

The alternatives were designed with implementation in mind. Transportation improvements to Portland Avenue require investment by the City. Funding for that investment is aided by additional property tax revenue; encouraging more new development and buildings of a larger scale create more property value on a given piece of land. Therefore, the alternatives included varying levels of public investment in streets and sidewalks paired with different levels of change in the scale and amount of new (revenue-generating) development allowed and encouraged in the area. The concepts are summarized below; a complete description of the alternatives can be found in Appendix F.

## Figure 8: Alternative 1 - Limited Investment and Change

Alternative 1 represented a modest change in the existing land uses and urban form of the corridor and a limited overall investment in transportation and streetscape improvements. Corresponding changes to the development code clarify the permitting process, but do not significantly change the type of development that is permitted. Projected future development would include single-family homes, townhomes, small apartment buildings, and a limited number of new one- or two-story commercial buildings.



## Figure 9: Alternative 2 - Moderate Investment and Change

Alternative 2 represented a more substantial change in land uses and urban form than Alternative 1; the change is more significant in the downtown core area than the rest of the corridor. Changes to the development code are intended to both streamline the permitting process and enable new types of development. Projected future development would include single-family homes, townhomes, small apartment buildings, two- to three-story commercial buildings, and a limited number of two- to three-story mixed use buildings. The width of the street and sidewalks remained the same outside the downtown core, but the street is narrowed and the sidewalks widened in the downtown core.



# The Planning Process

## Figure 10: Alternative 3 - Significant Investment and Change

Alternative 3 represented a significant change in land uses and urban form of the corridor and a major capital investment in reconstruction of the street. Changes to the development code would both streamline the permitting process and enable new types of development. Projected future development would include single-family homes, townhomes, small apartment buildings, two- to three-story commercial buildings, and three-story mixed use buildings.



## Alternatives Evaluation

The project team developed street cross-section designs, images of anticipated development types, and 3D renderings to communicate the three alternatives to the public, stakeholders, and advisory committees. The evaluation process included two public events and the online survey for gathering community input:

### Open house discussions

Participants were presented with graphics and images demonstrating each alternative and the project team facilitated small group discussions during an open house. Participants were asked to indicate their overall level of support for the alternatives, discuss the pro and cons of specific elements, and consider how well the alternative represented their vision for downtown Gladstone.

### Online survey

Community members who could not attend the open houses were provided with an online survey that described the land use and transportation outcomes associated with each alternative and provided example graphics and images. Participants rated each alternative on how well it represented their vision for downtown Gladstone.

Given the evaluation of the alternatives provided by the community, the project team collaborated to incorporate desired elements into an alternative that would reflect participants' input. The project team found that the community generally preferred a combination of elements from Alternatives 2 and 3. Most community members desired the level of public investment identified in Alternative 3, particularly the focus on enhancing the pedestrian experience and creating a unique streetscape in the downtown core. However, many community members were more supportive of the scale of development articulated in Alternative 2, which was limited to three story buildings and encouraged higher density development in the downtown core. The project team synthesized these findings into a preferred alternative and made several refinements to the alternative to integrate community priorities. The advisory committees reviewed the preferred alternative to ensure it represented the community vision and was consistent with the goals and objectives of the project.

# 3. Downtown Vision

## A. DEFINING DOWNTOWN GLADSTONE

### A Community-Driven Vision for the Future

Over the course of the Downtown Revitalization Plan process, numerous invited stakeholders and members of the public weighed in to express both what they value in Gladstone today and how they would like to see the city evolve in coming decades. This community’s vision is particularly forceful because it builds upon the unique character of the town and the strong relationships of the people who live, work, and visit here.

The prospect of change in your city, to say nothing of deliberately planning for and pursuing it, can raise legitimate concerns about what may happen to the most loved and appreciated parts of a town. This vision, shaped by over one hundred voices through this project, strikes a balance between recognizing the need to evolve and welcome the new while staying true to the qualities that have made Gladstone so livable for generations.

It is a well-worn trope that everyone in the region knows of Gladstone as the car dealerships you drive by on McLoughlin Boulevard or one of the river bridges on Interstate 205. Downtown is highly-accessible but off the beaten-path of commuters, a hidden gem to those in the know. This also means that downtown simply doesn’t get the kind of people traffic necessary to allow businesses to thrive and to support new housing. This Plan works within that middle-ground to envision a downtown that serves the needs of local citizens, business owners, and employees first. At the same time, the Plan seeks to attract more people to live, work, and visit the area.

The following sections describe how the vision could manifest in specific parts of the city and some of the steps the community would undertake to realize a vibrant central place that meets a growing range of needs for all people. This vision is ambitious and will take years to manifest, but it is plausible with major investment in a walkable, people-friendly streetscape and proposed changes to regulations to help unlock greater development potential (as described in the sections on the Downtown Core and Mixed-Use District).

### Gladstone Downtown Vision

**Downtown Gladstone is a unique, lively, and accessible community center that celebrates the history of the city while accommodating the needs of residents, businesses, and visitors with a mix of uses.**

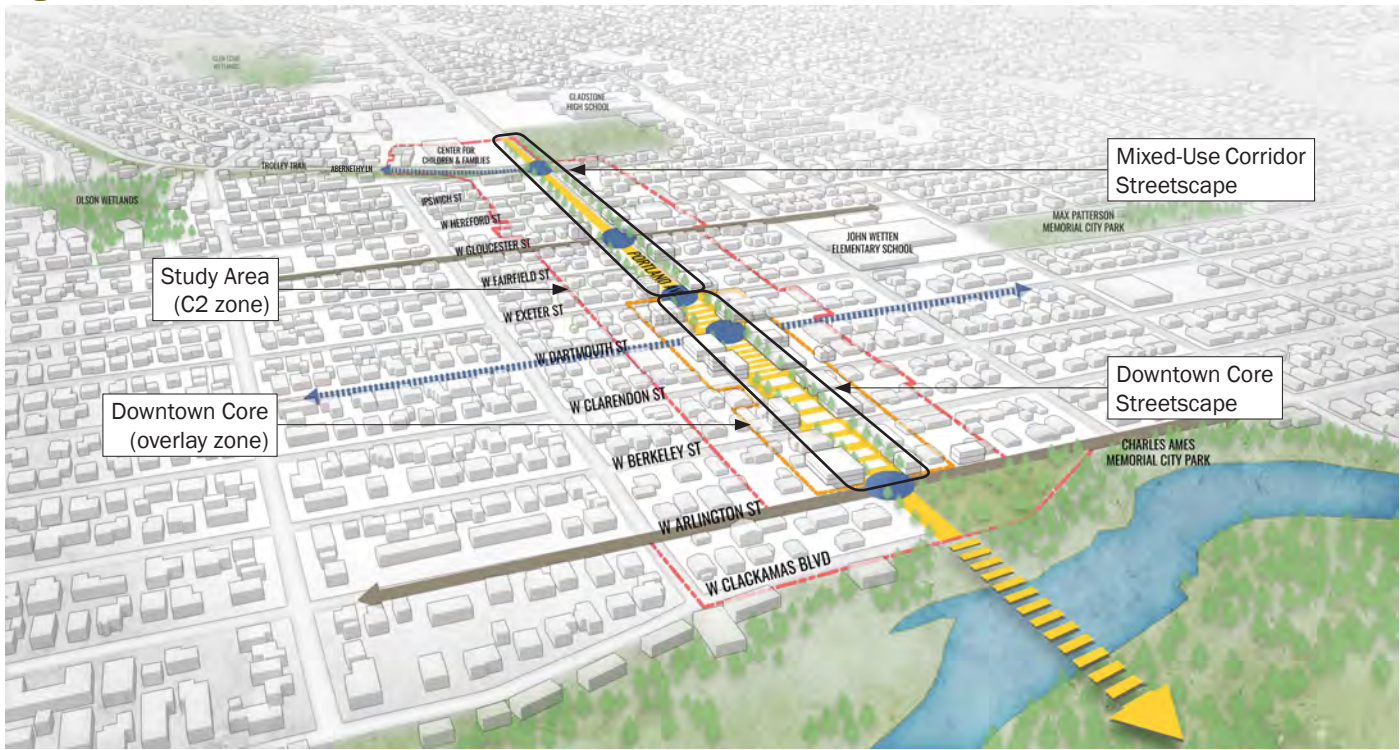
- Portland Avenue is a successful mixed use corridor where housing in various forms integrates harmoniously with a mix of restaurants, shops, and civic buildings, services, and gathering spaces.
- The corridor is a vibrant destination as well as a connection to other Gladstone neighborhoods, the Clackamas River, regional trails and natural areas, and nearby attractions outside of the city.
- Portland Avenue welcomes residents and visitors alike to downtown Gladstone with a unifying streetscape design and easy and safe accessibility by foot, bike or car.



The existing retail core of downtown has a few lively businesses but has room to grow to provide more of people’s daily needs.

# Downtown Vision

**Figure 11: Downtown Revitalization Framework**



**Figure 12: Recommendations Structure**

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

## B. DOWNTOWN CORE

### The Heart of Gladstone

Gladstone’s future downtown will be unmistakable. It will be a place where people come to visit the library and get ice cream, make their dentist appointment, walk and bike to and from the high school access Oregon City via a pedestrian bridge in Oregon City, and even live in a new apartment or condo above their favorite new breakfast joint. The Downtown Core is where people are living, working, and meeting up all on the same block. Mixed-use development provides housing for new residents, who frequent coffee shops in town and walk the few blocks to a new Clackamas Riverfront Park.

It is safe and welcoming to walk along wide sidewalks with well-marked crossings in this “main street” district that stretches for nearly four continuous blocks. Classic cars on display during the Community Festival stretch across blocks of Portland Avenue that feel more like a public plaza than a street because of the new shared street design.

**Figure 13: Conceptual Illustrations of Gladstone Streetscape and Redevelopment**



Much of this new private development will be catalyzed by several major city and regional investments. A new joint Library and City Hall is being considered at the Dartmouth corner, the Trolley Trail bridge across the river has been rebuilt, and Portland Avenue between Exeter and Arlington has been rebuilt as a narrowed, safer shared street where cars drive slowly and people on foot, bicycle, and mobility devices are given priority. All this exists on a main street where long-standing prized community businesses are flourishing and connections are easily made a few blocks away to Gladstone’s residential neighborhoods.

# Downtown Vision



Downtown Gladstone could be anchored by a new joint City Hall / Library project (Sherwood, OR)



Mixed-use housing over retail development can occupy fairly small 1/4 and 1/2 block lots. Code revisions in Gladstone will allow additional first-floor heights. (Madrona - Seattle, WA)



Live/work spaces in a neighborhood-scale, traditional infill development. (Seattle, WA)

The Downtown Core area allows mostly the same use types as are currently permitted, but eliminates many of the development hurdles that have made such new development financially impractical. Buildings are active and engaging at street-level and come right to the sidewalk edge. Off-street parking requirements are reduced and driveways are relocated with redevelopment to avoid conflicts with travel along Portland Avenue. New walking, bicycling, and transit options make it feasible to get many places in and out of town without a car.

This growth downtown is more intense than what exists today but very much keeps in character with the small town feel so many people prize. Downtown is a place to meet friends or even open a small business. It is where neighbors can easily walk or roll and, with improvements and new links on the Trolley Trail, Gladstone can become a welcoming stopping point for regional trail users.

## Downtown Core Code Overlay

**New development in the Downtown Core will reflect the following:**

- Uses: commercial and residential permitted outright; no ground-floor residential
- Building height limit: 35' (3 stories) with allowance to 40' if the ground floor is 15+ feet
- Setbacks:
  - Commercial: no minimum; 5' max. on Portland
  - Residential: 5' min. front/side; 15' rear
- Off-street parking requirements:
  - Most commercial uses: 1 space per 600 sq ft
  - Residential: 0.5 space per dwelling unit
- Landscaping: no overall minimum, but the perimeter of parking areas on lot edges must include a 5' landscape strip
- No drive-thrus permitted
- Properties fronting Portland Ave must meet window standards (min. area and width of the ground floor facade)



## The Downtown Core will provide:

- A publicly-led project to rebuild the streetscape with 19 foot sidewalks, ample room for walking, outdoor dining, planting, stormwater facilities, and bicycle parking between Exeter and Arlington
- The street narrowed to two lanes shared between bicycles, cars, and transit, with maintained on-street parallel parking
- The Portland Avenue streetscape rebuilt with a curbless “festival street” design between Exeter and Clarendon, serving to significantly calm traffic and provide opportunities for temporary street closures during celebration days
- Improved Trolley Trail connections on sidewalks and the shared roadway
- A sense of arrival created by a distinctly new street configuration, a change in development character, and public realm elements such as lighting, stormwater facilities, and “gateway” features at key intersections
- A near-continuous four block stretch of main street full of ground floor commercial uses, retailers, restaurants and other amenities
- Medium-sized mixed-use residential/commercial and office/commercial uses
- Reduced off-street parking requirements that will help make development more cost-feasible
- Steady growth in new residents occupying apartments, live/work complexes, townhomes, and other small downtown housing
- Moderate-density attached and multi-dwelling unit housing



Curbless “festival street” next to a community housing development (Beacon Hill neighborhood, Seattle, WA)



A former single-story automobile repair shop being redeveloped with additional stories for residential (Alberta neighborhood, Portland, OR)



Wide sidewalks leave plenty of room for outdoor seating, lighting, and other amenities (Albina district, Portland, OR)

# C. PORTLAND AVENUE MIXED USE CORRIDOR

## A New Type of Residential and Small Commercial Neighborhood

Early in the process it was established that Portland Avenue between Abernethy and Arlington roughly defines the downtown urban neighborhood. This is the area where the community has expressed support for gradually-developed new housing, retail, downtown core, civic spaces, parks, and transportation options. This plan recommends gradual changes to the existing C2 zoning code requirements, which governs development and redevelopment of all of the properties facing Portland Avenue in the downtown area. The community further decided that more nuanced goals and regulations were needed along this corridor; the proposed “Mixed-Use Corridor” designation for the area between Exeter and Abernethy streets was created to help blend between the considerable changes envisioned in the Downtown Core with the existing residential neighborhoods.

The Mixed-Use Corridor is intended to experience new and redeveloped attached housing, home office uses, and occasional commercial uses. The Corridor area will prioritize “missing middle” type housing (as further described on page 23), such as townhomes and small apartment plexes, to provide a greater range of residential options for changing demographics. Gladstone presently offers a large supply of detached single-dwelling homes, many of which are becoming unaffordable to prospective buyers. This corridor area is intended to help provide smaller ownership units as well as a selection of rental housing across size and cost spectrums.

### Updates to the C2 Zone

**New development in the Mixed-Use Corridor will reflect the following:**

- Uses: commercial and residential permitted outright
- Building height limit: 35’ (3 stories) with allowance to 40’ if the ground floor is 15+ feet
- Setbacks:
  - Commercial: no minimum; 5’ max. on Portland
  - Residential: 5’ min. front/side; 15’ rear
- Off-street parking requirements:
  - Most commercial uses: 1 space per 600 sq ft
  - Residential: 1 space per dwelling unit
- Landscaping:
  - Properties fronting Portland Ave - no overall minimum, but the perimeter of parking areas on lot edges must include a 5’ landscape strip
  - All other development: min. of 10% of the lot area, including the parking landscape area
- No drive-thrus permitted
- Properties fronting Portland Ave must meet window standards (min. area and width of the ground floor facade)

### The Mixed-Use Corridor will provide:

- Mid-density attached and multi-unit housing
- Somewhat reduced off-street parking requirements that will help make development more feasible
- Small mixed-use residential/commercial
- A more continuous and consistent street frontage of buildings and landscape areas, with fewer impacts from driveways and parking lots
- Portland Avenue reduced to two lanes, with added bicycle lanes, and preserved on-street parallel parking (these streetscape changes are described further in Section III-D on page 24)
- Sidewalks and planting strips gradually rebuilt as properties redevelop, or all at once as a public capital project
- Improved Trolley Trail connections from Abernethy Lane to Clackamas Boulevard
- A sense of arrival created by a distinctly new street configuration, a change in development character, and public realm elements such as lighting, stormwater facilities, and “gateway” features at key intersections

## Neighborhood Commercial

Small-scale neighborhood businesses help provide services for residents and jobs for people living nearby. These businesses can reside in buildings that are compatible with a primarily residential character.



(Manzanita, OR)

## Portland Avenue Streetscape

This Plan recommends that Portland Avenue north of Exeter be reconfigured with two lanes, bicycle lanes, and preserved on-street parking within the existing curb-to-curb geometry. Sidewalks and landscape stripes will be rebuilt gradually as properties redevelop.



Denver Avenue (Portland, OR)

## “Missing Middle” Housing

### New thinking for Gladstone’s future housing

Missing middle housing describes the range of residential types that fall between prevalent single-dwelling homes in most neighborhoods and the five-plus story apartment complexes being built on busier metro-area corridors. These “missing” types, which include townhomes, cottage clusters, garden apartments, low-scale condominiums, accessory dwelling units, and others, help provide a broader range of housing options that are more affordable for young couples and families, recent graduates, retirees, and other populations



Infill townhomes provide single-dwelling housing (Portland, OR)



Infill small-scale condominiums (Portland, OR)

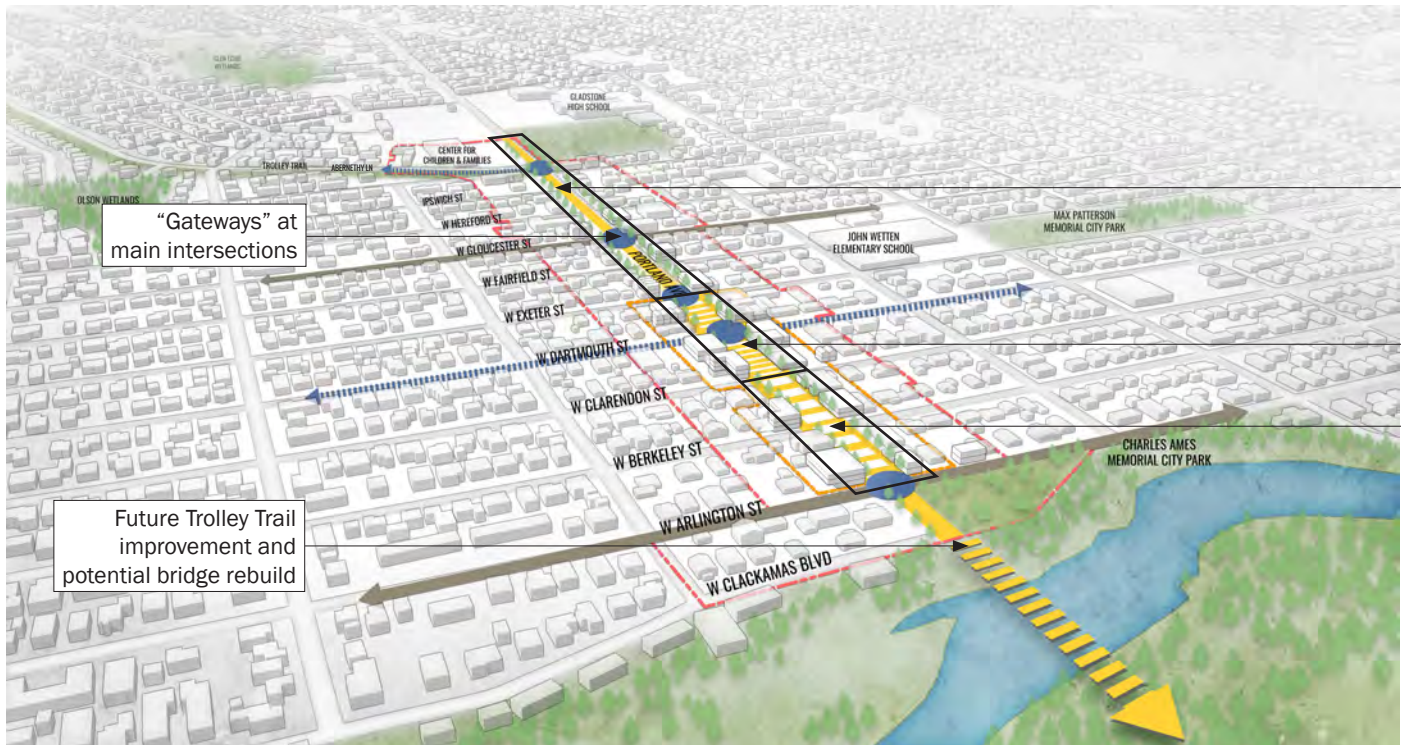
# D. PORTLAND AVENUE IMPROVEMENTS

## Streetscape Concept

A significant component of the Revitalization Plan hinges on public and private investment in the Portland Avenue streetscape. Portland Avenue is divided into three primary segments as part of this plan, each with different design configurations intended to both catalyze development and complement an established and evolving neighborhood character.

Portland Avenue today is a wide street that promotes higher travel speeds, is undefined and unwelcoming to bicycles, and is difficult for pedestrians to cross with ease. It has more travel lanes than are necessary to serve existing or future traffic volumes and is not consistent with Gladstone’s goals of prioritizing people on foot, bicycle, mobility devices, transit, and other non-automobile modes of travel. The recommended streetscape concepts act to slow traffic, create shared streets, widen sidewalks and public people spaces, and make downtown a destination to stop at rather than simply pass by.

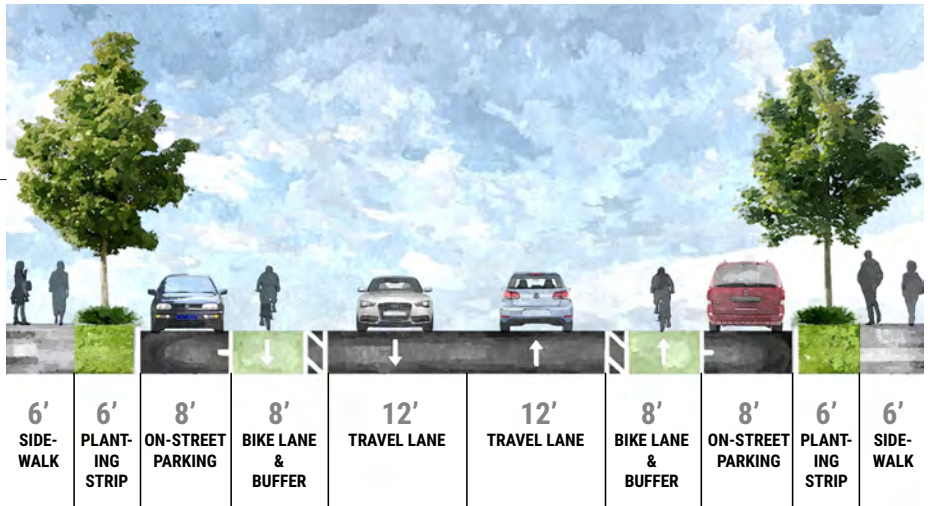
**Figure 14: Downtown Streets and Transportation**



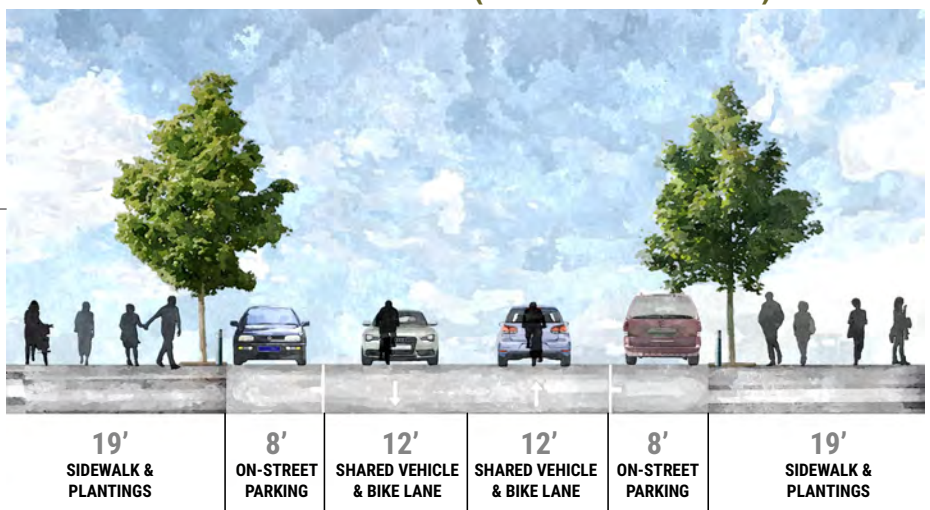
This Plan proposes rethinking Portland Avenue and leveraging public and private investment to completely redesign and rethink the street. It is currently an 80 foot wide barrier to this community’s health and must be redressed to make downtown a more people-friendly place. This Plan proposes several different designs on different segments of the street, each intending to contribute to a balanced multi-modal corridor that supports redevelopment and focused investment spending.

The Revitalization Plan builds upon many of the recommendations of the 2008 Streetscape Plan for improvements to Portland Avenue. This include eliminating the center turn lane, adding buffered bicycle lanes (north of Exeter, in this case), and developing a downtown shared street plaza in the Exeter-Arlington segment.

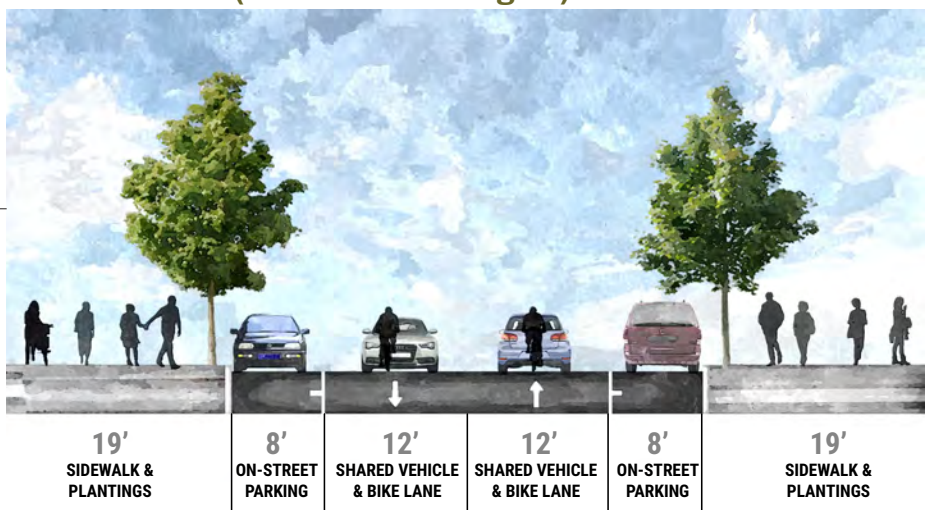
**Mixed-Use Corridor (Abernethy to Exeter)**



**Downtown Core “Festival Street” (Exeter to Clarendon)**

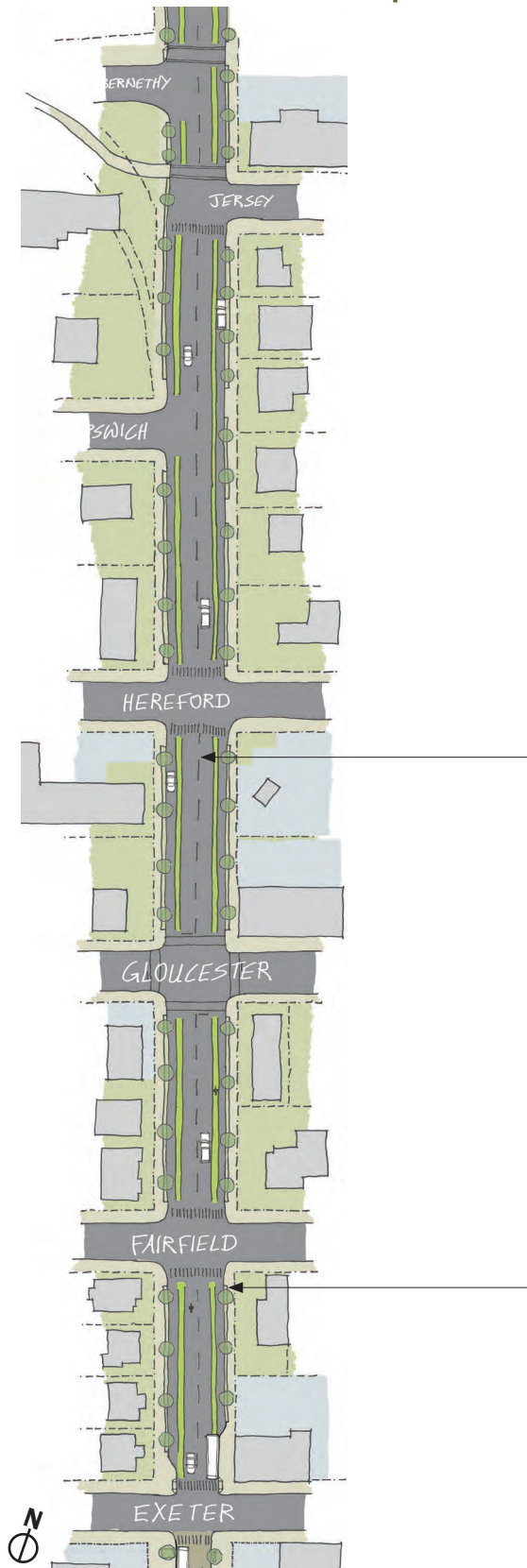


**Downtown Core (Clarendon to Arlington)**



# Downtown Vision

**Figure 15: Mixed-use Corridor Streetscape**



## Mixed-Use Corridor (Abernethy to Exeter Streets)

- Existing curbs to remain, saving significant costs
- Restriping the roadway to eliminate the unnecessary center turn lane
- Striping in buffered bike lanes in each direction, thereby establishing a formal bike connection that links to the Trolley Trail
- Parallel parking remains on both side of the street
- Some public investment in stormwater facilities such as new basins and swales may be needed
- Sidewalks widened and tree planting strips rebuilt as properties redevelop



An example of a similar configuration with vehicle and bicycle lanes and on-street parking. (Troutdale, OR)



Sidewalks and landscape strips in the Mixed-Use Corridor will be rebuilt gradually as properties (re)develop. (Highland Park, CO)

## Downtown Core (Exeter to Clarendon Streets)

- Narrowing the roadway to fit wider sidewalks
- 19 foot sidewalks with ample space for outdoor seating, street trees, and stormwater facilities
- Two travel lanes supporting shared traffic
- Parallel parking largely maintained on-street to provide direct access to businesses, effectively narrow the street, and provide a barrier between vehicles and sidewalk activities
- Curb extensions make pedestrian crossings safer
- Opportunities to use parking spaces as street seats
- A curbless, festival street design that blends sidewalk, parking, and lane areas for traffic calming, character continuity, and potential celebration uses

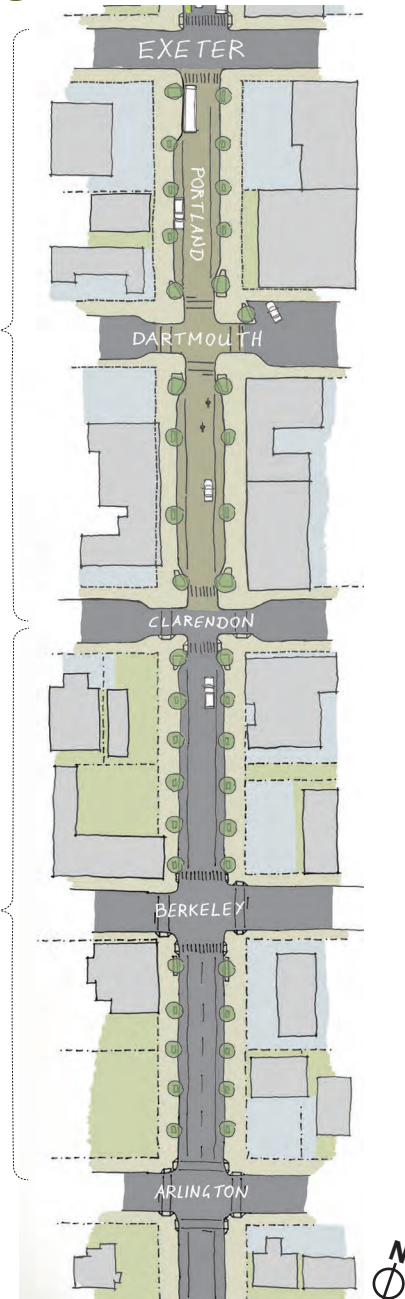
## Downtown Core (Clarendon to Arlington Streets)

- Narrowing the roadway to fit wider sidewalks
- 19 foot sidewalks with ample space for outdoor seating, street trees, and stormwater facilities
- Two travel lanes supporting shared traffic
- Parallel parking largely maintained on-street to provide direct access to businesses, effectively narrow the street, and provide a barrier between vehicle traffic and sidewalk activities [photo]
- Curb extensions to help facilitate short and quick pedestrian crossings [photo]
- Opportunities to repurpose parking spaces as parklet street seats
- Same geometric configuration as the Exeter-Clarendon segment but with curbed streets



Curbless streets with shared traffic and opportunities for festival closures, street seat parklets, and other amenities. (Beacon Hill neighborhood - Seattle, WA)

Figure 16: Downtown Core Streetscape



# Downtown Vision



A shared street environment with wide sidewalks, parking, and intersection design treatments. (Oregon City, OR)



Pavement and surface textures help define space for various users. (Portland, OR)



Wide sidewalks with ample room for seating, bicycle racks, and landscaped areas, which also visually narrow the street and slow traffic. (Bainbridge Isl., WA)

## Transportation Project Sequencing

The Downtown Revitalization Plan is a long-term vision for reestablishing multi-modal connections to and through Portland Avenue and reinvigorating a key economic and cultural focal point of the City. This Plan includes an ambitious list of infrastructure projects that will substantively change how Portland Avenue is traveled by vehicle, bicycle, and walking. Successful implementation of these projects will require establishing project priorities and a strategic approach to both phasing and funding.

The following table identifies a recommended sequencing of the identified Portland Avenue streetscape improvements, with an indicator of relative cost. (See Appendix C for detailed planning-level cost estimates.)

**Figure 17: Transportation Cost Estimates**

Project Description	Planning Level Cost Estimate
<b>Near-Term Projects</b>	
Restripe Portland Avenue (Abernethy Lane to Arlington Street) <sup>1</sup>	\$
Install decorative street lighting (Abernethy Lane to Exeter Street)	\$\$
<b>Mid-Term Projects</b>	
Downtown Core Plaza (Exeter Street to Clarendon Street)	\$\$\$
Downtown Core (Clarendon Street to Arlington Street)	\$\$\$
<b>Long-Term Projects</b>	
Widen and rebuild portland Avenue sidewalks and landscape strip (Abernethy lane to Exeter Street) <sup>2</sup>	\$\$
Portland Avenue bulb-outs and stormwater improvements (Abernethy Lane to Exeter Street)	\$\$

<sup>1</sup> Restriping from Abernethy Lane to Exeter Street will be permanent. Restriping from Exeter Street to Arlington Street will be temporary until the Downtown Core Plaza and Downtown Core streetscape improvements are implemented.

<sup>2</sup> Rebuilding of the sidewalks and landscaping strips north of Exeter may be undertaken as a City capital project, or may be the individual responsibility of property owners as they redevelop over time. If done as a public project these improvements can be completed together for a cohesive corridor, but the cost would be borne by the public. If done piecemeal by property owners, full replacement will take much longer.



## E. ECONOMIC DEVELOPMENT

As described in the Downtown Gladstone vision outlined above, this Plan understands that revitalization of the Portland Avenue corridor will require actions and investments by both public agencies such as the City of Gladstone and Gladstone Urban Renewal agency, and from private property and business owners. Working together these efforts will impact the physical streetscape; as well as storefronts and properties adjoining it.

One impetus for undertaking this planning project was a perception that some property in the downtown is underutilized, or in poor repair, and that new development is happening at a slow pace. At the same time, the area has many assets, such as established local businesses, classic main street storefronts, and relatively low vacancy. This Plan envisions new investment in many of these properties over time, including rehabbed storefronts, space for new businesses and residents, and new development.

While future private investment and development in properties along the corridor will play the most important role in transforming the built environment, there are some steps that the City, business organizations, and other stakeholders can take to help incentivize this private investment, attract new visitors, and reinforce the downtown as the heart of the community.

The following are some recommended steps to aid in economic development.

### Storefront Improvement Program

Storefront improvement programs provide assistance and financial incentive for commercial property owners to reinvest in the facade of their buildings. These programs are a common use of Urban Renewal funding that encourages investment in private property, while emphasizing the building's façade to ensure that there is an outward public impact and community benefit.

For a revitalization program, improvements to storefronts work with public improvements to the streetscape to create an overall sense of investment in the area. Storefront improvements might range from simple paint and repair, to awnings, signage, lighting, or more major rehabilitation include structural and window renovations. Programs can also aid in the design and planning for these projects. There are multiple ways to structure such programs including grants or loans, and many examples from across the region to serve as models.

### Create a Downtown Gladstone Business Group

The local business community can leverage the momentum and connections created during this planning process to help foster the creation of a business group focused on downtown Gladstone.

This group could help focus discussion on those issues that apply to Portland Avenue in particular, aid and track progress of revitalization efforts. The group would serve to keep local business owners contact each other, and provide a point of contact for the City. The could also help to coordinate downtown events and marketing opportunities (see below), making sure that all businesses and other stakeholders are involved. This group may only meet perhaps quarterly or semi-annually to avoid taxing members' time and attention.



Existing storefronts in downtown Gladstone.



Storefront improvement adds new life to tired commercial buildings. (Milwaukie, OR)

## Downtown Vision

The City can help coordinate this group at the outset, but it should be run by local business owners and/or other Portland Avenue stakeholders. It may be formed as a subgroup of an existing local business association, such as the Gladstone Business Owners and Managers group, or the Rotary. The City should maintain a designated liaison for this group to coordinate business and public efforts as necessary.



Outdoor street festival (EcoTrust Building plaza, Portland, OR)

### **Downtown Branding, Marketing, and Events**

In conjunction with the Downtown Gladstone Business Association (above), the City can reinforce downtown Gladstone as a unified district and destination. This means messaging and coordination among business owners, the City, and other stakeholders to brand the district and explicitly advertise events as taking place in “Downtown Gladstone.” Businesses can coordinate their approach to such events, such as keeping the same hours, agreeing on sidewalk activities, or creating marketing materials prior to events.

Marketing and brandings efforts can be applied to existing events, or new events made possible by the new Downtown Plaza street design described in this Plan. The street redesign described in this Plan will create excellent new spaces for new events, such as festivals, concerts, or farmers markets. There may also be existing events in the city which are seeking new space and may be better suited to the downtown.

Other on-going messaging efforts might include physical improvements such as streetlight banners or signage in the downtown, or small handouts such as a guide to local businesses. The goal of these activities is to ensure that the community does not miss opportunities to brand “Downtown Gladstone” as a distinct place in the community.

### **Continue and Complete City Hall/Library Project and Trolley Bridge Replacement**

It should not be understated the degree to which the recommendations described in this Plan and other prominent public projects in the area can leverage and mutually-reinforce each other. This planning process has made clear that the City Hall/Library redevelopment project and replacement of the Trolley Bridge provide important underpinning to the revitalization of Portland Avenue.

Redevelopment of the key City Hall and Library properties presents the opportunity to create a model civic building in the Downtown Core, bringing customers and activity. Such development can be catalytic of other new development in the area, and provide an example of good building design and aesthetics. Given the central location of the City Hall property at Portland Avenue and Dartmouth, momentum should be maintained on this project as a key part of the Portland Avenue revitalization program. Redevelopment will also provide the opportunity for public plaza, art or monument at this highly visible intersection.

The replacement of the Trolley Bridge has been identified as a key project in the revitalization of -owntown Gladstone as well. The extension of the Trolley Trail down Portland Avenue and eventually across this bridge is important not just for regional connectivity, but also to reinforce this as a major route for cycling and walking directly through the middle of downtown Gladstone. The volume and type of traffic this successful connection can add to Portland Avenue will greatly enhance revitalization efforts by bringing greater awareness and more visitors to the area. It will also create additional marketing and event opportunities for local business and boosters.

# F. MULTI-MODAL CONNECTIONS

## Neighborhood and Regional Connections

Though the Revitalization Plan focuses on Portland Avenue transportation improvements, connections from downtown to Gladstone neighborhoods and the larger metropolitan region will be critical for its success. In order to support new businesses downtown, nearby customers will need easy options for walking and rolling from their homes and workplaces. The proximity of Highway 99E and I-205 make it similarly important that regional travelers and commuters can easily get back and forth via transit, trail connections, and automobile.

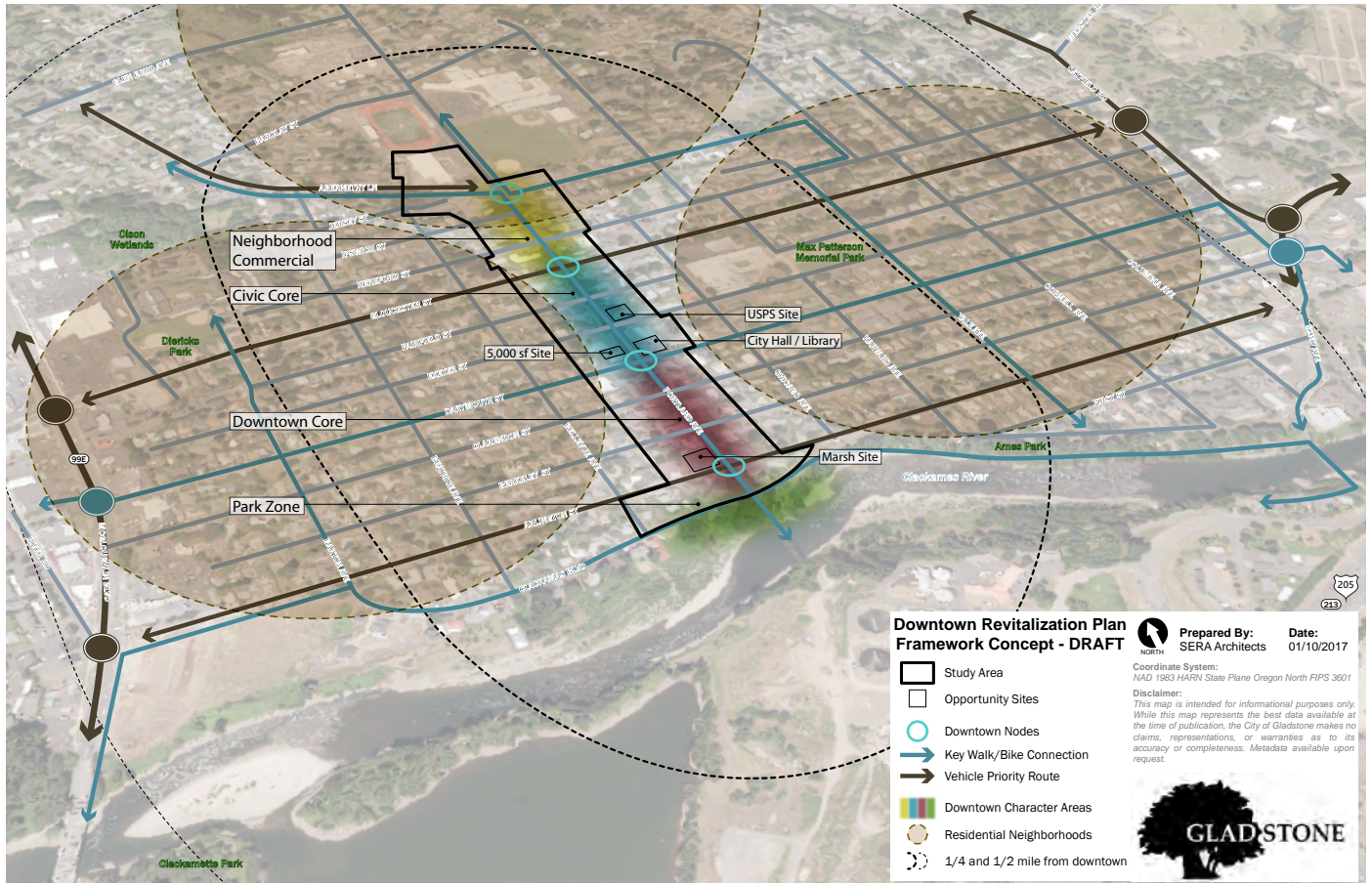
The City is also updating its Transportation System Plan (TSP) in 2017. The TSP will largely defer to the Revitalization Plan regarding Portland Avenue; any future transportation capital or operation projects will need to ensure consistency between the two plans.

People in Gladstone are just as likely to want to walk ten minutes to a downtown coffee shop or brewpub as they are to need to commute fifteen miles to their job or the airport. This Plan recommends additional enhancements to Dartmouth Street in particular as a walking, biking, and



An example former rail bridge converted to walking and bicycling uses. (Salem OR)

**Figure 18: Framework Concept**



# Downtown Vision



Bus shelters can be seamlessly integrated in to urban sidewalk zones. (SE Division St. Portland, OR)

rolling priority street, with low traffic speeds, easy crossings, and connections to the school and across 99E. This will provide a low stress route for people into the heart of downtown.

Gloucester and Arlington will continue to function as key vehicle and transit routes. These two roads will have improved tie-ins to 99E and I-205 access ramps including traffic signal improvements, wayfinding signage, and safety enhancements. The concurrent Gladstone Transportation System Plan update of 2017 will further describe city-wide multi-modal transportation strategies and projects to ensure safe, convenient travel by all modes is available.

**Figure 19: Downtown Transportation System**



## Transit Connections

Public transit can provide important connections to destinations for people that do not drive or bike. A redeveloped Portland Avenue has the potential to become a more significant destination in the future, and as such, needs to continue to accommodate additional or more frequent bus routes and enhanced bus stops.

The long-term vision for Portland Avenue includes the continued accommodation of existing bus routes through enhanced bus stops. The identified Portland Avenue streetscape improvements will support the installation of bus shelters, seating, trash cans, and lighting. TriMet currently evaluates the need for these types of amenities based on usage and the frequency of the bus line.

The TriMet Service Enhancement Plans for the southeast region include potential changes in the fixed-route services to Gladstone. If implemented, changes may include rerouting Line 79 out of Gladstone and replacing it with a new line that would traverse the Arlington Street and Dartmouth Street corridors. Other potential changes would include additional weekday frequency and hours of operate to Line 32. The improvements identified for Portland Avenue would complement these long-term changes.

## G. GATEWAYS AND UNIFYING ELEMENTS

Throughout this planning process the community expressed a desire for a sense of arrival and distinction at downtown. This can be achieved many ways and will already be highly evident by the change in streetscape, landscape, and development character in the Downtown Core and Mixed-Use Corridor. Other elements will further define the downtown area. Signature lighting fixtures, benches, pavement markings, trash cans, and trees can visually and functionally unify an area. On-street parking configurations and a continuous main street of businesses and mixed-use buildings further the identity.

There is also the need for distinct “gateway” features at key entrances to downtown and Gladstone proper. The city may use signage, art, or literal archways to demark and arrival in downtown. Main roads off of Highway 99E and Interstate 205 should be improved with directional and wayfinding signage showing the way to downtown Gladstone, which is today passed by many tens of thousands of people driving mere blocks away but is rarely visited by those traveling nearby.



Landscape and street gateway creates a sense of arrival in a distinct character district (Pendleton, OR)



Downtown gateway arch and distinct landscape, paving, and sidewalk design treatments. (Redmond, OR)

**Figure 20: Gateway and Signage Concepts**



# H. PARKING MANAGEMENT



Parking access from real alleys and driveways helps maintain an continuous building frontage, activates retail spaces, and reduces conflict points with people walking (Portland, OR)



On-street parking maintained on Portland Avenue and reconfigured in the Downtown Core segments due to a street redesign.

## Background

Effective parking management is essential to a successful downtown district and is a key component of revitalization in downtown Gladstone. While improvements to Portland Avenue and connecting streets will make it easier and more attractive for visitors to walk, bike, or take transit to downtown Gladstone, many visitors will continue to arrive by car. Downtown Gladstone will need to continue to have adequate parking for current and future customers and consumers of goods and services located downtown, while at the same time accommodating employee and residential parking needs. Thus, it is important to think of parking as a district-wide asset to be managed through coordination of public and private stakeholders.

The role of parking has been integral to this planning process. The findings of a 2006 Parking Study were considered early in the project (see Existing Conditions Report, Appendix E) and citizen input has included on-going concerns that adequate parking be available as properties develop and redevelop along Portland Avenue. A utilization study was conducted as part of the Parking Study to assess parking supply and capacity along Portland Avenue, for an area that roughly corresponds to the downtown Revitalization Plan study area. In general, on-street parking supply was found to be sufficient, with the exception of a few areas near the retail core and civic services. This area, termed “Parking Zone A,” included Portland Avenue frontage between Exeter Street and Arlington Street and on the block of Dartmouth Street between Portland Avenue and Chicago Avenue (adjacent to City Hall and the library) and experienced utilization exceeding 85% during peak hours<sup>1</sup>.

The parking management plan prepared for downtown Gladstone in 2006 recommended the City establish time limits for on-street parking in Parking Zone A. Time limits in this area would encourage turnover and help ensure on-street spaces are available for customers of local businesses. This recommendation was partially implemented; 4-hour time limits are in effect along Portland Avenue between Dartmouth and Clarendon Streets and a mix of 2-hour and 1-hour time limits are in effect on streets that front City Hall.

<sup>1</sup>Figure 5 in the Parking Plan

## Parking Strategies

### 1. Implement 4-hour time limits throughout the Downtown Core

Site observations and extensive public involvement as part of Downtown Revitalization Plan project have validated the conclusions of the Parking Study. Today, on-street parking is generally sufficient along Portland Avenue; however, on-street parking is highly utilized in the smaller area surrounding City Hall, the library, and the concentration of storefront businesses between Dartmouth and Clarendon Streets. Additionally, parking demand peaks during Municipal Court hearing days, when many people visit City Hall.

To address current parking issues and anticipate future growth in downtown Gladstone, the recommendation is to institute 4-hour time limits for on-street parking on the four block segment of Portland Avenue between Arlington Street and Exeter Street. This segment corresponds to the Portland Avenue section of Parking Zone A as identified in the 2006 Parking Study. (Parking Zone A also includes a one-block section of Dartmouth Street between Portland Avenue and Chicago Avenue. This Plan does not recommend any changes to parking time limits on this block.)

Establishing consistent time-limits for this area implements the vision for a concentration of retail activity in the Downtown Core, ensuring consistent turn-over of spaces and that on-street parking that is close to businesses is made available for visiting customers.

Time-limits are a sensible and achievable strategy for addressing short-term parking needs. The observed general availability of on-street parking and the fact that there has been no added retail or office space in the Downtown Core since the Parking Study was completed indicates that instituting a plan for this segment of Portland Avenue will be sufficient in the near-term. However, if in the future, the availability of on-street parking is perceived to be a barrier to downtown revitalization, even after the implementation and monitoring of time-limits throughout the Downtown Core, the City should conduct a parking utilization study. The study will quantify the extent of the problem and recommend targeted, specific changes.

Additionally, the Downtown Revitalization Plan recommends the following strategies, many adapted from the 2006 Parking Study, for improving parking conditions. These strategies should be implemented as opportunities arise or parking conditions change.

**Figure 21: Parking Zone Boundaries from the 2006 Downtown Parking Plan**



## **2. Evaluate opportunities to increase the supply of off-street parking to serve the entire downtown district.**

The City may leverage publicly-owned properties or consider acquisition or lease of privately-owned properties to construct new off-street parking facilities. Off-street lots may be most appropriate for longer-term use by downtown employees or visitors to City Hall or the library.

## **3. Collaborate with private property owners to create shared-use agreements for existing lots.**

The 2006 study found that there were approximately 140 off-street spaces throughout downtown Gladstone and that up to 50% of these spaces were underutilized. Many of these spaces could be used by customers or employees of other, nearby businesses. To enable this, the City could initiate collaboration between private property owners to create shared-use agreements. The City may offer incentives for property owners that establish such agreements.

## **4. Improve compliance with time-limits.**

If time-limits are not adhered to, the City may consider several ways to improve compliance.

- Fund city employee-time for parking enforcement.
- Target increased enforcement, particularly during peak hours.
- Provide initial warnings in-lieu of tickets to educate the public about the time-limits.
- Improve signage to be more prominent and clear.
- Encourage business owners to direct employees to appropriate parking areas where they will not compete with customers or patrons.



# 4. Downtown Plan Policies and Land Use Strategies

## Background

This section lays out the policies and strategies that will guide future planning and development within the project area, consistent with the goals and objectives established from the project onset. Plan policies formalize the vision statement and directly state what the City will do today and in the future to achieve the vision. Once adopted as part of this plan, they represent the community's values and priorities and will be used to ensure future development is responsive to those values.

The following policies articulate the vision for downtown Gladstone and provide direction for future actions to implement the plan:

1. Plan for and promote the prosperity of Portland Avenue through policies, programs, and development regulations that are consistent with the local vision for downtown Gladstone and the regional Metro 2040 Growth Concept Town Center designation.
2. Focus public investment in the “Downtown Core” of the Gladstone, an area along Portland Avenue between Exeter Street and Arlington Street.
3. Incentivize retail and mixed-use development in the Downtown Core to concentrate storefront businesses and pedestrian activity.
4. Outside of the Downtown Core and throughout the Portland Avenue corridor, encourage a mix of higher density residential, mixed-use, and commercial development to support the downtown.
5. Maintain and enhance design standards that promote a “main street” character along Portland Avenue while ensuring compatibility with surrounding residential neighborhoods.
6. Invest in a high-quality streetscape on Portland Avenue that encourages walking and bicycling, provides public space for events, and supports storefront businesses.
7. Establish Portland Avenue as a key link in the regional bicycling and walking network by creating bike facilities on Portland Avenue and pursuing reconstruction of the Trolley Bridge.
8. Build awareness of downtown Gladstone by installing gateway features and directional wayfinding signage at key locations.
9. Support efforts to establish a business district organization or volunteer association of business owners that can coordinate joint marketing initiatives for the district.
10. Assist business and property owners with enhancing the exterior appearance of buildings to attract new tenants and contribute to the aesthetic quality of the downtown.
11. Manage on-street parking in the Downtown Core to encourage short-term use by visitors and customers.
12. Explore establishing new public off-street parking areas near the Downtown Core to support the parking needs of both civic functions and small businesses.
13. Enforce off-street parking requirements for private developments that promote efficient use of land while balancing the need for adequate parking throughout the district.

## Integration with the Comprehensive Plan

The adopted Gladstone Comprehensive Plan has several existing policy statements that address land use, transportation, and economic development along Portland Avenue. The policies above are generally complimentary and further the direction set out by the Comprehensive Plan. However, specific recommended updates to Comprehensive Plan policies will ensure that this over-arching policy document is consistent with the

# Downtown Plan Policies and Strategies

Downtown Revitalization Plan. The recommended amendments to the Comprehensive Plan are documented in full in Appendix A.

## Land Use Strategies

Development within downtown Gladstone is currently regulated by the standards and requirements of the Community Commercial (C-2) zoning district and other provisions of the Gladstone Municipal Code (Title 17, Zoning and Development). The C-2 zone is one of three commercial zones in the city, it is intended to serve a wider market than the Local Commercial (C-1) district while ensuring that commercial development remains compatible with adjacent residential neighborhoods. The extent of the C-2 zone is limited the Portland Avenue corridor, with the zoning applying to properties fronting the street as well as those within a half-block of it. The C-2 zone's development regulations are generally supportive of the pedestrian-oriented retail uses that are envisioned by this plan; however, several specific regulations could present barriers to new revitalization, including development and design standards and procedural requirements.

As described in this Plan, this project identified that a segment of the Portland Avenue corridor is more urban in character and has greater potential to develop as a retail hub in the short-term. This area is defined as the "downtown core." Consistent with the policy statements above, development regulations within the downtown core should be tailored to encourage retail and mixed-use development that is consistent with the existing character and future vision for the area.

The following amendments to the development code are recommended to achieve the vision articulated in this plan. The amendments are organized under four strategic objectives. More detail about all the proposed amendments can be found in Appendix B.

### 1. Establish an overlay zone for the downtown core

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.

### 2. Encourage new development within existing limitations on height and scale

The community desires new development and redevelopment to support the revitalization of downtown Gladstone. At the same time, community members want to ensure that future growth doesn't impact the livability and character of Gladstone. The community expressed concern that permitting buildings over the existing 35-foot (three story) height limit would be visually incompatible with existing development. Using economic analyses of actual sites on the corridor, the project team crafted changes to the development regulations that would encourage new development within the existing height limit. The following amendments are recommended to achieve this objective:

- **Maintain 35-foot height limit, but allow for heights up to 40 feet if the height of the ground floor is at least 15 feet.** This ensures that future development will complement existing building height and scale.
- **Reduce minimum landscaping requirements.** The City's current standard may be difficult to meet for some new development, particularly on smaller sites and in combination with off-street parking requirements. This plan recommends eliminating landscaping requirements for properties fronting Portland Avenue and reducing the requirement for all other properties to promote active use fronting the street and to increase the viability of redevelopment.

**Figure 22: Development Code Summary**

DOWNTOWN CORE		MIXED USE CORRIDOR	
LAND USE / DEVELOPMENT			
<p>COMMERCIAL MIXED-USE RESIDENTIAL</p> <p>NO GROUND-FLOOR RESIDENTIAL</p> <p>SINGLE-DWELLING TOWNHOMES MULTI-DWELLING</p>		<p>COMMERCIAL MIXED-USE RESIDENTIAL</p> <p>SINGLE-DWELLING TOWNHOMES MULTI-DWELLING</p>	
OFF-STREET PARKING REQUIREMENTS			
<p>RESIDENTIAL: 0.5 PARKING SPACES PER RESIDENCE</p>		<p>COMMERCIAL (UPPER FLOORS): 1 PARKING PER 600 SF</p>	
<p>RESIDENTIAL: 1.0 PARKING SPACE PER RESIDENCE</p>		<p>COMMERCIAL (UPPER FLOORS): 1 PARKING PER 600 SF</p>	
LANDSCAPING / SETBACKS			
<p>LANDSCAPE REQUIRED AT PARKING AREAS</p>		<p>NO FRONT SETBACK REQUIRED</p>	
<p>LANDSCAPE REQUIRED AT PARKING AREAS</p>		<p>GROUND-FLOOR RESIDENTIAL: REDUCED SETBACK</p>	
MAXIMUM DENSITY			
<p>CONTROLLED BY HEIGHT LIMIT (THREE STORIES, 35'-40' (WITH GROUND FLOOR BONUS) AND PARKING REQUIREMENT</p>		<p>CONTROLLED BY HEIGHT LIMIT (THREE STORIES, 35'-40' (WITH GROUND FLOOR BONUS) AND PARKING REQUIREMENT</p>	

- 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.

# Downtown Plan Policies and Strategies

## 3. Clarify and improve standards for residential development

Residential development in the C-2 zone is required to apply for a Conditional Use permit, which can delay and increase the risk of new development. Additionally, residential uses in the C-2 zone are subject to the development standards of the R-5 residential zone. These standards are designed for relatively low-density, detached single-family development. Like all commercial areas, downtown Gladstone would benefit from higher-density development in the C-2 zone because it would bring more people in close proximity to local businesses. At the same time, residential development must be located and designed appropriately to both meet future housing needs as well as support the commercial district. The following amendments are recommended to clarify and improve standards for residential development:

- **Permit residential uses outright.** Residential development will play a role in the revitalization of downtown Gladstone and the current requirement for a conditional use permit may be inhibiting new development.
- **Reduce minimum front setback and establish specific design standards for residential development with small front setbacks.** Residential uses are currently required to be setback 20 feet from the front property line, which can inhibit or eliminate the possibility for many forms of attached single-family and multi-family development, such as townhomes or small apartment buildings. If designed appropriately, residential development placed close to the sidewalk can create an interesting pedestrian-experience that is consistent with the main street character of Portland Avenue.
- **Increase maximum density standard.** The C-2 zone limits the number of residential units that can be built based on the size of the lot. The existing limits prohibit single-family attached and multi-family housing that would be consistent with the character of the neighborhood and contribute to the revitalization of downtown Gladstone.
- **Prohibit residential uses on the ground floor in the downtown core.** Residential uses on the ground floor in the downtown core would detract from the vision of a storefront pedestrian experience. However, residential uses on the upper floors as part of a mixed-use development would be permitted and encouraged in the downtown core.

## 4. Enhance design standards for commercial development.

The development and design standards of the C-2 zone generally support high-quality, pedestrian-oriented building and site design. Several specific existing regulations could be clarified or enhanced to improve site or building design. The recommended standards ensure that new development will contribute to the revitalization of downtown Gladstone by creating an appealing and pedestrian-friendly environment.

- **Require more windows on ground floor of commercial development.** Windows on the ground floor of buildings allow views into activity and create a more interesting and comfortable pedestrian experience. The code currently requires that windows make up 50% of the width and 25% of the area of the ground floor frontage. The recommendation is to increase the percentage of area that must be fenestrated on the ground floor frontage to 60% of the total front facade area.
- **Clarify requirement for location of main entrances.** 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.
- **Prohibit drive-throughs.** Drive-throughs promote vehicular use of the corridor, conflict with non-motorized uses, and do not fit with the desired character of Portland Avenue.

# 5. Implementation

The preceding sections of this Plan have described a vision for a revitalized downtown Gladstone and Portland Avenue corridor, including concepts for future development, multi-modal transportation, streetscape, connections and gateways, and business development.

This section summarizes the recommended action items that the City can undertake in the short- and mid-term to bring about this vision. The following action items focus on public sector actions which the City can directly undertake or participate in. These actions can, in turn, support and incentivize decisions by private property owners and businesses to further revitalize the Downtown area.

The implementation items are summarized in the tables below, broken down into three broad categories: Policy Actions, Transportation Projects, and Economic Development Strategies. A reference to more in-depth information on each subject is provided, where available.

Rather than estimate specific deadlines, the items are broken down by general timeframes representing the estimated amount of effort and time required, as well as priority for accomplishing the overall revitalization program.

The rough definitions of the timeframes are:

- Short Term: Under 2 years
- Medium Term: 3 - 5 Years
- Long Term: 5+ Years

## Policy Actions

Recommended Action	Description	Reference	Time-frame
<p><b>1. Amend the Comprehensive Plan/Zone Map to include a Downtown Core overlay zone</b></p>	<p>Adopt a Downtown Core overlay zone covering the four block section of Portland Avenue from E Exeter Street to the north to E Arlington Street to the south. The zone would cover only those tax lot properties which directly front onto Portland Avenue. The overlay zone will allow specific regulations to apply to be modified for this focus area, as opposed to the larger C-2 zone.</p> <p>This step requires legislative action by the City Council with public notice and a hearing. (Should be completed in conjunction with other legislative action items described here.)</p> <ul style="list-style-type: none"> <li>• Draft specific amended Comprehensive Plan language for adoption.</li> <li>• This step may require contracted code-drafting assistance. The State TGM code assistance grant is one source of funding for extensive code-drafting projects. However local resources may be sufficient for a limited scope of revisions.</li> <li>• Public adoption process.</li> </ul>	<p>Section III C; Section IV; Appendix A</p>	<p>Short-Med term</p>

# Implementation

Recommended Action	Description	Reference	Time-frame
<p><b>2. Adopt Development Code changes</b></p>	<p>Adopt recommended changes to the development code to allow for the realization of the Plan vision. Recommended code amendments are designed to help facilitate the development of permitted development types, and encourage mixed use and commercial uses in the core, and residential uses north of Exeter St.</p> <p>This step requires legislative action by the City Council with public notice and a hearing.</p> <ul style="list-style-type: none"> <li>• Draft specific Development Code language for adoption.</li> <li>• This step may require contracted code-drafting assistance.</li> <li>• Public adoption process.</li> </ul>	<p>Section III; Section IV; Appendix B</p>	<p>Short-Med term</p>
<p><b>3. Adopt Comprehensive Plan policy changes</b></p>	<p>Amend the Comprehensive Plan to acknowledge and reflect the Downtown Gladstone Revitalization Plan and incorporate its policies. The Comprehensive Plan must be updated in order for these policy statements to be formally recognized and guide future planning in the area.</p> <p>This step requires legislative action by the City Council with public notice and a hearing.</p> <ul style="list-style-type: none"> <li>• Draft specific amended Comprehensive Plan language for adoption.</li> <li>• This step may require contracted code-drafting assistance.</li> <li>• Public adoption process.</li> </ul>	<p>Section IV; Appendix A</p>	<p>Short-Med term</p>
<p><b>4. Amend the Transportation System Plan to reflect recommended transportation recommendations and street cross-sections</b></p>	<p>Amend the Transportation System Plan to include and reflect the transportation recommendations included in the Downtown Gladstone Revitalization Plan. The recommendations included here will guide the treatment of Portland Avenue in the TSP, which is receiving a full update in a concurrent project.</p> <p>This step requires legislative action by the City Council with public notice and a hearing.</p> <ul style="list-style-type: none"> <li>• Ensure that the transportation changes recommended in this plan are reflected in the full TSP update package being prepared concurrently.</li> </ul>	<p>Section III D; Appendix C</p>	<p>Short-Med term</p>

Recommended Action	Description	Reference	Time-frame
<p><b>5. Extend the Gladstone urban Renewal Area</b></p>	<p>Extend the Gladstone Urban Renewal Area (URA), through a minor amendment of the Urban Renewal Plan. Currently the Gladstone Urban Renewal Area covers nearly all of the Portland Avenue public right of way starting at Berkeley Street, but not the properties on either side of the street (with the exception of the City Hall and Fire Station properties.) This extension would incorporate the one block of street right of way between Berkeley and Arlington Streets. It would also include the properties which front on Portland Avenue on the four blocks of the Downtown Core as described in this Plan. This allows for use of tax increment financing revenue on Portland Avenue capital projects, as well as the creation of a Storefront Improvement Program (see below) and potentially other participation by the Urban Renewal Agency in development in this area. Any projects intended to be funded with Urban Renewal resources should be explicitly identified through this process.</p> <p>There is also the potential to fund staffing for activities related to this plan, as long as they take place in the URA and serve the goals and purposes of the URA. this funding could be combined with other funding sources for a staff person to also handle some responsibilities outside of the URA such as general economic development.</p> <p>The supporting analysis for this extension would assess if the URA could be revised to cover the totality of the Downtown Core area, or may indicate that a different geography is more appropriate. Preliminary calculations indicate that the acreage of this extension would be very close to the 1% standard for a minor amendment to the Urban Renewal Plan.</p> <p>A minor amendment can be passed by resolution of the Urban Renewal Agency, but does require some attending documentation. Substantial (or major) amendments to a URA require a much more time-intensive and costly process of analysis, documentation, and public process. However, if at the time of assessment of an extended URA it is determined that more substantial changes or area coverage is desired, a substantial amendment could be pursued</p> <ul style="list-style-type: none"> <li>• Prepare report in support of minor amendment. This report provides existing conditions analysis of properties to be added, identifies intended projects to be undertaken, and any properties to be acquired for public purposes.</li> <li>• These planning activities can be funded by the Urban Renewal Agency.</li> <li>• Adopt minor amendment through resolution of Agency.</li> <li>• Or pursue a substantial amendment process to make greater changes to the URA boundary, and potentially include more properties in the downtown area.</li> </ul>	<p>Gladstone Urban Renewal Agency; ORS 457</p>	<p>Short term</p>

# Implementation

Recommended Action	Description	Reference	Time-frame
<b>6. Implement 4-hour parking time limit in the Downtown Core</b>	<p>Adopt a 4-hour parking time limit in the Downtown Core area in keeping with the 2006 Parking Study. This limit would apply to the four blocks between Arlington St. and Exeter St. These limits will keep parking on this strip oriented towards customers and visitors rather than employees or area residents.</p> <ul style="list-style-type: none"><li>• Adopt new parking time limits through resolution of City Council.</li></ul>	Section III H	Short term



## Transportation Projects

Recommended Action	Description	Reference	Time-frame
<p><b>7. Undertake Portland Avenue final street design project</b></p>	<p>This action is the final step before preparing to make actual capital improvements to Portland Avenue. This Revitalization Plan presents a range of street design recommendations, based on the foundation of the 2008 Portland Avenue Streetscape Plan. However, this Plan does not include specific design recommendations for elements such as street lighting, public furniture, paving, cross-walk treatments, storm water features, etc.</p> <p>This action will help the public make final decisions on these elements and prepare for construction of Portland Avenue improvements. Final street design documents will be sufficient to guide construction firms in the capital improvements to Portland Avenue.</p> <p>This project may be undertaken separately, or may be more efficient as a “design/build” project with the firm to undertake the improvements. In either case, a firm with transportation engineering expertise will be required to create construction-ready design documents for the street improvement project.</p> <ul style="list-style-type: none"> <li>• It is the recommendation of this Plan that Portland Avenue capital improvements be funded through Urban Renewal resources. Final design documents are included as a step in this process.</li> <li>• Develop detailed scope for design/build capital project on Portland Avenue, to be issued as an RFP to transportation engineering firms.</li> <li>• The design phase of this project should include public involvement or advisory committees to select public design elements.</li> </ul>	<p>Section III D</p>	<p>Short term</p>

# Implementation

Recommended Action	Description	Reference	Time-frame
<p><b>8. Restripe travel lanes</b></p>	<p>The City may undertake to restripe (paint) the new travel lane pattern on all or part of Portland Avenue. This will quickly and relatively inexpensively establish the new travel patterns, including bike lanes and parallel parking zones, while more intensive design considerations or funding decisions are being made.</p> <p>On the section of Portland Avenue north of Exeter, this striping would be permanent as this Plan does not call for the full rebuilding of this section of Portland Avenue. South of Exeter in the Downtown Core, preliminary restriping would be temporary, because the recommended street improvements to this section would eventually entail a full street rebuild.</p> <p>There are three options for sequencing of restriping of travel lanes. This plan recommends the first option:</p> <ol style="list-style-type: none"> <li>1. Restripe Portland Avenue from Arlington St. to Abernathy Lane. The northern segment will be permanent. The southern segment will be temporary until full street replacement is undertaken in the medium term.</li> <li>2. Restripe the northern segment. Leave the southern segment until full street replacement. New lanes would have to integrate into old lane pattern at Exeter intersection.</li> <li>3. Do not complete any restriping until full improvements are undertaken.</li> </ol> <p>Restriping the entire corridor will make immediate improvements, show quick progress, create bike facilities, and establish public expectations of the transportation changes that have arisen from this project.</p> <ul style="list-style-type: none"> <li>• This project may be an outcome of the final street design project discussed above, or may be undertaken sooner based on the travel lane recommendations included in this Plan.</li> <li>• Planning-level cost estimates indicate that this project may be possible through the City transportation budget [\$5k to \$7k per block (2017 dollars)].</li> </ul>	<p>Section III D; Appendix C</p>	<p>Short term</p>

Recommended Action	Description	Reference	Time-frame
<p><b>9. Construct Portland Avenue street improvements (S. of Exeter)</b></p>	<p>Initiate construction of full street improvements in the four-block Downtown Core, which is south of Exeter St. and north of Arlington Street. These improvements are more extensive than those north of Exeter, and are the largest and highest-impact public capital project recommended in this Plan.</p> <p>Improvements will be done in accordance with final street design project discussed above, and may be bundled together as design/build project. Improvements will include full reconstruction of the street, including removal of trolley tracks, replacement and widening of sidewalks and planting areas, addition of decorative streetlights. The two block section between Clarendon and Exeter would have a curbless “plaza” design and special paving treatment to further demark it as the civic heart of the corridor. All of these improvements would be public capital projects and would take place at one time.</p> <ul style="list-style-type: none"> <li>• Develop detailed scope for design/build capital project on Portland Avenue, to be issued as an RFP to transportation engineering and construction firms, or team of firms.</li> <li>• The final form of this project will be based upon the final street design project discussed above.</li> <li>• It is the recommendation of this Plan that Portland Avenue capital improvements be funded through urban renewal resources.</li> <li>• The construction phase of this project can be bundled with the design phase as a design/build project.</li> </ul>	<p>Section III D; Appendix C</p>	<p>Med. term</p>
<p><b>10. Construct Portland Avenue street improvements (N. of Exeter)</b></p>	<p>Initiate construction of full street improvements north of Exeter. Recommended changes to this segment of the corridor do not include changing the width of the street or full street rebuild. Projects would include adding streetlights (public), redesigning and building corners/crosswalks (public), and replacing sidewalks and planting strips (may be done as public project all at once, or private property owners over time.)</p> <p>Improvements will be done in accordance with final street design project discussed above, and may be bundled together as design/build project. Ideally, this project will be undertaken concurrently with the more major improvements south of Exeter (see above), but technically could be sequenced before or after depending on funding or priorities.</p> <ul style="list-style-type: none"> <li>• Develop detailed scope for design/build capital project on Portland Avenue, to be issued as an RFP to transportation engineering and construction firms, or team of firms.</li> <li>• The final form of this project will be based upon the final street design project discussed above.</li> <li>• It is the recommendation of this Plan that Portland Avenue capital improvements be funded through urban renewal resources.</li> <li>• The construction phase of this project can be bundled with the design phase as a design/build project.</li> </ul>	<p>Section III D; Appendix C</p>	<p>Med. term</p>

# Implementation

## Economic Development Strategies and Other Public Actions

Recommended Action	Description	Reference	Time-frame
<p><b>11. Create Storefront Improvement Program</b></p>	<p>Through the Gladstone Urban Renewal Agency, create a Storefront Improvement Program which applies to the Downtown Core area. This program could be designed to provide assistance and financial incentive for commercial property owners in the downtown to reinvest in the facade of their buildings. This program and funds allocated to it can be created through the same minor amendment process which extends the boundaries of the URA (see above).</p> <p>Storefront improvements might range from simple paint and repair, to awnings, signage, lighting, or more major rehabilitation include structural and window renovations. Programs can also aid in the design and planning for these projects. There are multiple ways to structure such programs including grants or loans, and many examples from across the region to serve as models.</p> <ul style="list-style-type: none"> <li>• Agency undertakes a study of other Storefront Improvement Programs in the region for models of program structure, funding levels, and project types.</li> <li>• Prepare report in support of minor amendment. This report provides existing conditions analysis of properties to be added, identifies intended projects to be undertaken, and any properties to be acquired for public purposes.</li> <li>• Adopt minor amendment through resolution of Agency.</li> </ul>	<p>Section III E;</p> <p>Storefront Improvement Program examples:</p> <p>Oregon City Tigard Beaverton Gresham Silverton Forest Grove UR Astoria Florence Others</p>	<p>Short term</p>
<p><b>12. Create Downtown Gladstone Business Association</b></p>	<p>Leverage the momentum and connections created during this process to help foster the creation of a Downtown Gladstone business and/or stakeholder committee to meet on a semi-regular basis to discuss common downtown concerns, programs and progress of revitalization efforts. This volunteer group can help to guide City efforts and provide feedback. They could also help to coordinate downtown events and marketing opportunities (see below), making sure that all businesses and other stakeholders are involved.</p> <p>The City can help coordinate this group at the outset, but it should be run by local business owners and/or other Portland Avenue stakeholders. It may be formed as a subgroup of an existing local business association. The City should maintain a designated liaison for this group to coordinate business and public efforts as necessary.</p> <ul style="list-style-type: none"> <li>• City should use the stakeholders and advisory committee list from this project to identify downtown business owners and perhaps property owners. This should be further fleshed out with other owners who have not been engaged in the revitalization project. This group should remain as focused as possible on business owners in order to reflect their perspective and not become a generalized stakeholder body.</li> <li>• City should contact list looking for volunteers to lead, or organize this group. If no volunteer emerges, City can organize and host an initial meeting to assess interest.</li> <li>• If this group needs specific direction to stay engaged, it can also be organized as an Advisory Committee for the street design project (see above), or specifically to undertake marketing and branding efforts (see below.)</li> </ul>	<p>Section III E</p>	<p>Short term</p>

Recommended Action	Description	Reference	Time-frame
<p><b>13. Marketing, branding, and events</b></p>	<p>In conjunction with the Downtown Gladstone Business Association (above), the City can reinforce “Downtown Gladstone” as a unified district and destination. This means messaging and coordination among business owners, the City, and other stakeholders to brand the district and explicitly advertise events as taking place in “Downtown Gladstone”. Businesses can coordinate their approach to such events, such as keeping the same hours, agreeing on sidewalk activities, or creating marketing materials prior to events.</p> <p>This can be applied to existing events, or new events made possible by the new Downtown Plaza street design described in this Plan.</p> <p>Other on-going messaging efforts might include physical improvements such as streetlight banners or signage in the downtown, or small handouts such as a guide to local businesses.</p> <ul style="list-style-type: none"> <li>• Organize meeting with business leaders to discuss goals and objectives for district marketing efforts. Choose a responsible party and timeline for each objective.</li> <li>• Identify existing events taking place on Portland Avenue and nearby which can be promoted as downtown events.</li> <li>• Explore organizing a new street event to promote the Downtown Core, or seek other existing local events that may be seeking more appropriate space to relocate.</li> <li>• Utilize “Downtown Gladstone” consistently in all messaging rather than “Portland Avenue.”</li> <li>• Organize a “Grand Opening” for the newly designed Portland Avenue transportation improvements upon completion.</li> <li>• Discuss installing unifying marketing materials such as signage or banners in the Downtown Core. Involve the business district or other public interests in the design.</li> </ul>	<p>Section III E</p>	<p>On-going</p>
<p><b>14. Select and implement way-finding signage on McLoughlin Blvd. and 82nd Drive; and at the Trolley Trail</b></p>	<p>Implement new way-finding signage directly to “Downtown Gladstone” at key points from the major pass-through routes to the east and west of Portland Avenue. Signage will raise awareness of downtown as a destination and direct those who are unfamiliar with it.</p> <p>In addition, new directional signage should be installed at the intersection of the Trolley Trail with Portland Avenue to direct cyclists, runners and other users towards downtown Gladstone and the river.</p> <ul style="list-style-type: none"> <li>• Wayfinding signage on the major traffic corridors to the east and west can be installed using general City transportation funding.</li> <li>• New signage at the Trolley Trail can be coordinated with the North Clackamas Parks &amp; Recreation District. Can be installed before or concurrently with the addition of bike lanes to Portland Avenue.</li> </ul>	<p>Section III G</p>	<p>Short term</p>

# Implementation

Recommended Action	Description	Reference	Time-frame
<p><b>15. Pursue opportunities for additional off-street parking supply</b></p>	<p>Explore opportunities to provide additional off-street public parking on publically-owned property or through lease of privately-owned property. The City Hall/Library redevelopment project may create one opportunity to create off-street public parking. Other opportunities should be explored in the long term if public parking becomes congested on and around Portland Avenue.</p> <p>Explore off-street shared-parking agreements with local business and/or property owners. These agreements utilize commercial parking spaces which may be used during the day, but not the evening, or vice versa. Different categories of users can use the lots at different times of day. Owners can be offered incentives for entering shared-use agreements.</p> <ul style="list-style-type: none"> <li>• No immediate action is recommended. Parking congestion should be monitored long-term to determine if these measures should be explored.</li> <li>• When the City Hall/Library project moves forward, the recommended policy to explore additional public parking may be one factor informing decisions.</li> </ul>	<p>Section III H</p>	<p>Med-Long term</p>
<p><b>16. Pursue City Hall / Public Library redevelopment</b></p>	<p>Continue planning and design process already in motion to bring about the redevelopment of the City Hall and library properties, into one or more future civic uses. Redevelopment of these key properties presents the opportunity to create a model civic building in the Downtown Core. Such development can be catalytic of other new development in the area, and provide an example of good building design and aesthetics.</p> <p>Given the lynchpin location of the City Hall property at Portland Avenue and Dartmouth, momentum should be maintained on this project as a key part of the Portland Avenue revitalization program. Redevelopment will also provide the opportunity for high-visibility public plaza, art or monument at this intersection.</p>	<p>Section III E; City of Gladstone</p>	<p>Long term</p>
<p><b>17. Pursue Trolley Bridge replacement</b></p>	<p>Continue planning and maintain momentum in replacing the Trolley Bridge with a pedestrian and bike facility. During this planning effort the rebuilding of the Trolley Bridge has been identified as a key project in the revitalization of downtown Gladstone and Portland Avenue. The extension of the Trolley Trail down Portland Avenue and eventually across this bridge is important not just for regional connectivity, but also to reinforce this as a major route for cycling and walking directly through the middle of downtown Gladstone. The volume and type of traffic this successful connection can add to Portland Avenue will greatly enhance revitalization efforts by bringing greater awareness and more visitors to the area. It will also create additional marketing and event opportunities for local business and boosters.</p> <p>The City should continue to explore funding sources and work with regional partners including Oregon City, Clackamas County, and Metro to complete the critical transportation and recreation connection.</p>	<p>Section III E; City of Gladstone, Oregon City, Metro</p>	<p>Long term</p>

# 6. Appendices

**Appendix A: Recommended Comprehensive Plan Amendments**

**Appendix B: Recommended Code Amendments**

**Appendix C: Transportation Design and Costs**

**Appendix D: Implementation Strategy**

**Appendix E: Existing Conditions report (and Appendices)**

**Appendix F: Plan Concept Alternatives Memo**

**Appendix G: Public Involvement Plan**

**Appendix H: Advisory Committee Materials**

**Appendix I: Open House and Online Survey Material**

# **Downtown Revitalization Plan**

## **Gladstone, OR**

### **Appendix A**

#### **Recommended Comprehensive Plan Amendments**



# Policy Recommendations

## Gladstone Downtown Revitalization Plan

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### Downtown Revitalization Plan Policies

The following policies articulate the vision for Downtown Gladstone and provide direction for future actions to implement the plan. These policies can live in the Downtown Revitalization Plan and be referenced in the Comprehensive Plan. Alternatively, the policies may be integrated into existing Comprehensive Plan policies, as described below.

1. Contribute to regional growth management goals by adopting policies and development regulations that are consistent with the designation of downtown Gladstone as a Town Center in the *Metro 2040 Growth Concept*.
2. Establish the area along Portland Avenue between Exeter Street and Arlington Street as the “downtown core” of the Gladstone.
3. Incentivize retail and mixed-use development in the downtown core to concentrate storefront businesses and pedestrian activity.
4. Outside of the downtown core and throughout the Portland Avenue corridor, encourage a mix of higher density residential, mixed-use, and commercial development to support the downtown.
5. Maintain and enhance design standards that promote a “Main Street” character along Portland Avenue while ensuring compatibility with surrounding residential neighborhoods.
6. Invest in a high-quality streetscape on Portland Avenue that encourages walking and bicycling, provides public space for events, and supports storefront businesses.
7. Establish Portland Avenue as a key link in the regional bicycling and walking network by creating bike facilities on Portland Avenue and pursuing reconstruction of the Trolley Bridge.
8. Build awareness of downtown Gladstone by installing gateway features and directional wayfinding signage at key locations.
9. Support efforts to establish a business district organization or volunteer association of business owners that can coordinate joint marketing initiatives for the district.
10. Assist business and property owners with enhancing the exterior appearance of buildings to attract new tenants and contribute to the aesthetic quality of the downtown.
11. Manage on-street parking throughout the district to encourage short-term use by visitors and customers.
12. Provide public off-street parking near the downtown core to support shared parking needs of civic functions and small businesses.
13. Reduce off-street parking requirements for private developments to promote efficient use of land while balancing the need for adequate parking throughout the district.

## Existing Comprehensive Plan Policies

The following Comprehensive Plan policies were identified at the outset of the Downtown Revitalization Plan process as potentially relevant to the plan. The recommended policies of the Downtown Revitalization Plan are generally consistent with the existing Comprehensive Plan policies. Those policies are restated here to demonstrate this consistency. In some cases, however, the policies should be amended or additional policies should be included to integrate the plan's policies. These proposed additions are shown below in underline format and proposed deletions are shown in ~~strikeout~~ format.

### LAND USE

Commercial development in Gladstone should reinforce existing commercial districts. Compatibility with other land uses should be ensured. Professional office and related activities should be encouraged in all commercial areas. Community-oriented retail stores and services should be encouraged within the Portland Avenue commercial district.

Certain classes of commercial land uses may not be compatible with a residential environment, particularly single family dwellings. Efficiency and convenience to users should be emphasized. Ordinarily residential and commercial land uses are considered incompatible unless proper and careful design treatment is provided.

### HOUSING

**Policy 1.** Provide a choice of housing type, density and price range.

- a. Low density: single family - up to 6 units per acre; two-family and multi-family - up to 12 units per acre
- b. Medium density: single family - up to 8.5 units per acre; two-family and multi-family - up to 17 units per acre

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

- a. High density: up to 40 units per acre
- b. Examine the feasibility of mixed-use developments emphasizing high density housing.
- c. Monitor state legislation which encourages new construction of multifamily housing in downtown areas

### TRANSPORTATION

**Policy 1.** Provide pedestrian/bicycle ways linking public and semi-public facilities, commercial areas and regional bikeways to encourage and facilitate the use of human-powered modes of travel.

- a. Seek local, state or federal funds and resources to implement the Gladstone Bikeway Plan.
- b. Establish Portland Avenue as a key link in the regional bicycling and walking network by creating bike facilities on Portland Avenue and pursuing reconstruction of the Trolley Bridge.

**Policy 3.** Encourage and facilitate high-density residential development within walking distance (1/4 mile to ½ mile radius) from commercial districts in order to support future plans for rapid bus and/or light rail transit.

- a. Revise Gladstone Zoning Ordinance to allow for high density residential development consistent with Policy 3 above.

**Policy 7.** Designate the following streets as indicated below and physically define their function. Minor Arterials: Portland Ave. (Arlington to Glen Echo).

- ~~d. Install "City Center" signs and directional arrow along Oatfield preceding its intersection with Gloucester.~~
- d. Build awareness of downtown Gladstone by installing gateway features and directional wayfinding signage at key locations.

## ECONOMY

New commercial developments in Oak Grove, the Oregon City Shopping Center, Lloyd Center, Washington Square and downtown Portland have drawn shoppers away from Gladstone. The impact is greatest on the downtown Portland Avenue area. The development of the proposed Clackamas Town Center is likely to draw more shoppers from this area. Therefore, Gladstone can serve best mainly as a community shopping area. Highway 99E is likely to continue to, in some respects, serve as a regional shopping area.

The Portland Avenue commercial area lacks adequate parking and large enough developable lots.

**Policy 1.** Encourage the strengthening of trade centers and a diversified employment base which assure land use compatibility, convenience and consistency with community and area-wide needs.

- c. Pursue appropriate grants or funds to improve the Portland Traction Company Bridge (Portland Avenue) for pedestrian/bicycle traffic.

**Policy 2.** Promote the upgrading and preservation of existing commercial/industrial establishments and districts in order to enhance and maintain the city's aesthetic quality, image and overall environmental quality.

- a. Explore means of encouraging area merchants to improve and maintain the exterior of their business establishments.
- b. Within downtown Gladstone, assist business and property owners with enhancing the exterior appearance of buildings to attract new tenants and contribute to the aesthetic quality of the downtown.
- c. Establish the following points as main entrances into the city:
  - 1) North side of Highway 99E Bridge (both sides of roadway)
  - 2) Intersection of Highway 99E and Meldrum Avenue
  - 3) Oatfield Rd. at Hull Avenue
- i. Pursue the feasibility of establishing a design review committee (DRC) for the Portland Avenue/Clackamas Blvd. Business District.

**Policy 3.** Promote the retention and development of the Portland Avenue Business District as the civic center and heart of the community.

- ~~a. Assist in the formation of a downtown businessmen's or merchant's organization to play a major role in downtown development and improvement.~~
- a. Contribute to regional growth management goals by adopting policies and development regulations that are consistent with the designation of downtown Gladstone as a Town Center in the Metro 2040 Growth Concept.
- b. Support efforts to establish a business district organization or volunteer association of business owners that can coordinate joint marketing initiatives and other development efforts for the district.
- c. Encourage the development of a downtown public open-space plan.
- d. Explore the formation of a "public-private partnership" to assemble and develop parcels of land within the downtown business district.
- e. Establish the area along Portland Avenue between Exeter Street and Arlington Street as the "downtown core" of the Gladstone.
- f. Incentivize retail and mixed-use development in the downtown core to concentrate storefront businesses and pedestrian activity.
- g. Outside of the downtown core and throughout the Portland Avenue corridor, encourage a mix of higher density residential, mixed-use, and commercial development to support the downtown.
- h. Maintain and enhance design standards that promote a "Main Street" character along Portland Avenue while ensuring compatibility with surrounding residential neighborhoods.
- i. Invest in a high-quality streetscape on Portland Avenue that encourages walking and bicycling, provides public space for events, and supports storefront businesses.

**Policy 4.** Address the parking needs of commercial districts

- a. Study the feasibility of forming a "Parking District" composed of the downtown commercial area (private, public or private-public) to finance the plan development and implementation of cluster/joint parking facilities.
- ~~b. Consider establishing parking limits within the business district.~~
- b. Within downtown Gladstone, reduce off-street parking requirements for private developments to promote efficient use of land while balancing the need for adequate parking throughout the district.
- c. Within downtown Gladstone, manage on-street parking throughout the district to encourage short-term use by visitors and customers
- d. Provide public off-street parking near the downtown core to support shared parking needs of civic functions and small businesses.

# **Downtown Revitalization Plan**

## **Gladstone, OR**

### **Appendix B**

Recommended Code Amendments

# 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
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>
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>
Reduce off-street parking requirements in downtown core	<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></p> <p>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>

STRATEGY	EXISTING CODE	RECOMMENDATION AND RATIONALE
		<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>

## 2. Encourage attached single-family, multi-family, and mixed use development throughout the Portland Avenue corridor

STRATEGY	EXISTING CODE	RECOMMENDATION AND RATIONALE
<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></p> <p>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. 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>

STRATEGY	EXISTING CODE	RECOMMENDATION AND RATIONALE
		<p>17.80.021). Design Review includes a Planning Commission hearing.</p> <p>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>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>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. 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 this plan.</p> <p>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, Table 1</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>



STRATEGY	EXISTING CODE	RECOMMENDATION AND RATIONALE
	<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>

STRATEGY	EXISTING CODE	RECOMMENDATION AND RATIONALE
	<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. 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. 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>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>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>

STRATEGY	EXISTING CODE	RECOMMENDATION AND RATIONALE
		<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>
	Parking lot landscaping standards: <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> 17.46.020(2)	<p><b>Reduce parking lot landscaping requirements for C-2 zone.</b> 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>
	Minimum lot area standard: 2,500 sq. ft. per dwelling unit 17.12.050(1)	<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> 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 upper floors, and through other regulations, including the height limit and off-street parking standards.</p>

### 3. Maintain and enhance standards that promote compatibility with existing development

STRATEGY	EXISTING CODE	RECOMMENDATION AND RATIONALE
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STRATEGY	EXISTING CODE	RECOMMENDATION AND RATIONALE
Maintain existing height limit while allowing for variation in building design.	35' height limit (excludes projections) 17.18.060(3)	<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>
	Allowance for additional story above 35' if automatic sprinkler system is provided. 17.18.060(3)(a)	<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>
Clarify and strengthen design standards	No design standards for ground floor residential.	<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>
	Drive-throughs permitted 17.18.050(1)	<p><b>Prohibit drive-throughs in the C2 zone.</b></p> <p>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>
	Flat roofs not permitted for multi-family buildings 17.44.022(3)	<p><b>Allow flat roofs with appropriate architectural treatments.</b></p> <p>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>
	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><b>Increase minimum ground floor window standards.</b></p> <p>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>

STRATEGY	EXISTING CODE	RECOMMENDATION AND RATIONALE
	Location of primary entrance not required to be adjacent to sidewalk on Portland Avenue 17.18.050(5)(b)	<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.

# Downtown Revitalization Plan

## Gladstone, OR

### Appendix C: Transportation Design & Estimated Costs

The Downtown Revitalization Plan (Plan) hinges on public and private investment in the Portland Avenue streetscape. During this planning process, the previous *Portland Avenue Streetscape Plan* (2008) served as the foundation for considering what improvements might be suitable for the public right-of-way and best meet project goals. The 2008 plan provided a set of design ideas for the corridor, but was never officially adopted or implemented. This Plan sought to leverage and take advantage of the effort and public involvement that went into the previous work.

While this Plan seeks to encourage and inspire private investment in properties along the corridor, this activity will be driven by the decisions of individual property and business owners. Therefore, the City has direct influence in the “public sphere”, which is the public right-of-way which includes the street itself, but also the sidewalk and planting strips on either side. This space is referred to here as the “streetscape” or public right-of-way.

The project study area included the Portland Avenue corridor from Abernathy Lane at the north end to the river (Clackamas Blvd.) at the south end. Multiple streetscape alternatives were discussed with the project advisory committees, stakeholders, other members of the public, and staff to arrive at the final set of recommendations presented here.

#### A. Background

The streetscape designs are a set of recommendations ranging from travel lanes, to sidewalk width, to identification of key gateways and intersections. *Specific design choices to narrow down items such as paving treatments, public art, signage and other considerations are not part of this plan, but will be considered at the time of actual design and implementation.*

The most specific recommendations this plan makes are regarding the arrangement and width of the elements in the streetscape cross section, the different treatment of the “Downtown Core” and “Mixed-Use Corridor” (discussed below), and the creation of a two-block “festival street” within the Downtown Core.

Currently, Portland Avenue is a wide street that promotes higher travel speeds, is undefined and unwelcoming to bicycles, and difficult for pedestrians to cross with ease. It has more travel lanes than are necessary to serve existing or future traffic volumes and is not consistent with Gladstone’s goals of prioritizing people on foot, bicycle, mobility devices, transit, and other non-automobile

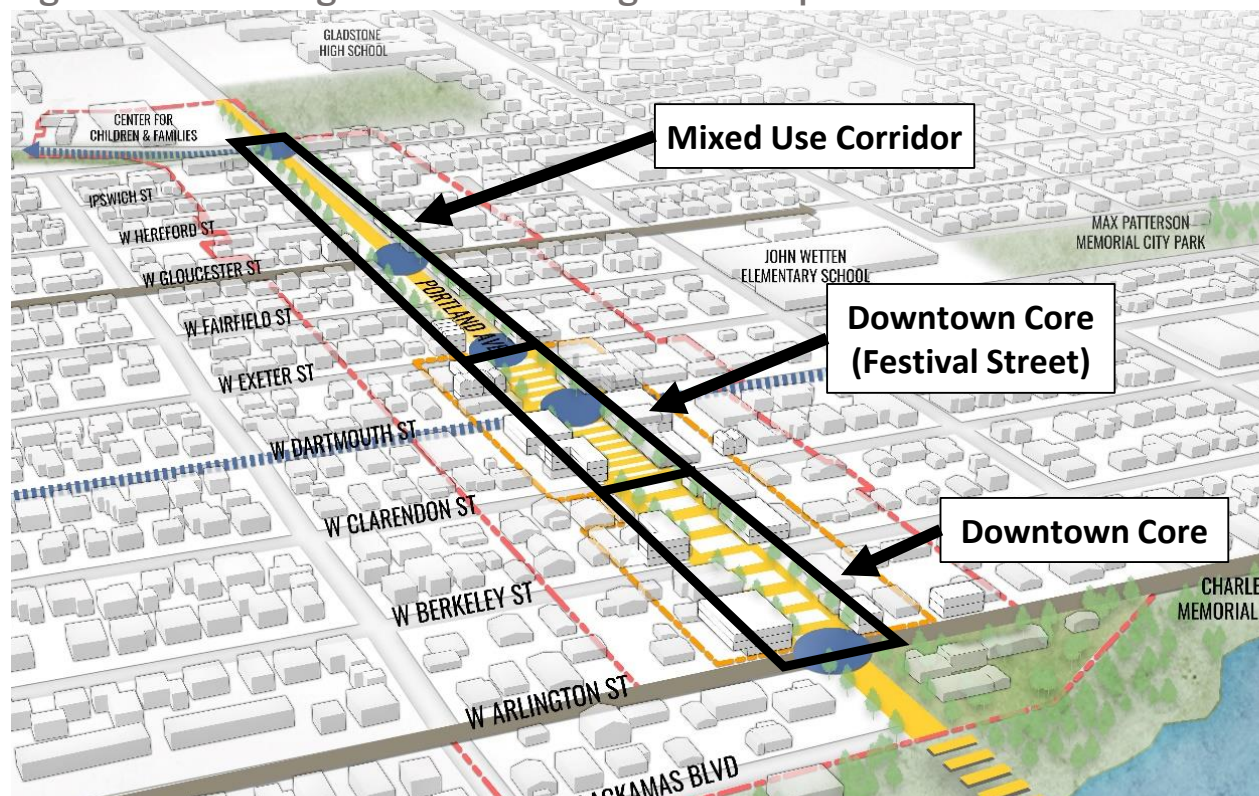
modes of travel. The recommended streetscape designs act to slow traffic, create shared streets, widen sidewalks and public people spaces, and make downtown a destination to stop at rather than simply pass through.

## B. Three Streetscape Segments and Designs

Portland Avenue is divided into three primary segments as part of this plan, each with different design configurations intended to both catalyze development and complement an established and evolving neighborhood character. (Figure 1).

The section from Abernethy Lane to Exeter Street is labeled and identified here-in as the Mixed-Use Corridor. The Downtown Core is defined as the four blocks between Exeter Street and Arlington Street. This Downtown Core is given special status in the Plan both for transportation improvements and for land use considerations. A sub category “Festival Street” designation is defined within the Downtown Core between Clarendon and Arlington Streets.

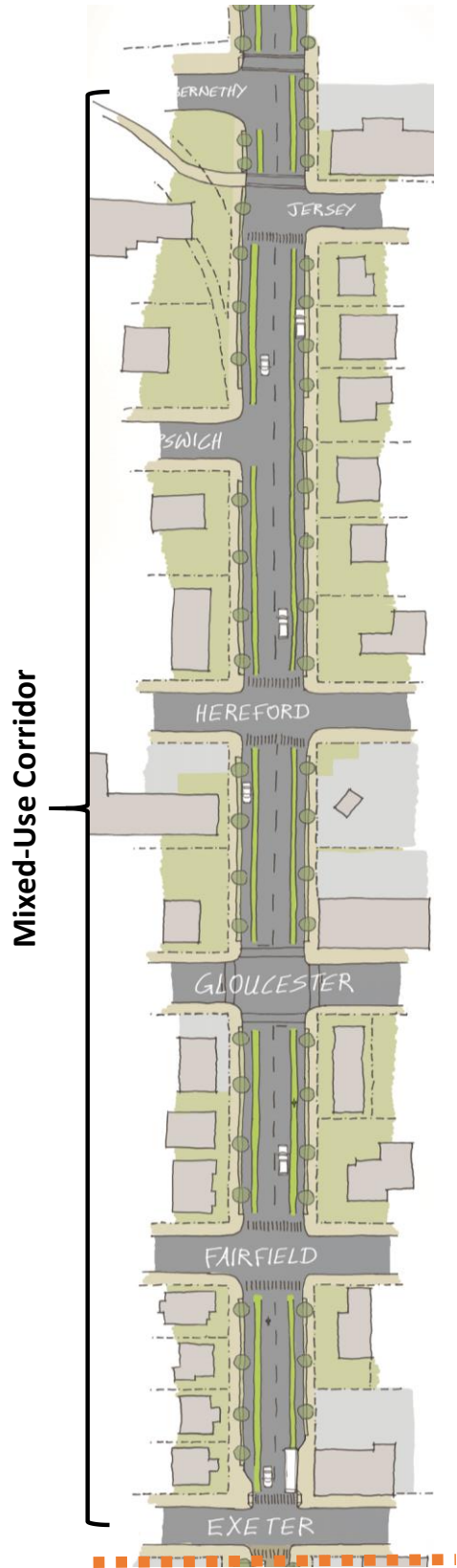
Figure 1: Street Segments for Differing Streetscape Treatments



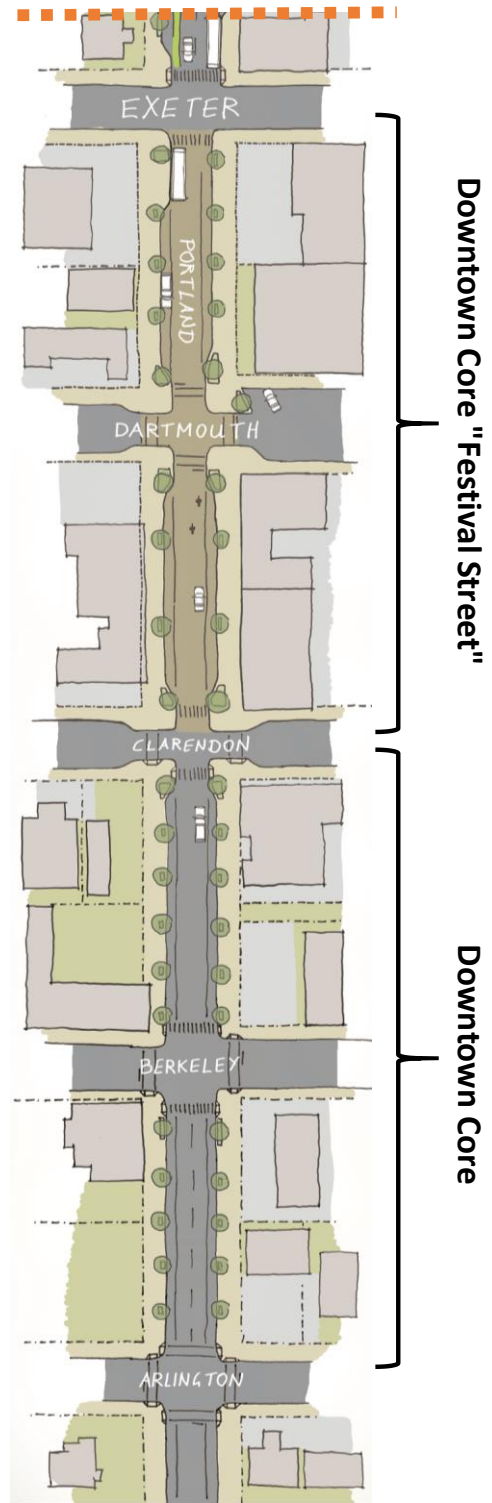
Source: SERA Design

(The Plan does not include specific recommendations for the one block section between Arlington Street and Clackamas Boulevard. This block is likely to be impacted by future decisions on the replacement of the Trolley Bridge which will inform the ultimate design of this entryway block. There is a standing design recommendation for this block in the 2008 Streetscape plan which may serve as a guide in the future.)

PORTLAND AVE. (ABERNATHY TO EXETER)



PORTLAND AVE. (EXETER TO ARLINGTON)

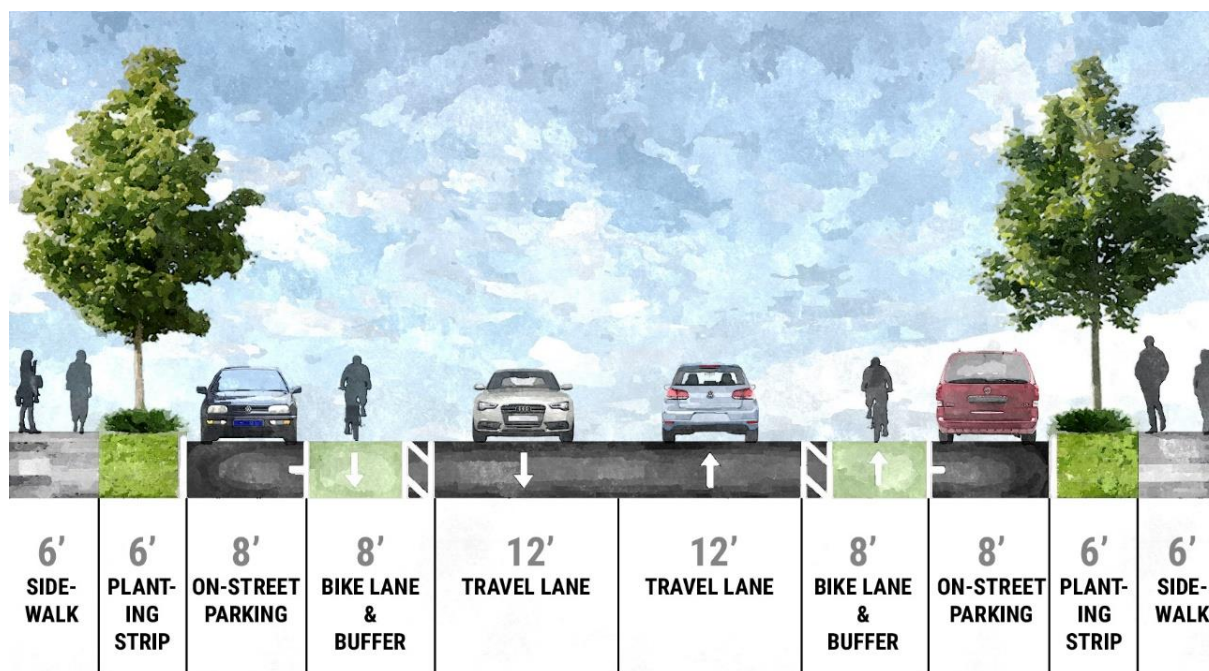


Source: SERA Design



## C. Mixed-Use Corridor Street Design

### Mixed-Use Corridor (Abernathy Lane to Exeter Street)



Source: SERA Design

The Mixed-Use Corridor section of Portland Avenue corridor consists of the six blocks between Abernathy Lane and Exeter Street. The concept for improvements to this section are less intensive than those in the Downtown Core. The approach is to achieve a new travel lane scheme, incorporating buffered bike facilities and an improved pedestrian environment, while avoiding changes to the street width. This will allow these improvements to be achieved without full reconstruction of the vehicular travel way. For this reason, the improvements to this section of the corridor have the lowest estimated costs to complete. (See cost estimates in the following section.)

### Summary

- Existing curbs to remain, saving significant costs
- Restriping the roadway to eliminate the unnecessary center turn lane
- Striping in buffered bike lanes in each direction, thereby establishing a formal bike connection that links to the Trolley Trail
- Maintain parallel parking on both side of the street
- Public investment in corners and crosswalks for pedestrians
- Some public investment in stormwater facilities such as new basins and swales may be needed
- Sidewalks widened and tree planting strips rebuilt as properties redevelop, or undertaken as a public capital project to achieve unified results quickly.

## D. Downtown Core “Festival Street” Design

### Downtown Core “Festival Street” (Exeter Street to Clarendon Street)



Source: SERA Design

This central two-block section of the Portland Avenue corridor consists of the blocks between Exeter Street to Clarendon Street. The Plan envisions this section as the heart of the corridor and Downtown Gladstone, both in street improvements and land use measures (see Plan for more detail). Therefore the concept for streetscape improvements to this section are the most intensive recommendation for public investment included in the Plan. The approach continues the car and bike travel from the northern section, while widening the sidewalks, and creating a “curbless” and level paving treatment across the entire right-of-way. In order to change sidewalk width, the street becomes a “shared street” through this section, integrating bike traffic into the car lanes for a four-block stretch through the Downtown Core while still maintaining on-street parking.

This design serves multiple functions. The narrowed street and mixed traffic serves to slow traffic by all user groups. Narrowed travel lanes also shorten crosswalks for pedestrians. The festival plaza design across the right-of-way will help announce these blocks as a unified and important place, and will create a large shared open space which will be well suited for community events and gathering. The wide sidewalks in general will form everyday shared public space and incentives for businesses to expand and offer outdoor amenities.

Due to the central importance of these two blocks to the community and downtown, the improvements to this section of the corridor have the highest estimated costs to complete.

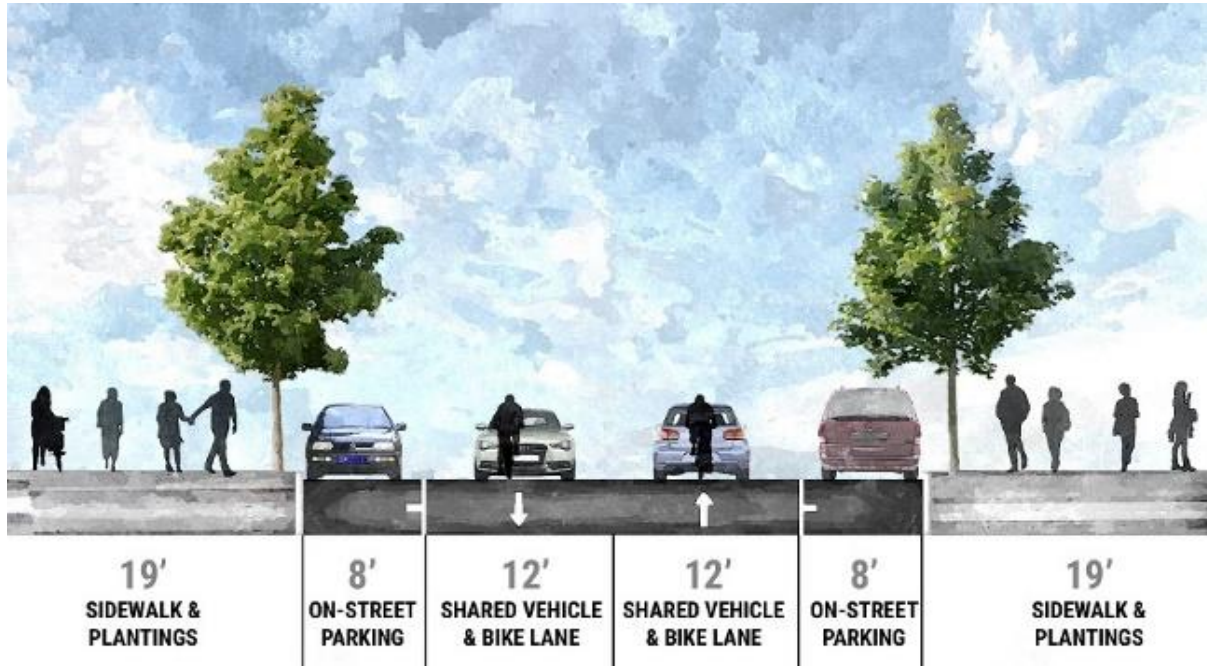
These improvements would include a full reconstruction of the street and sidewalks. (See cost estimates in the following section.)

### Summary

- Narrowing the roadway to accommodate wider sidewalks
- 19 foot sidewalks with ample space for outdoor seating, street trees, and stormwater facilities
- Two travel lanes supporting shared traffic
- Parallel parking largely maintained on-street to provide direct access to businesses, effectively narrow the street, and provide a barrier between vehicles and sidewalk activities
- Curb extensions to shorten the pedestrian crossing distances across Portland Avenue
- Opportunities to use parking spaces as street seats
- A curbless, festival street design that blends sidewalk, parking, and lane areas for traffic calming, character continuity, and potential celebration uses

## E. Downtown Core Design

### Downtown Core “Festival Street” (Clarendon Street to Arlington Street)



Source: SERA Design

This southernmost two-block section of the Portland Avenue corridor consists of the two-block from Clarendon Street to Arlington Street. This segment is also considered part of the Downtown Core. It maintains the sidewalk and street widths of the festival street segment to the north, but it does not include the curbside plaza design. It returns to a more standard curbed design with standard paving. This approach will maintain the traffic calming effects and still provide shared gathering and business space on the newly expanded highway. The shared sidewalk and street widths serve to tie together with the other two blocks of the Downtown Core.

The improvements to this section of the corridor have higher estimated costs to complete than the Mixed-Use Corridor, but lower than the festival street. These improvements would include a full reconstruction of the street and sidewalks. (See cost estimates in the following section.)

#### Summary

- Narrowing the roadway to fit wider sidewalks
- 19 foot sidewalks with ample space for outdoor seating, street trees, and stormwater facilities
- Two travel lanes supporting shared traffic
- Parallel parking largely maintained on-street to provide direct access to businesses, effectively narrow the street, and provide a barrier between vehicle traffic and sidewalk activities
- Curb extensions to shorten the pedestrian crossing distance across Portland Avenue
- Opportunities to repurpose parking spaces as parklet street seats
- Same geometric configuration as the Exeter-Clarendon segment but with curbed streets

## F. Transportation Project Sequencing

The Portland Avenue and Downtown Revitalization Plan is a long-term vision for reestablishing multi-modal connections and reinvigorating a key economic and cultural focal point of the City. This plan includes an ambitious list of infrastructure projects that will substantively change how Portland Avenue is traveled by vehicle, bicycle, and walking. Successful implementation of these projects will require establishing project priorities and a strategic approach to both phasing and funding.

The following table identifies a recommended sequencing of the identified Portland Avenue streetscape improvements, with an indicator of relative cost. (See Table 2 for detailed planning-level cost estimates.) The sequencing of capital projects may change as they move forward through planning and funding, or due to policy considerations.

**Table 1: Recommended Project Sequencing**

Project Description	Planning Level Cost Estimate
<b>Near-Term Projects</b>	
Restripe Portland Avenue (Abernethy Lane to Arlington Street) <sup>1</sup>	\$
Install decorative street lighting (Abernethy Lane to Exeter Street)	\$\$
<b>Mid-Term Projects</b>	
Downtown Core Plaza (Exeter Street to Clarendon Street)	\$\$\$
Downtown Core (Clarendon Street to Arlington Street)	\$\$\$
<b>Long-Term Projects</b>	
Widen and Rebuild Portland Avenue Sidewalks/Landscaping Strip (Abernethy Lane to Exeter Street) <sup>2</sup>	\$\$
Portland Avenue Bulb-outs and Storm Water Improvements (Abernethy Lane to Exeter Street)	\$\$

<sup>1</sup> Restriping from Abernethy Lane to Exeter Street will be permanent. Restriping from Exeter Street to Arlington Street will be temporary until the Downtown Core Plaza and Downtown Core streetscape improvements are implemented.

<sup>2</sup> Rebuilding of the sidewalks and landscaping strips north of Exeter may be undertaken as a City capital project, or may be the individual responsibility of property owners as they redevelop over time. If done as a public project these improvements can be completed together for a cohesive corridor, but the cost would be borne by the public. If done piecemeal by property owners, full replacement will take much longer.

Source: Kittelson & Associates, Inc.

## **G. Transportation Project Sequencing**

Table 2 (following page) presents planning-level estimates for completing the capital improvements to Portland Avenue described in this plan. These estimates are intended to provide order-of-magnitude assumptions to assist scheduling and planning funding for these projects, but they are likely to differ from final designs and costs.

The following is a summary of assumptions of what is included in the estimates:

### **Mixed-Use Corridor (Between Abernathy and Exeter)**

- Assumes the reconstruction of the existing landscape strip and sidewalk. The landscape strip would include the planting of street trees.
- Assumes everything between the curbs stays the same (no surface reconstruction or removal of old rail tracks) with the exception of lane striping modifications.
- Includes reconstruction of curb returns and sidewalk ramps to full ADA standards. This is a fairly costly component of the reconstruction.
- Includes illumination. We assumed a decorative lighting pole rather than a generic cobra head-style pole under the assumption that the downtown core would have decorative poles and the rest of the corridor would want to be consistent.

### **Downtown Core Festival Street (Between Exeter and Clarendon)**

- Assumes reconstruction of the entire right-of-way to a curbless plaza environment.
- Since we are reconstructing everything, it is assumed that the old rail tracks would be removed.
- For now, we assumed the sidewalk and vehicular travelway surface would be reconstructed with decorative pavers
- Assumes decorative lighting poles and street trees in tree wells.

### **Downtown Core (Between Clarendon and Arlington)**

- Because we are increasing the sidewalk width to match the width between Exeter and Clarendon, it is assumed that the roadway is reconstructed and the old rail tracks are removed.
- Includes lane striping modifications
- Includes reconstruction of curb returns and sidewalk ramps to full ADA standards.
- Assumes decorative lighting poles and street trees in tree wells.

**Table 2: Planning-Level\* Cost Estimates for Portland Avenue Street Improvements**

PORTLAND AVENUE BLOCKS			CORNER CURBS		MIXED-USE CORRIDOR		DOWNTOWN CORE (N)	DOWNTOWN CORE (S)	TOTAL
From	To	Block Length	Number of Corner Curbs	Corner Curb and Sidewalk Replacement Cost	Sidewalk and Landscape Replacement	Decorative Street Lighting (6 per Block)	Full Street and Sidewalk Rebuild - Curbless w/ Pavers	Full Street and Sidewalk Rebuild - Asphalt w/ Curb	Total Estimated Costs
Abernethy Lane	Ipswich Street	270	6	\$ 99,000	\$ 103,870	\$ 80,000			\$ 282,870
Ipswich Street	Hereford Street	210	3	\$ 49,500	\$ 63,010	\$ 80,000			\$ 192,510
Hereford Street	Gloucester Street	200	4	\$ 66,000	\$ 56,200	\$ 80,000			\$ 202,200
Gloucester Street	Fairfield Street	200	4	\$ 66,000	\$ 56,200	\$ 80,000			\$ 202,200
Fairfield Street	Exeter Street	200	4	\$ 66,000	\$ 56,200	\$ 80,000			\$ 202,200
<i>Mixed Use Corridor Subtotal:</i>		<i>1080</i>	<i>21</i>	<i>\$346,500</i>	<i>\$335,480</i>	<i>\$400,000</i>			<i>\$1,081,980</i>
Exeter Street	Dartmouth Street	200	4	\$ 66,000			\$ 1,458,000		\$ 1,524,000
Dartmouth Street	Clarendon Street	200	4	\$ 66,000			\$ 1,458,000		\$ 1,524,000
<i>Downtown Core (North) Subtotal:</i>		<i>400</i>	<i>8</i>	<i>\$132,000</i>			<i>\$2,916,000</i>		<i>\$3,048,000</i>
Clarendon Street	Berkeley Street	200	4	\$ 66,000			\$ 580,800	\$ 646,800	\$ 646,800
Berkeley Street	Arlington Street	200	6	\$ 99,000			\$ 580,800	\$ 679,800	\$ 679,800
<i>Downtown Core (South) Subtotal:</i>		<i>400</i>	<i>10</i>	<i>\$165,000</i>				<i>\$1,161,600</i>	<i>\$1,326,600</i>
<b>Portland Avenue TOTAL:</b>		<b>1880</b>	<b>39</b>	<b>\$ 643,500</b>	<b>\$ 335,480</b>	<b>\$ 400,000</b>	<b>\$ 2,916,000</b>	<b>\$ 1,161,600</b>	<b>\$ 5,456,580</b>

Source: Kittelson & Associates, Inc.

\* Cost estimates are approximate based on preliminary designs and limited engineering and are presented to be referenced for planning purposes. Estimates are subject to change due to fluctuating market conditions, finalization of project design and scope, labor and other costs, and other planning, engineering or construction contingencies. All cost estimates include up to a 50% contingency.

# **Downtown Revitalization Plan**

## **Gladstone, OR**

### **Appendix D**

#### **Implementation Strategy**



# Downtown Revitalization Plan

## Gladstone, OR

### Appendix D: Implementation Strategy

The Plan describes a vision for a revitalized Downtown Gladstone and Portland Avenue corridor, including concepts for future development, multi-modal transportation, streetscape, connections and gateways, and business development.

This section summarizes the recommended action items that the City can undertake in the short, medium, and long-term to bring about this vision. It also provides discussion of potential funding sources and programs to assist in accomplishing these actions and other economic development initiatives going forward.

#### A. Recommended Implementation Actions

The implementation items are summarized in the tables below, broken down into three broad categories: Policy Actions, Transportation Projects, and Economic Development Strategies. The action items focus on public sector actions which the City can directly undertake or participate in. These actions can, in turn, support and incentivize decisions by private property owners and businesses to further revitalize the Downtown area. A reference to more in-depth information on each subject (in the Downtown Revitalization Plan, the Appendices, or external sources) is provided, where available.

Rather than estimate specific deadlines, the items are broken down by general timeframes representing the estimated amount of effort and time required, as well as priority for accomplishing the overall revitalization program.

The rough definitions of the timeframes are:

- Short Term: Under 2 years
- Medium Term: 3 – 5 Years
- Long Term: 5+ Years

Figure 1: Summary of Recommended Action Items

	0-2 YEARS	2-5 YEARS	5+ YEARS
<b>Policy Actions</b>			
1. Amend the Comprehensive Plan / Zone Map to include a Downtown Core overlay zone	████████████████████		
2. Adopt Development Code changes	████████████████████		
3. Adopt Comprehensive Plan policy changes	████████████████████		
4. Amend the Transportation System Plan to reflect recommended transportation recommendations and street cross-sections	████████████████████		
5. Extend the Gladstone urban Renewal Area	██████████		
6. Implement 4-hour parking time limit in the Downtown Core	██████████		
<b>Transportation Projects</b>			
7. Undertake Portland Avenue final street design project	██████████		
8. Restripe travel lanes	██████████		
9. Construct Portland Avenue street improvements (south of Exeter)		██████████	
10. Construct Portland Avenue street improvements (north of Exeter)		██████████	
<b>Economic Development Strategies and Other Public Actions</b>			
11. Create a Storefront Improvement Program	██████████		
12. Create a Downtown Gladstone Business Association	██████████		
13. Marketing, branding, and events	████████████████████		
14. Select and implement wayfinding signage on McLoughlin Blvd. and 82nd Dr.; and at the Trolley Trail	██████████		
15. Pursue opportunities for additional off-street parking supply		████████████████████	
16. Pursue City Hall / Library redevelopment			██████████
17. Pursue Trolley Bridge replacement			██████████

Table 1: Policy Adoption Package

Action	Description	Reference	Time
1 Amend the Comprehensive Plan/Zone Map to include a Downtown Core overlay zone	<p>Adopt a Downtown Core overlay zone covering the four block section of Portland Avenue from E Exeter Street to the north to E Arlington Street to the south. The zone would cover only those tax lot properties which directly front onto Portland Avenue. The overlay zone will allow specific regulations to apply to be modified for this focus area, as opposed to the larger C-2 zone.</p> <p>This step requires legislative action by the City Council with public notice and a hearing. (Should be completed in conjunction with other legislative action items described here.)</p> <ul style="list-style-type: none"> <li>• Draft specific amended Comprehensive Plan language for adoption.</li> <li>• This step may require contracted code-drafting assistance. The State TGM code assistance grant is one source of funding for extensive code-drafting projects. However local resources may be sufficient for a limited scope of revisions.</li> <li>• Public adoption process.</li> </ul>	Section III C; Section IV; Appendix A	Short – Med. Term

Action	Description	Reference	Time
<p>2 Adopt Development Code changes</p>	<p>Adopt recommended changes to the development code to allow for the realization of the Plan vision. Recommended code amendments are designed to help facilitate the development of permitted development types, and encourage mixed use and commercial uses in the core, and residential uses north of Exeter St.</p> <p>This step requires legislative action by the City Council with public notice and a hearing.</p> <ul style="list-style-type: none"> <li>• Draft specific Development Code language for adoption.</li> <li>• This step may require contracted code-drafting assistance.</li> <li>• Public adoption process.</li> </ul>	<p>Section III; Section IV; Appendix B</p>	<p>Short – Med. Term</p>
<p>3 Adopt Comprehensive Plan policy changes</p>	<p>Amend the Comprehensive Plan to acknowledge and reflect the Downtown Gladstone Revitalization Plan and incorporate its policies. The Comprehensive Plan must be updated in order for these policy statements to be formally recognized and guide future planning in the area.</p> <p>This step requires legislative action by the City Council with public notice and a hearing.</p> <ul style="list-style-type: none"> <li>• Draft specific amended Comprehensive Plan language for adoption.</li> <li>• This step may require contracted code-drafting assistance.</li> <li>• Public adoption process.</li> </ul>	<p>Section IV; Appendix A</p>	<p>Short – Med. Term</p>
<p>4 Amend the Transportation System Plan to reflect recommended transportation recommendations and street cross-sections</p>	<p>Amend the Transportation System Plan to include and reflect the transportation recommendations included in the Downtown Gladstone Revitalization Plan. The recommendations included here will guide the treatment of Portland Avenue in the TSP, which is receiving a full update in a concurrent project.</p> <p>This step requires legislative action by the City Council with public notice and a hearing.</p> <ul style="list-style-type: none"> <li>• Ensure that the transportation changes recommended in this plan are reflected in the full TSP update package being prepared concurrently.</li> </ul>	<p>Section III D; Appendix C</p>	<p>Short – Med. Term</p>

Action	Description	Reference	Time
<p>5 Extend the Gladstone Urban Renewal Area</p>	<p>Extend the Gladstone Urban Renewal Area (URA), through a minor amendment of the Urban Renewal Plan. Currently the Gladstone Urban Renewal Area covers nearly all of the Portland Avenue public right of way starting at Berkeley Street, but not the properties on either side of the street (with the exception of the City Hall and Fire Station properties.) This extension would incorporate the one block of street right of way between Berkeley and Arlington Streets. It would also include the properties which front on Portland Avenue on the four blocks of the Downtown Core as described in this Plan. This allows for use of Tax Increment Financing revenue on Portland Avenue capital projects, as well as the creation of a Storefront Improvement Program (see below) and potentially other participation by the Urban Renewal Agency in development in this area. Any projects intended to be funded with Urban Renewal resources should be explicitly identified through this process.</p> <p>There is also the potential to fund staffing for activities related to this plan, as long as they take place in the URA and serve the goals and purposes of the URA. This funding could be combined with other funding sources for a staff person to also handle some responsibilities outside of the URA such as general economic development.</p> <p>The supporting analysis for this extension would assess if the URA could be revised to cover the totality of the Downtown Core area, or may indicate that a different geography is more appropriate. Preliminary calculations indicate that the acreage of this extension would be very close to the 1% standard for a minor amendment to the Urban Renewal Plan.</p> <p>A minor amendment can be passed by resolution of the Urban Renewal Agency, but does require some attending documentation. Substantial (or major) amendments to a URA require a much more time-intensive and costly process of analysis, documentation, and public process. However, if at the time of assessment of an extended URA it is determined that more substantial changes or area coverage is desired, a substantial amendment could be pursued.</p> <ul style="list-style-type: none"> <li>• Prepare report in support of minor amendment. This report provides existing conditions analysis of properties to be added, identifies intended projects to be undertaken, and any properties to be acquired for public purposes.</li> <li>• These planning activities can be funded by the Urban Renewal Agency.</li> <li>• Adopt minor amendment through resolution of Agency.</li> <li>• OR pursue a substantial amendment process to make greater changes to the URA boundary, and potentially include more properties in the downtown area.</li> </ul>	<p>Gladstone Urban Renewal Agency; ORS 457</p>	<p>Short Term</p>

Action	Description	Reference	Time
6 Implement 4-hour parking time limit in the Downtown Core	<p>Adopt a 4-hour parking time limit in the Downtown Core area in keeping with the 2006 Parking Study. This limit would apply to the four blocks between Arlington St. and Exeter St. These limits will keep parking on this strip oriented towards customers and visitors rather than employees or area residents.</p> <ul style="list-style-type: none"> <li>• Adopt new parking time limits through resolution of City Council.</li> </ul>	Section III H	Short Term

**Table 2: Transportation Projects**

Action	Description	Reference	Time
7 Undertake Portland Avenue final street design project	<p>This action is the final step before preparing to make actual capital improvements to Portland Avenue. This Revitalization Plan presents a range of street design recommendations, based on the foundation of the 2008 Portland Avenue Streetscape Plan. However, this Plan does not include specific design recommendations for elements such as street lighting, public furniture, paving, cross-walk treatments, storm water features, etc.</p> <p>This action will help the public make final decisions on these elements and prepare for construction of Portland Avenue improvements. Final street design documents will be sufficient to guide construction firms in the capital improvements to Portland Avenue.</p> <p>This project may be undertaken separately, or may be more efficient as a “design/build” project with the firm to undertake the improvements. In either case, a firm with transportation engineering expertise will be required to create construction-ready design documents for the street improvement project.</p> <ul style="list-style-type: none"> <li>• It is the recommendation of this Plan that Portland Avenue capital improvements be funded through Urban Renewal resources. Final design documents are included as a step in this process.</li> <li>• Develop detailed scope for design/build capital project on Portland Avenue, to be issued as an RFP to transportation engineering firms.</li> <li>• The design phase of this project should include public involvement or advisory committees to select public design elements.</li> </ul>	Section III D; Appendix C	Short Term

Action	Description	Reference	Time
<p>8 Restripe travel lanes</p>	<p>The City may undertake to restripe (paint) the new travel lane pattern on all or part of Portland Avenue. This will quickly and relatively inexpensively establish the new travel patterns, including bike lanes and parallel parking zones, while more intensive design considerations or funding decisions are being made.</p> <p>On the section of Portland Avenue north of Exeter, this striping would be permanent as this Plan does not call for the full rebuilding of this section of Portland Avenue. South of Exeter in the Downtown Core, preliminary restriping would be temporary, because the recommended street improvements to this section would eventually entail a full street rebuild.</p> <p>There are three options for sequencing of restriping of travel lanes. This plan recommends the first option:</p> <ol style="list-style-type: none"> <li>1) Restripe Portland Avenue from Arlington St. to Abernathy Lane. The northern segment will be permanent. The southern segment will be temporary until full street replacement is undertaken in the medium term.</li> <li>2) Restripe the northern segment. Leave the southern segment until full street replacement. New lanes would have to integrate into old lane pattern at Exeter intersection.</li> <li>3) Do not complete any restriping until full improvements are undertaken.</li> </ol> <p>Restriping the entire corridor will make immediate improvements, show quick progress, create bike facilities, and establish public expectations of the transportation changes that have arisen from this project.</p> <ul style="list-style-type: none"> <li>• This project may be an outcome of the final street design project discussed above, or may be undertaken sooner based on the travel lane recommendations included in this Plan.</li> <li>• Planning-level cost estimates indicate that this project may be possible through the City transportation budget [\$5k to \$7k per block (2017 dollars)].</li> </ul>	<p>Section III D; Appendix C</p>	<p>Short Term</p>

Action	Description	Reference	Time
<p>9 Construct Portland Ave. street improvements (S. of Exeter)</p>	<p>Initiate construction of full street improvements in the four-block Downtown Core, which is south of Exeter St. and north of Arlington Street. These improvements are more extensive than those north of Exeter, and are the largest and highest-impact public capital project recommended in this Plan.</p> <p>Improvements will be done in accordance with final street design project discussed above, and may be bundled together as design/build project. Improvements will include full reconstruction of the street, including removal of trolley tracks, replacement and widening of sidewalks and planting areas, addition of decorative streetlights. The two block section between Clarendon and Exeter would have a curbsless "plaza" design and special paving treatment to further demark it as the civic heart of the corridor. All of these improvements would be public capital projects and would take place at one time.</p> <ul style="list-style-type: none"> <li>• Develop detailed scope for design/build capital project on Portland Avenue, to be issued as an RFP to transportation engineering and construction firms, or team of firms.</li> <li>• The final form of this project will be based upon the final street design project discussed above.</li> <li>• It is the recommendation of this Plan that Portland Avenue capital improvements be funded through Urban Renewal resources.</li> <li>• The construction phase of this project can be bundled with the design phase as a design/build project.</li> </ul>	<p>Section III D; Appendix C</p>	<p>Med. Term</p>
<p>10 Construct Portland Ave. street improvements (N. of Exeter)</p>	<p>Initiate construction of full street improvements north of Exeter. Recommended changes to this segment of the corridor do not include changing the width of the street or full street rebuild. Projects would include adding streetlights (public), redesigning and building corners/crosswalks (public), and replacing sidewalks and planting strips (may be done as public project all at once, or private property owners over time.)</p> <p>Improvements will be done in accordance with final street design project discussed above, and may be bundled together as design/build project. Ideally, this project will be undertake concurrently with the more major improvements south of Exeter (see above), but technically could be sequenced before or after depending on funding or priorities.</p> <ul style="list-style-type: none"> <li>• Develop detailed scope for design/build capital project on Portland Avenue, to be issued as an RFP to transportation engineering and construction firms, or team of firms.</li> <li>• The final form of this project will be based upon the final street design project discussed above.</li> <li>• It is the recommendation of this Plan that Portland Avenue capital improvements be funded through Urban Renewal resources.</li> <li>• The construction phase of this project can be bundled with the design phase as a design/build project.</li> </ul>	<p>Section III D; Appendix C</p>	<p>Med. Term</p>

**Table 3: Economic Development Strategies and Other Public Actions**

Action	Description	Reference	Time
<p>11 Create Storefront Improvement Program</p>	<p>Through the Gladstone Urban Renewal Agency, create a Storefront Improvement Program which applies to the Downtown Core area. This program could be designed to provide assistance and financial incentive for commercial property owners in the Downtown to reinvest in the facade of their buildings. This program and funds allocated to it can be created through the same minor amendment process which extends the boundaries of the URA (see above.)</p> <p>Storefront improvements might range from simple paint and repair, to awnings, signage, lighting, or more major rehabilitation include structural and window renovations. Programs can also aid in the design and planning for these projects. There are multiple ways to structure such programs including grants or loans, and many examples from across the region to serve as models.</p> <ul style="list-style-type: none"> <li>• Agency undertakes a study of other Storefront Improvement Programs in the region for models of program structure, funding levels, and project types.</li> <li>• Prepare report in support of minor amendment. This report provides existing conditions analysis of properties to be added, identifies intended projects to be undertaken, and any properties to be acquired for public purposes.</li> <li>• Adopt minor amendment through resolution of Agency.</li> </ul>	<p>Section III E;  Storefront Improvement Program examples:  Oregon City Tigard Beaverton Gresham Silverton Forest Grove UR Astoria Florence Others</p>	<p>Short Term</p>
<p>12 Create Downtown Gladstone Business Assoc.</p>	<p>Leverage the momentum and connections created during this process to help foster the creation of a Downtown Gladstone business and/or stakeholder committee to meet on a semi-regular basis to discuss common Downtown concerns, programs and progress of revitalization efforts. This volunteer group can help to guide City efforts and provide feedback. They could also help to coordinate Downtown events and marketing opportunities (see below), making sure that all businesses and other stakeholders are involved.</p> <p>The City can help coordinate this group at the outset, but it should be run by local business owners and/or other Portland Avenue stakeholders. It may be formed as a subgroup of an existing local business association. The City should maintain a designated liaison for this group to coordinate business and public efforts as necessary.</p> <ul style="list-style-type: none"> <li>• City should use the stakeholders and advisory committee list from this project to identify Downtown business owners and perhaps property owners. This should be further fleshed out with other owners who have not been engaged in the revitalization project. This group should remain as focused as possible on business owners in order to reflect their perspective and not become a generalized stakeholder body.</li> </ul>	<p>Section III E</p>	<p>Short Term</p>



	<ul style="list-style-type: none"> <li>• City should contact list looking for volunteers to lead, or organize this group. If no volunteer emerges, City can organize and host an initial meeting to assess interest.</li> <li>• If this group needs specific direction to stay engaged, it can also be organized as an Advisory Committee for the street design project (see above), or specifically to undertake marketing and branding efforts (see below.)</li> </ul>		
13	<p>Marketing, branding, and events</p> <p>In conjunction with the Downtown Gladstone Business Association (above), the City can reinforce Downtown Gladstone as a unified district and destination. This means messaging and coordination among business owners, the City, and other stakeholders to brand the district and explicitly advertise events as taking place in "Downtown Gladstone". Businesses can coordinate their approach to such events, such as keeping the same hours, agreeing on sidewalk activities, or creating marketing materials prior to events.</p> <p>This can be applied to existing events, or new events made possible by the new Downtown plaza street design described in this Plan.</p> <p>Other on-going messaging efforts might include physical improvements such as streetlight banners or signage in the Downtown, or small handouts such as a guide to local businesses.</p> <ul style="list-style-type: none"> <li>• Organize meeting with business leaders to discuss goals and objectives for district marketing efforts. Choose a responsible party and timeline for each objective.</li> <li>• Identify existing events taking place on Portland Avenue and nearby which can be promoted as Downtown events.</li> <li>• Explore organization a new street event to promote the Downtown Core, or seek other existing local events that may be seeking more appropriate space to relocate.</li> <li>• Utilize "Downtown Gladstone" consistently in all messaging rather than "Portland Avenue."</li> <li>• Organize a "Grand Opening" for the newly designed Portland Avenue transportation improvements upon completion.</li> <li>• Discuss installing unifying marketing materials such as signage or banners in the Downtown Core. Involve the business district or other public interests in the design.</li> </ul>	Section III E	On-going

Action	Description	Reference	Time
<p>14 Select and implement way-finding signage on McLaughlin Blvd. and 82<sup>nd</sup> Drive; and at Trolley Trail at Abernathy.</p>	<p>Implement new way-finding signage directly to “Downtown Gladstone” at key points from the major pass-through routes to the east and west of Portland Avenue. Signage will raise awareness of Downtown as a destination and direct those who are unfamiliar with it.</p> <p>In addition, new directional signage should be installed at the intersection of the Trolley Trail with Portland Avenue to direct cyclists, runners and other users towards Downtown Gladstone and the river.</p> <ul style="list-style-type: none"> <li>• Wayfinding signage on the major traffic corridors to the east and west can be installed using general City transportation funding.</li> <li>• New signage at the Trolley Trail can be coordinated with the North Clackamas Parks &amp; Recreation District. Can be installed before or concurrently with the addition of bike lanes to Portland Avenue.</li> </ul>	<p>Section III G</p>	<p>Short Term</p>
<p>15 Pursue opportunities for additional off-street parking supply</p>	<p>Explore opportunities to provide additional off-street public parking on publically-owned property or through lease of privately-owned property. The City Hall/Library redevelopment project may create one opportunity to create off-street public parking. Other opportunities should be explored in the long term if public parking becomes congested on and around Portland Avenue.</p> <p>Explore off-street shared-parking agreements with local business and/or property owners. These agreements utilize commercial parking spaces which may be used during the day, but not the evening, or vice versa. Different categories of users can use the lots at different times of day. Owners can be offered incentives for entering shared-use agreements.</p> <ul style="list-style-type: none"> <li>• No immediate action is recommended. Parking congestion should be monitored long-term to determine if these measures should be explored.</li> <li>• When the City Hall/Library project moves forward, the recommended policy to explore additional public parking may be one factor informing decisions.</li> </ul>	<p>Section III H</p>	<p>Med. - Long Term</p>
<p>16 Pursue City Hall/Public Library redevelopment</p>	<p>Continue planning and design process already in motion to bring about the redevelopment of the City Hall and library properties, into one or more future civic uses. Redevelopment of these key properties presents the opportunity to create a model civic building in the Downtown Core. Such development can be catalytic of other new development in the area, and provide an example of good building design and aesthetics.</p> <p>Given the lynchpin location of the City Hall property at Portland Avenue and Dartmouth, momentum should be maintained on this project as a key part of the Portland Avenue revitalization program. Redevelopment will also provide the opportunity for high-visibility public plaza, art or monument at this intersection.</p>	<p>Section III E; City of Gladstone</p>	<p>Long Term</p>

Action	Description	Reference	Time
17 Pursue Trolley Bridge replacement	<p>Continue planning and maintain momentum in replacing the Trolley Bridge with a pedestrian and bike facility. During this planning effort the rebuilding of the Trolley Bridge has been identified as a key project in the revitalization of Downtown Gladstone and Portland Avenue. The extension of the Trolley Trail down Portland Avenue and eventually across this bridge is important not just for regional connectivity, but also to reinforce this as a major route for cycling and walking directly through the middle of Downtown Gladstone. The volume and type of traffic this successful connection can add to Portland Avenue will greatly enhance revitalization efforts by bringing greater awareness and more visitors to the area. It will also create additional marketing and event opportunities for local business and boosters.</p> <p>The City should continue to explore funding sources and work with regional partners including Oregon City, Clackamas County, and Metro to complete the critical transportation and recreation connection.</p>	Section III E;  City of Gladstone, Clackamas County, ODOT, Metro	Long Term

**B. Funding Sources and Strategies**

**Transportation and Capital Project Funding**

It is likely that the City is going to have to rely upon transportation improvement grants, partnerships with regional and state agencies, and other funding sources to help implement some or all of the Portland Avenue streetscape improvements. Table 1 identifies a list of potential grant sources and partnering opportunities for the City to consider. Table 2 identifies a list of potential new funding sources for the City to consider in an effort to bolster funds for additional capital improvement projects.

The major existing and potential funding sources are outlined below. Tax Increment Financing (Urban Renewal) is discussed in the following section.

**Table 4: Potential Active Transportation Grant Sources and Partnering Opportunities**

<b>Funding Source</b>	<b>Description</b>	<b>Potential Facility Benefit</b>	<b>Opportunities</b>
Statewide Transportation Improvement Program (STIP)	The Statewide Transportation Improvement Program (STIP) is Oregon’s 4-year capital improvement program for major state and regional transportation facilities. This scheduling and funding document is updated every two years. Projects included on the STIP are allocated into the five different ODOT regions.	<ul style="list-style-type: none"> <li>- Sidewalks</li> <li>- Bike lanes</li> <li>- Multi-Use Trails</li> </ul>	The next STIP (2018-2021) will be organized into two different categories that focus on projects that will fix/preserve the existing transportation network and enhance/improve the transportation network.
Oregon Bicycle and Pedestrian Program	The Oregon Pedestrian and Bicycle Grant program ended as a standalone solicitation process in 2012. Grant monies are now distributed through the “Enhance” process in the STIP program noted above.	See STIP above	See STIP above.
Public/Private Partnerships	Public/private partnerships are agreements between public and private partners that can benefit from the same improvements. They have been used in several places around the country to provide public transportation amenities within the public right-of-way in exchange for operational revenue from the facilities.	<ul style="list-style-type: none"> <li>- Sidewalks</li> <li>- Bike lanes</li> <li>- Multi-Use Trails</li> <li>- Transit</li> </ul>	These partnerships could be used to provide services such as charging stations, public parking lots, bicycle lockers, or car-share facilities.
Community Service Projects	Small-scale improvements could be organized, led and conducted by various members of the community to help implement and offset the costs of larger infrastructure projects.	<ul style="list-style-type: none"> <li>- Multi-Use Trails</li> <li>- Sidewalk/bike lane enhancements</li> </ul>	Partnerships for the installation of bicycle parking facilities, particularly for businesses in downtown, would be one potential opportunity.

Source: Kittelson & Associates, Inc.

**Table 5: Potential New Funding Sources for Active Transportation Improvements**

<b>Funding Source</b>	<b>Description</b>	<b>Potential Facility Benefit</b>	<b>Opportunities</b>
User Fees	Fees tacked onto a monthly utility bill or tied to the annual registration of a vehicle to pay for improvements, expansion, and maintenance to the street system. This may be a more equitable assessment given the varying fuel efficiency of vehicles. Regardless of fuel efficiency, passenger vehicles do equal damage to the street system.	Primarily Street Improvements	The cost of implementing such a system could be prohibitive given the need to track the number of vehicle miles traveled in every vehicle. Additionally, a user fee specific to a single jurisdiction does not account for the street use from vehicles registered in other jurisdictions.
Street Utility Fees/Road Maintenance Fee	The fee is based on the number of trips a particular land use generates and is usually collected through a regular utility bill. For the communities in Oregon that have adopted this approach, it provides a stable source of revenue to pay for street maintenance allowing for safe and efficient movement of people, goods, and services.	Preservation, restoration, and reconstruction of existing paved residential streets. Includes sidewalks, ramps, curbs and gutters, and utility relocation.	Other jurisdictions have adopted Street Maintenance Utility Fees, which enables a monthly fee charged to residential meters.
Local Fuel Tax	A local tax assessed on fuel purchased within the jurisdiction that has assessed the tax.	Limited to street maintenance, preservation and reconstruction of existing paved residential streets	
Optional Tax	A tax that is paid at the option of the taxpayer to fund improvements. Usually not a legislative requirement to pay the tax and paid at the time other taxes are collected, optional taxes are usually less controversial and easily collected since they require the taxpayer to decide whether or not to pay the additional tax.	<ul style="list-style-type: none"> <li>- Streets</li> <li>- Sidewalks</li> <li>- Bike lanes</li> <li>- Multi-Use Trails</li> <li>- Transit</li> </ul>	The voluntary nature of the tax limits the reliability and stableness of the funding source.
Sponsorship	Financial backing of a project by a private corporation or public interest group, as a means of enhancing its corporate image.	- Transit	Sponsorship has primarily been used by transit providers to help offset the cost of providing transit services and maintaining transit related improvements.
Federal Funding	Trails with a transportation purpose can compete for TIGER grant awards. Depending upon the location and purpose, trails can also be funded by HUD, CDBG funds, USDA rural development programs, or EPA funding.	- Trails	Projects in urban areas have traditionally been funded at a minimum of \$10,000,000 and rural trails of lower project costs are considered for TIGER funding.

Source: Kittelson & Associates, Inc.

## Economic Development and Public/Private Development Funding

There are several key ways in which public agencies can help facilitate desired development types such as mixed-use buildings, affordable housing, and transit-oriented development. In general, these amount to reducing costs and lowering process barriers such that previously infeasible forms become feasible.

The following is a summary of major categories of public intervention in the development process. Gladstone has considered or implemented some of these mechanisms in the past, while some are reflected in the recommended Action Items presented in this Plan. Others might be considered in the future as the Revitalization Plan makes progress.

### CATEGORIES OF PUBLIC INTERVENTION

- **Ensure Code Consistency with Public Goals:** Because development codes are complex and multi-faceted, it is often possible for some provisions in the code to be working at cross purposes with the community's vision for the development types it would like to see. Often developers themselves, or planning projects such as this, can identify individual provisions which may be complicating or even preventing some development types.
- **Pre-Development Assistance:** This may include modest grants or loans to assist with pre-development soft costs such as project feasibility studies, design and engineering documents, site and environmental studies. This assistance can help smaller developers and property owners decide if development is feasible.
- **Streamlined Permitting and Review Process:** Any efforts to reduce the time it takes for public review of projects reduces costs to the developer. Clear and objective standards help developers design permit-ready projects from the outset and avoid delays. Pre-application conferences with knowledgeable staff can also help expedite the process.
- **SDC and Fee Waivers/Subsidy:** This is one of the most direct ways that local jurisdictions can reduce the costs of new development and the viability gap. System Development Charges (SDC's) and other permitting and process fees can add up to a significant expense to the developer.
- **Land Acquisition and Control:** Land acquisition ensures that a public agency has control over the site and that it will be used to meet public goals. Control of the land allows the agency to dictate what will occur there, and is a valuable asset which can be used as an incentive for developers.
- **Equity Gap Financing:** Gap financing usually takes the form of grant or loan that is directly applied to help overcome the viability gap, most commonly for affordable housing. Demonstration of local funding commitment can also help non-profits secure tax credits or other state funding. A source of funding must be identified to provide this financing, and amounts may need to be sizable in order to make a difference on large projects.

- **Tax Exemptions:** Tax exemptions provide an on-going reduction in operating costs in return for meeting specified public goals. Affordable housing projects can utilize tax savings to help defray the often increased cost of staffing at these properties. The trade-off is that in an Urban Renewal Area, the project will generate lower or no tax increment during the abatement period.

**FUNDING SOURCES**

Successful public/private projects are often an amalgam of multiple programs and funding strategies to make the development feasible. Many of the funding sources described below can be used in combination to reduce costs or otherwise bridge the viability gap.

Note that commitment of public funds of \$750,000 or more may trigger prevailing wage law for market-rate developers, though not necessarily for affordable housing developers.

**Table 6: Major Funding Sources for Economic Development and Public/Private Dev.**

<b>Program</b>	<b>Source</b>	<b>Description</b>	<b>Potential Uses</b>
Tax Increment Financing (TIF)	Local	Much of the study area is located within the Gladstone Urban Renewal Area. Urban renewal generates TIF revenue that can be used for qualified projects in the URA.  TIF is often the largest source of funding for public/private partnerships that meet public goals. The Downtown Revitalization Plan recommends that TIF be considered as the major source of funding for the public projects described in the study area.	<ul style="list-style-type: none"> <li>• Program staffing</li> <li>• Capital improvements</li> <li>• Storefront improvements</li> <li>• Pre-development assistance</li> <li>• Land acquisition</li> <li>• Gap financing</li> </ul>
Vertical Housing Tax Credit (VHTC) - Potential	Local	The City of Gladstone can adopt a Vertical Housing Development Zone which includes Downtown Area. This program can provide an incentive to market-rate developers to locate in this area and build multi-level buildings. The rules of the plan can be designed on the local level. May have limited utility in an area that only allows three stories.	<ul style="list-style-type: none"> <li>• Tax abatement for multi-level buildings</li> </ul>
Low Income Housing Tax Credit (LIHTC)	State	The LIHTC program remains the main source of funding for new affordable housing construction. Qualified projects may be awarded 9% tax credits through a competitive process, or 4% credits through a non-competitive process. The tax credits are then sold to investors to provide development capital at the outset of a project. Available tax credit funding is limited by the competitive process, and the total state funding pool each year.  Affordable housing developers are often able to achieve higher density and more distinctive projects because of access to different sources of funding than market rate developers. Affordable housing should be considered as one component of public/private partnerships on key sites in the Downtown or URA, to achieve catalytic development if the opportunity arises.	<ul style="list-style-type: none"> <li>• Equity financing for Affordable Housing</li> <li>• Gap financing</li> </ul>

<b>Program</b>	<b>Source</b>	<b>Description</b>	<b>Potential Uses</b>
Community Development Block Grant (CDBG)	Local	This program can be used to make off-site and other public improvements around qualified projects. These off-site improvements can reduce costs to developers who may otherwise be responsible for them.	Public projects associated with qualified development projects
Construction Excise Tax (CET) - Potential	Local	The City may consider adopting a local CET to be applied towards affordable housing and/or T.O.D. CET revenues could be used directly, or as a way to recoup funds foregone through a SDC's or fee waiver program.	<ul style="list-style-type: none"> <li>• Pre-development assistance</li> <li>• Land acquisition</li> <li>Gap financing</li> </ul>
HOME Program	County	This program provides low-interest loans for affordable housing projects. It is often used as a supplemental source of financing in combination with other programs such as LIHTC.	Primary or gap financing for A.H.
Oregon Affordable Housing Tax Credit	State	This program provides a tax credit which is applied to affordable housing loans. The lender reduces interest by up to 4% with the full benefit going towards reducing rents at the property.	Primary or gap financing for A.H.
Metro Transit-Oriented Development (TOD) Program	Metro	This Metro program offers financial incentives for public/private partnerships for T.O.D. This may take the form of purchasing a T.O.D. easement, land discounting, or other approach. This funding may be sufficient incentive for market-rate developers to build to higher T.O.D. standards, or can supplement other sources for affordable housing. This program will only apply if the study area is designated as a major transit corridor/hub in the future.	Gap financing for T.O.D.
Transit-Oriented Development Tax Exemption (TOTE) - Potential	Local	This is an optional state administered program similar to the VHTC which provide a 100% tax abatement on residential improvements for a qualified project. Cities establish a program and determine the coverage area. This program provides more local control on what qualifies, and the 100% exemption provides a higher incentive to developers. However, individual projects require approval of taxing jurisdictions representing 51% or more of the combined tax rate on the property.	Tax abatement for TOD



# **Downtown Revitalization Plan**

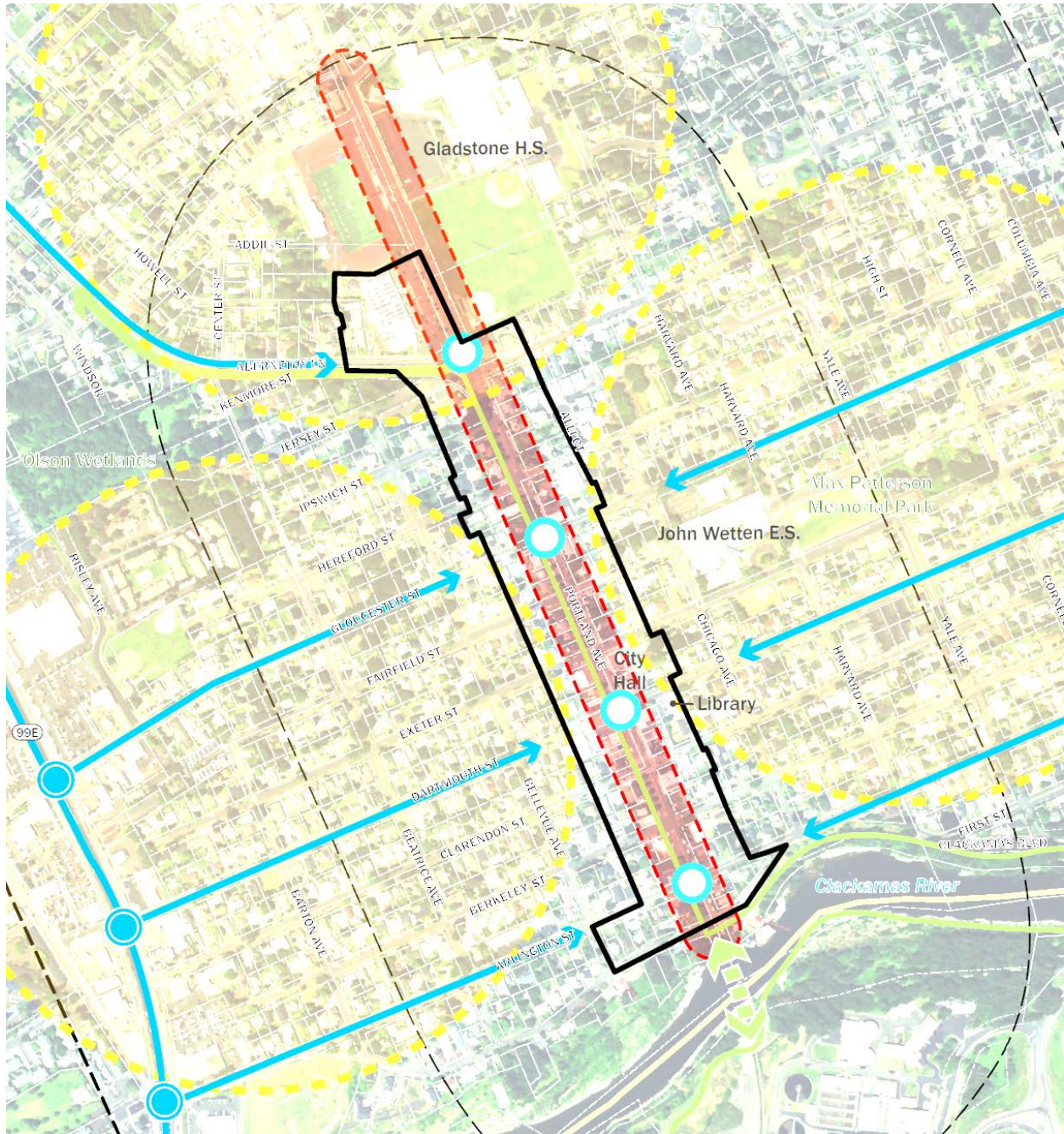
## **Gladstone, OR**

### **Appendix E**

Existing Conditions Report (and Appendices)

# Existing Conditions Report

October 5, 2016



**Prepared by:**  
Angelo Planning Group, Johnson Economics, SERA Architects, Kittelson & Associates

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## **Overview and Purpose**

### **About the Downtown Revitalization Plan**

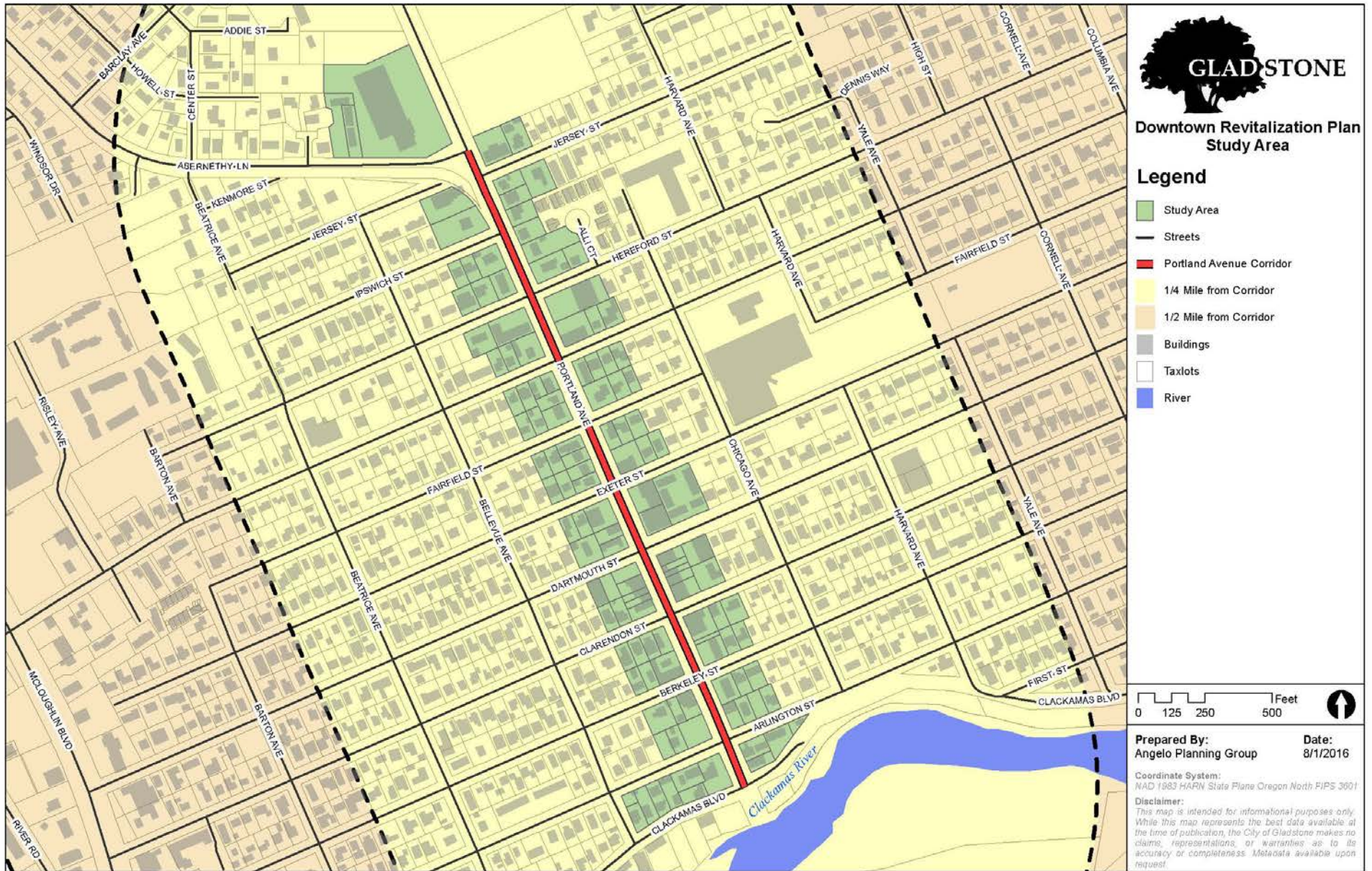
The goal of the Downtown Revitalization Plan is to create a more cohesive main street that re-establishes the corridor as the city center. The project focuses on Portland Avenue from Abernathy Lane to the Clackamas River (see Figure 1, Downtown Revitalization Study Area) and will identify development opportunities, appropriate land uses, and public improvements that can make the area more attractive and inviting for residents, businesses and visitors alike. The project will result in a master plan for Portland Avenue that guides future development in the corridor and ensures that there are safe and convenient connections to the area for all modes of travel. An implementation strategy will include tools to support local businesses, potential funding sources, and city policy changes that help the community achieve the goals of the Downtown Revitalization Plan.

### **About the Existing Conditions Report**

The Existing Conditions Report is intended to summarize findings and conclusions regarding land use and transportation for the Portland Avenue corridor, including existing development requirements, and to highlight opportunities and constraints for the corridor that will inform the development of the Downtown Revitalization Plan.

This report captures the context and history of the area; existing development conditions and key land use regulatory factors; transportation conditions for cars, bicycles, pedestrians, and transit; recommendations from recent studies; and a preliminary set of opportunities to begin the dialogue about potential strategies for future enhancement. A set of three maps, prepared as part of an Opportunities and Constraints analysis, illustrate the potential of this area (see Appendix A). Detailed memoranda referenced in this report document existing plans and policies, provide a review of the development code, provide additional discussion of opportunities and constraints, and describe current market conditions; these memoranda are included as appendices B through E.

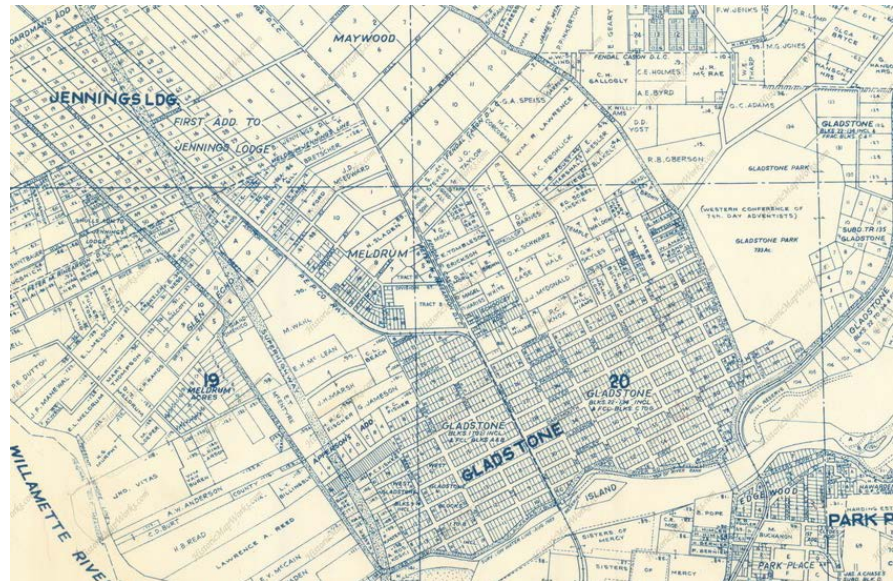
Figure 1: Downtown Revitalization Study Area



## Portland Avenue Study Area Context and History

Gladstone's location at the confluence of the Clackamas and Willamette Rivers historically made it a desirable location for settlement due to proximity to waterway shipping and waterfalls for powering mills. Prior to first settlement by European immigrants in the 1840s, the river confluence area was home to indigenous peoples, particularly as a fishing community. As early as the 1850's, small timber mills and fur trading posts were established along the Willamette River, but they were frequently flooded out. In the late 1800's, trolley service connected Gladstone's Portland Avenue to Portland on the north to Oregon City to the south. Portland Avenue supported a concentration of businesses and civic activity in Gladstone during the trolley era and functioned as the downtown main street.

Since the closure of the trolley in the 1958 (and the cessation of freight service on the same route in the 1960s) and the establishment of Highway 99E (McLoughlin Boulevard) approximately ¼ mile west of Portland Avenue in the early 1970s, most through traffic has diverted away from Portland Avenue, as has most new and national chain commercial development. While Portland Avenue is home to civic uses, such as the Gladstone City Hall and U.S. Post Office, as well as a handful of local businesses and retailers (including a coffee shop, several bars and restaurants, professional offices, and services), McLoughlin Boulevard has become the automobile-dominated commercial corridor through the area.



*The original land plat of Gladstone from the late 1800s is well-preserved, as shown in this 1951 survey, with a tight street grid around downtown surrounded by larger lots and farmland, much of which has since been subdivided into additional housing (historicmapworks.com)*

Today, this context is both an advantage and disadvantage. Highway 99E provides nearby vehicle and transit access while not interfering with the neighborhood feel of central Gladstone, but has also sapped away commercial and civic energy from Portland Avenue. Likewise, Interstate 205 to the east and south provides vehicle connections to the region, but also bypasses the Gladstone core. As a result, the Portland Avenue "Main Street" mostly serves the approximately 12,000 local Gladstone residents and workers, while remaining somewhat enigmatic to the surrounding region.

## Existing Land Use Conditions

### Existing Development Patterns

Existing land use on the corridor includes a range of civic buildings and community institutions, residences, and small businesses.

- Gladstone High School, the Gladstone Center for Children and Families complex, and the Gladstone Senior Center anchor the northern end of the corridor within the study area, and are significant community destinations.
- Between Jersey Street and Hereford Street, most existing development is residential, with a mix of single family homes, duplexes and small apartment buildings.
- From Hereford to Exeter Street, there is a mix of housing and small service businesses.
- A cluster of public buildings -- a fire station, the post office, City hall (which contains the municipal courthouse), and the Gladstone Public Library's current site -- are located in the vicinity of Exeter and Dartmouth Streets.
- A number of small businesses, including a coffee shop, comic store, convenience store, several bars, barber shops and beauty salons, and a few restaurants, are located roughly between Dartmouth and Berkeley Streets. The area between Clarendon and Dartmouth streets offers the tightest concentration of commercial and retail businesses on the corridor.
- South of Berkeley Street, a mix of professional offices and residences terminates at the riverfront, which is largely occupied by the Lake Oswego Pump Station in the vicinity of Portland Avenue.

Portland Avenue is a linear, and relatively long, business area and it supports a limited number of small service and retail businesses. It also hosts several professional and medical/dental offices that don't naturally encourage or rely upon walk-by traffic. The existing inventory of commercial buildings is small and may not provide the square footage or features needed by contemporary businesses.

There are several parks nearby but the downtown area itself does not have open space areas, water features, significant stretches of major tree-lined streets, or noteworthy public spaces such as a townsquare or commons. Major natural features, including the Clackamas River, are close by but concealed and difficult to access from Portland Avenue.

### Current Land Use Regulations

As shown in Figure 2, the study area is zoned C-2: Community Commercial. The C-2 zone allows a wide range of commercial, institutional or community services uses, including mixed-use development. Developments which face Portland Avenue must have ground floor windows and the primary entrance on Portland Avenue. Residential uses require conditional use approval, and are subject to several key standards from the R-5: Residential zone, a primarily single-family zone. The key development standards of the C-2 zone are summarized in Table 1.

Figure 2: Study Area Zoning

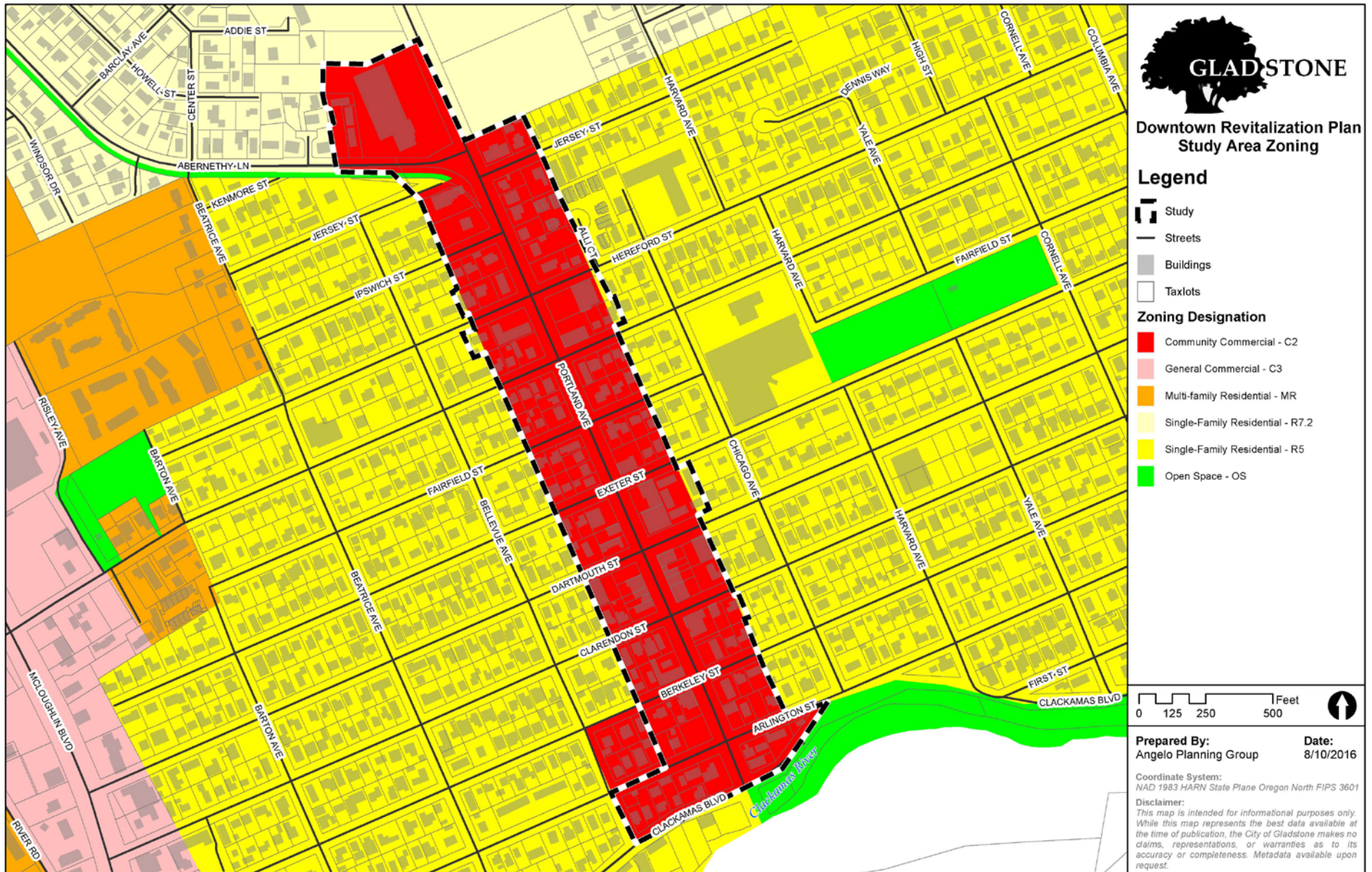




Table 1: Summary of development standards, C-2 zone

Standard	Commercial/Mixed Use	Single-Family Residential	Multi-Family Residential
<b>Minimum Lot Size</b>	N/A	5,000 square feet	2,500 square feet per unit
<b>Setbacks</b>	Front Minimum: None Front Maximum: 5' on Portland Avenue	Front: 20' Side: 5' Rear: 15'	Front: 20' Side: 5' Rear: 15'
<b>Building Height</b>	35'	35'	35'
<b>Ground Floor Windows</b>	50% of facade length, 25% of area	Not required, unless facing Portland Avenue	Not required, unless facing Portland Avenue
<b>Landscaping</b>	15% of lot area	15% of lot area	20% of lot area
<b>Off-Street Parking</b>	1 space per 44-244 square feet, depending on specific use	1 space	1.5 spaces per dwelling unit

A review of the City's current zoning regulations relevant to the study area identified a number of code requirements that may present obstacles to development generally, and more intensive mixed use development in particular. The following issues have been identified as potential barriers to development and redevelopment in the corridor; a detailed summary of the Code Audit is provided in Appendix C.

- The zoning code effectively precludes most multi-family housing in the C-2 zone along Portland Avenue by applying residential development standards that limit residential density to 17 units per acre and require significant setbacks and landscaping.
- All commercial and multi-family development is subject to design review, which can create delay, expense and uncertainty for developers.
- Residential development in the C-2 zone is regulated through a conditional use review, but the conditional use standards are not designed to address how residential development fits into a walkable, retail district.

Whether changes are recommended to these standards will depend on community direction and the ultimate recommendations that result from this planning project.

## Existing Transportation Conditions

### Roads

McLoughlin Boulevard and Interstate 205 (I-205) provide access within a quarter-mile without direct negative impacts of highway traffic; however, they also create barriers around the city and cause most travelers to entirely bypass downtown Gladstone (see Figure A-1 in Appendix A). Key connections from these highways to Portland Avenue include 82<sup>nd</sup> Drive / Oatfield Road from I-205 via Arlington, Dartmouth, and Gloucester Streets on the east, and Arlington, Dartmouth, and Gloucester Streets plus Abernethy Lane from McLoughlin Boulevard on the west (see Figure A-2 in Appendix A).

Portland Avenue is classified as a Minor Arterial, as are Abernethy Lane and Arlington Street in the City's current Transportation System Plan (TSP), which is being updated simultaneously with the preparation of the Downtown Revitalization Plan. This designation is intended to have the following characteristics, based on the current TSP:

- Right-of-way: 60-80 feet
- Pavement Width: minimum 42 feet
- Relatively high traffic and high speeds
- Connect major traffic generators to collector streets
- Facilitate through traffic and channel it around homogeneous land uses
- Discourage private driveway entrances and parking
- Provide channelization at major intersections

The other key connecting streets to Portland Avenue are classified as "Collector" roads (see Figure 3).

Portland Avenue is wider than most other streets in Gladstone. The street is built with two travel lanes, a continuous left-turn lane in the center, parallel parking on both sides of the street, and sidewalks on both sides, but no bicycle lanes. The right-of-way width is 80 feet, and the curb-to-curb width is 56 feet. The posted speed limit is 20 miles per hour. The existing conditions on Portland Avenue and other streets in the study area is summarized in Table 2.

Table 2: Existing Transportation Facilities and Roadway Descriptions

Roadway	Functional Classification	Motor Vehicle Travel Lanes	Posted Speed (mph)	Side-walks	Striped Bicycle Lanes	On-Street Parking
Portland Avenue	Minor Arterial	2 lanes	20	Yes	No	Yes
Abernethy Lane	Minor Arterial	2 lanes	25	Yes	No	Yes <sup>1</sup>
Jersey Street	Local Street	2 lanes	25	Yes	No	Yes
Ipswich Street	Local Street	2 lanes	25	Yes	No	Yes
Hereford Street	Local Street	2 lanes	25	Yes	No	Yes
Gloucester Street	Collector	2 lanes	25	Yes	No	Yes
Fairfield Street	Local Street	2 lanes	25	Yes	No	Yes
Exeter Street	Local Street	2 lanes	25	Yes	No	Yes
Dartmouth Street	Collector	2 lanes	25	Yes	No	Yes
Clarendon Street	Local Street	2 lanes	25	Yes	No	Yes
Berkeley Street	Local Street	2 lanes	25	Yes	No	Yes
Arlington Street	Minor Arterial	2 lanes	25	Yes	No	Yes
Clackamas Boulevard	Local Street	2 lanes	25	Yes	No	Yes

Notes:

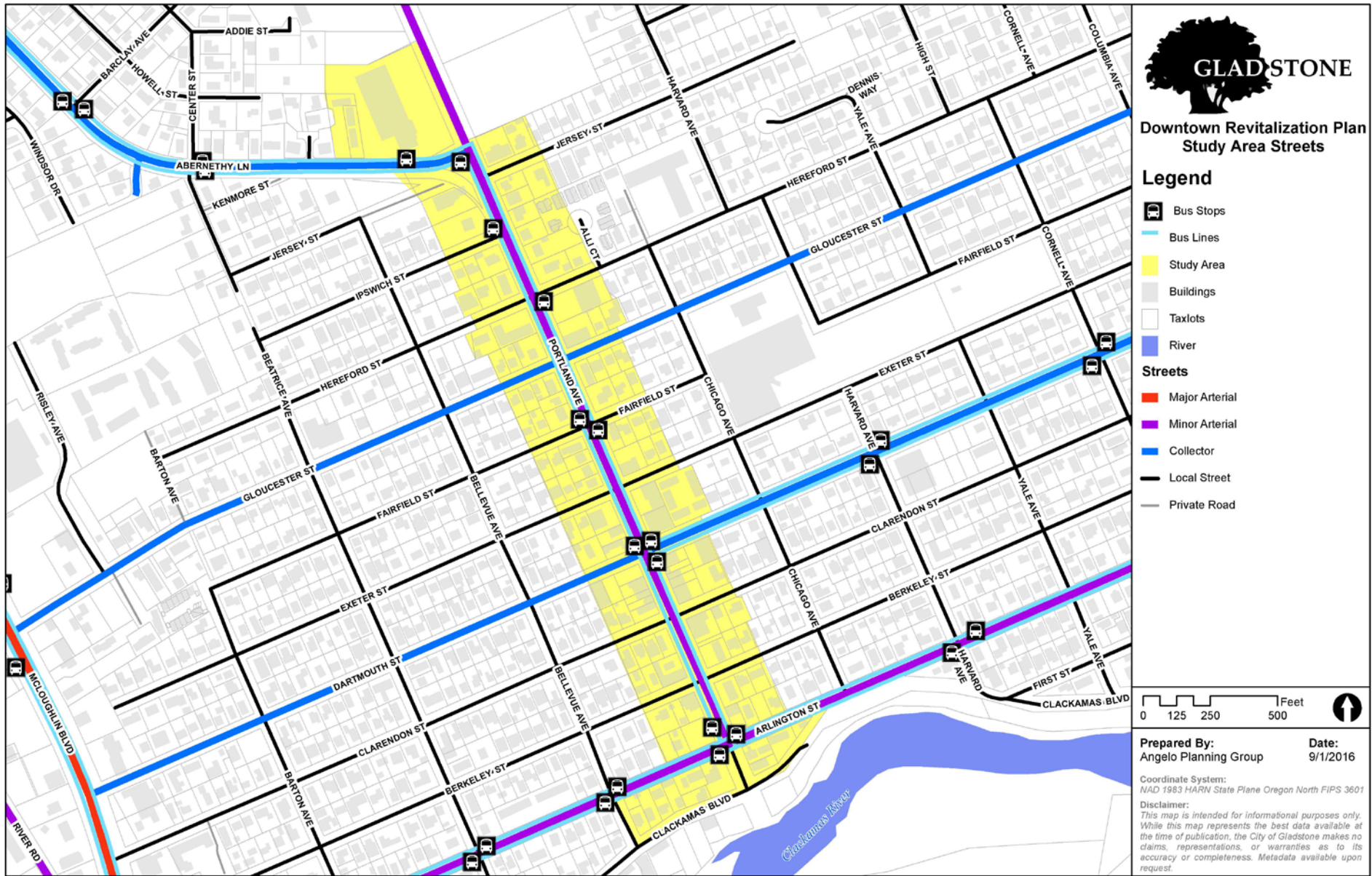
<sup>1</sup> On street parking is striped and allowed along the north side of Abernethy Lane.

## Public Transportation

As shown on Figure 3 and Figure A-1 in Appendix A, TriMet currently offers three fixed transit (bus) routes within the study area:

- Route 32 (Oatfield) stops along Arlington Street within the downtown area and connects south to Oregon City and north to Downtown Milwaukie. This route provides weekday and Saturday service from early morning (5:30 or 6:00 AM) until late at night (close to midnight) with roughly 30 to 40 minute headways.
- Route 34 (Linwood-River Road) stops along Abernethy Lane, Portland Avenue, and Arlington Street within the downtown area. It connects south to Oregon City and north to Milwaukie. This route provides weekday (but not weekend) service from roughly 6:00 AM until midnight with roughly 30 to 40 minute headways.
- Route 79 (Clackamas/Oregon City) runs along Arlington Street, Portland Avenue, and Dartmouth Street within the downtown area, and connects to Clackamas Town Center to the east. Service operates weekdays and weekends from morning and until about midnight with roughly 30 to 40-minute headways.

Figure 3: Study Area Street Classifications and Transit

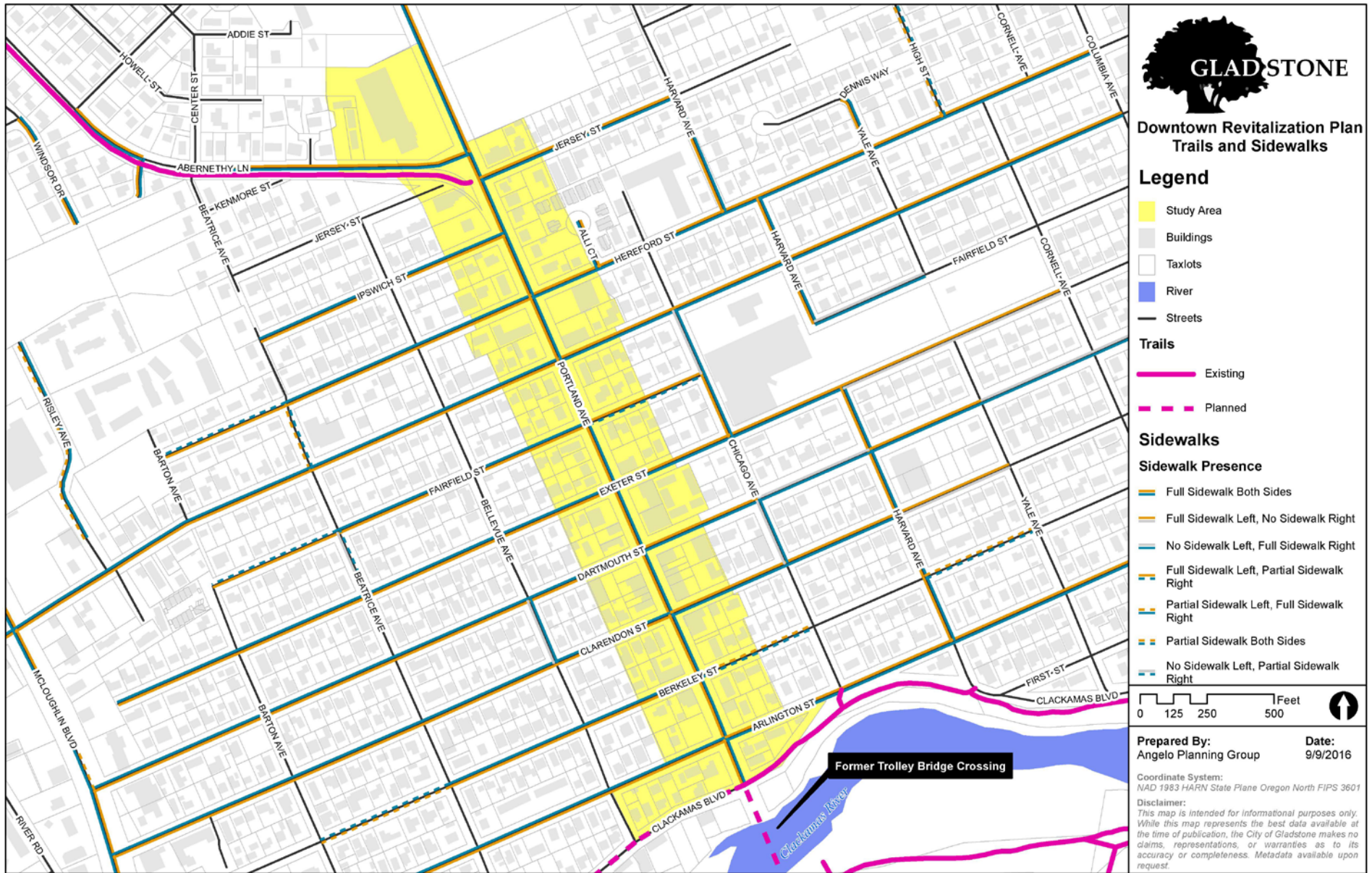


## Bicycle and Pedestrian Facilities

Portland Avenue and all of the intersecting cross streets from Arlington Street to Abernethy Lane have sidewalks, though some of the side streets have gaps in the sidewalk on at least one side of the street (see Figure 4). In addition, walking is difficult in some places due to narrow sidewalks with poor accessibility for people with disabilities and those with strollers. Travel speeds and traffic volumes are low enough on these streets that none currently require striped bicycle lanes based on City street policies. However, the wide street tends to encourage drivers to travel faster than the posted speed limit, which can make biking along and walking across the street more dangerous.

The Trolley Trail, a six-mile multi-use pathway begins at the north end of the downtown study area at the Abernethy Lane intersection. This trail runs along an old trolley line and connects Gladstone to Milwaukie. The trail is managed by the North Clackamas Parks and Recreation District. An old trolley bridge used to connect across the Clackamas River at Portland Avenue, but collapsed in 2014, and although there were (and still are) plans to rehabilitate the bridge as part of the Trolley Trail, it did not provide a usable crossing before its collapse.

Figure 4: Trails and Sidewalks



## Existing Market Conditions

### General Market Findings

Since the 2009 recession, the Portland Metro area has been one of the fastest growing regions in the country. Nearly every real estate measure, including home prices and rents, commercial lease rates, vacancy rates, property values and development activity have fully recovered or reached new levels over the past four years. The region has also seen healthy employment growth, particularly in high-income field such as technology and professional services. The combination of popularity, strong employment, and lower cost of living relative to other West Coast cities is self-reinforcing and these trends can be expected to continue for the foreseeable future.

At the same time, the region has been slow to add housing to keep up with this high demand. Despite record production of apartment units across the region since 2012, the production has generally been just enough to meet demand. For-sale housing production has trailed demand, being slow to resume after the recession, and facing limited buildable land in many parts of the region. Central Portland neighborhoods that have grown in popularity are largely built-out, meaning few opportunities for new detached single family homes to meet demand. The shortage of available housing for the increased flow of newcomers has led to rising prices and rents which have now spread from Portland to neighboring communities across the region.

Gladstone is already experiencing the effects of this growth and will continue to do so, as middle-income homebuyers and renters search for lower costs first in Milwaukie, then in areas farther south. The opening of the MAX Orange Line is adding to the attractiveness of the area to households who work in other parts of the Metro area. Gladstone is in the path of growth, making this a good time to plan for the future of Portland Avenue.

### Market Conditions in the Study Area

Generally, the study area is occupied by older, low-density structures of one to two stories, used for a combination of commercial, civic or residential use. There are relatively few vacancies along the corridor. There are also few fully vacant parcels, and limited surface parking. Over time, new development on the corridor might take the form of rehabilitation and reuse of existing buildings, or redevelopment with new structures.

Table 3 summarizes the findings of the market conditions analysis for each major land use category. The pricing and development forms discussed reflect current market conditions. These may be impacted by public policies, funding tools, and design initiatives identified in subsequent phases of this planning process. It should also be noted that even new low-rise development has the potential to add substantially more density, mixed uses and new design to the corridor.

Table 3: Summary of Current Market Conditions by Major Land Use Category

Land Use	Location	Market Conditions	Estimated Demand	Feasible Development Forms
<b>Rental Residential</b>	<b>Good:</b> The study area is a good location for rental residential use. The area combines walkable services, shopping and other amenities, with a pleasant residential character on adjoining streets and neighborhoods.	<b>Strong:</b> Market conditions are currently strongest for rental residential use. Rental apartments has been the leading development sector for four years in central Portland and larger submarkets. Smaller suburban markets have lagged behind and have significant pent-up demand for rentals, even as central markets become increasingly expensive for many renters.	<b>Moderate:</b> There is an estimated 10-year demand for 465 new rental units, or roughly 50 new apartment units per year in the market area surrounding the study area. This reflects Gladstone's moderate growth rate over recent decades. This has the potential to accelerate if housing is made available.	<b>Low-Rise:</b> Currently, low rise development forms are feasible. These include three- to four-story multifamily buildings (up to 30 units per acre), or attached townhomes (15 to 22 units per acre). The market will likely dictate some off-street parking.
<b>Ownership Residential (Condo)</b>	<b>Good:</b> Generally a good residential location for the reasons stated above.	<b>Moderate:</b> Conditions are good for ownership housing in general, however the study area corridor will be best suited for attached types of housing, such as townhomes and condominiums. This housing type as a for-sale product has a more limited market in Gladstone.	<b>Moderate:</b> There is an estimated 10-year demand for 800 new ownership units, or roughly 80 new units per year in the market area surrounding the study area. However, almost all of this demand is for detached single family units. The demand for attached units will be lower, though moderately priced townhomes may do well.	<b>Low-Rise:</b> Currently, low rise development forms are feasible. These include three- to four-story multifamily buildings (up to 30 units per acre), or attached townhomes (15 to 22 units per acre). The market will likely dictate some off-street parking.
<b>Retail Commercial</b>	<b>Good:</b> The study area is a good location for modestly-scaled retail uses and commercial services serving the local market and surrounding county and Oregon City customers.	<b>Moderate:</b> The retail corridor enjoys few vacancies and a nice mix of retail and service businesses. However, limited current rent levels and property values hamper property reinvestment or new development. The study area also suffers low awareness from a broader customer base. To attract investment, visibility of the study area will have to increase.	<b>Moderate:</b> There is an estimated 10-year demand for roughly 40,000 s.f. of new retail space, or 4 acres of retail property, in the trade area surrounding the study area. The study area has the ability to capture some of this demand through new businesses and renovated and new retail space.	<b>Low-Rise:</b> Suburban retail uses are almost uniformly one-story buildings served by surface parking. However, three-story mixed use buildings of residential or office uses over commercial space should be feasible later in the planning period.
<b>Office Commercial</b>	<b>Moderate:</b> The study area is a good location for local office-based businesses which are modest in size. It is a poor candidate to attract larger office employers due to distance from major arterial streets, low visibility and lack of large development parcels.	<b>Moderate/Poor:</b> While office-based employment has rebounded strongly in some Portland Metro submarkets since the recession, the greatest demand has been in the central city and Washington County submarkets. A small suburban main street submarket such as the study area is unlikely to attract office demand beyond smaller businesses.	<b>Moderate:</b> There is an estimated 10-year demand for roughly 46,000 s.f. of new office space, or 2.25 acres of office property, in the market area surrounding the study area.	<b>Low-Rise:</b> Suburban office uses are almost uniformly one-story buildings served by surface parking. However, three-story mixed use buildings of residential or office uses over commercial space should be feasible later in the planning period.



## Planned and Recommended Enhancements from Prior Studies

A number of recent studies have identified needed improvements to facilities along Portland Avenue. These are summarized in brief below, and captured in more detail in Appendix B.

### Streetscape Design

A 2008 Conceptual Streetscape Design for Portland Avenue illustrates a vision for a more pedestrian-oriented downtown area. The design covers the entire study area for the Gladstone Downtown Revitalization plan. Recommended design features for the entire corridor include:

- Full reconstruction of the street, including removing buried rail tracks and undergrounding overhead utilities.
- Consistent pedestrian-scale lighting.
- 12' travel lanes and 5' bike lanes – with the flexibility to accommodate “current best practices” to narrow travel lanes and widen bike lanes.
- Contrast paving at all intersection crossings. Special paving, curb extensions, and raised crossings at key intersections: high school crossings, Abernethy, Dartmouth and Arlington.
- Gateway treatments at the Portland/Arlington intersection.
- Formalize bus stops along Portland Avenue.

The plan identifies four distinct zones along Portland Avenue -- school zone, residential/civic zone, downtown plaza, and park zone (from north to south) – with slightly different streetscape design within each zone. Some of the special design features for individual zones include:

- In the school zone (near the High School), a planted median and special treatment around the crossings to create a campus atmosphere.
- A special intersection treatment at the Portland Avenue/Abernethy Road intersection to enhance connections to the Trolley Trail and establish a gateway to Portland Avenue.
- A curbless plaza and special intersection treatment in the heart of the downtown retail zone (between Exeter and Clarendon) to better delineate the retail and business center of the corridor.
- In the park zone (near the river), a planted median, stormwater planters, and relocation of parking to create a parklike atmosphere with views of the river.

### Parking Management

A 2006 parking study found high parking usage roughly between Arlington and Exeter Streets on Portland Avenue. Some of the study’s short-term recommendations have been implemented, including limiting parking to four hours in the high-usage area in order to prioritize short-term customer parking. Longer-term recommendations included considering diagonal parking on

Portland Avenue, developing off-site parking for employees, and identifying locations for future public parking facilities if demand warrants it.

## Retail Market Strategies

A 2007 Downtown Retail Market Analysis identified the following relevant recommendations:

- Focus retail in the very near term along Portland Avenue from Dartmouth to Berkeley. Encourage pedestrian activity initially in a particular node or core area, which should be considered in the context of existing business attractors such as Flying A and Happy Rock Coffee.
- Identify one or more gateway areas off of McLoughlin to downtown. This will necessitate well designed and placed signage and possibly other design treatments.
- Consider zoning and regulatory measures to encourage contiguous retail frontage and discourage office, auto, light industrial, and other users in the core downtown that do not contribute to an active street life. A critical goal over the next five years and longer will be to increase the number of retail businesses in the core downtown area and maintain ground floor space for retail businesses.
- Encourage the addition of housing units over the long term, as housing will contribute to demand for additional shops, services and home oriented products and food facilities.
- Focus on restaurants and specialty retailers. Restaurants often lead revitalization of a business district as they can have a broad market appeal.

## Bike Lanes

The 1995 Transportation System Plan identifies planned bicycle lanes on Chicago Avenue rather than on Portland Avenue, providing a parallel route for cyclists in the vicinity of downtown.

## Signs and Markings

A 2016 review of the City's traffic signs and markings identified the following suggested modifications for Portland Avenue:

- Several stop signs along the Portland Avenue corridor and cross streets may need to be cleaned/replaced/relocated in order to provide enhanced visibility.
- The Portland Avenue school zone signing adjacent to Gladstone High School needs to be changed to comply with signage standards.
- On-street parking signage and curb striping along Portland Avenue in front of the Post Office should be modified to better clarify the extent of the parking restrictions.

## Stormwater Management

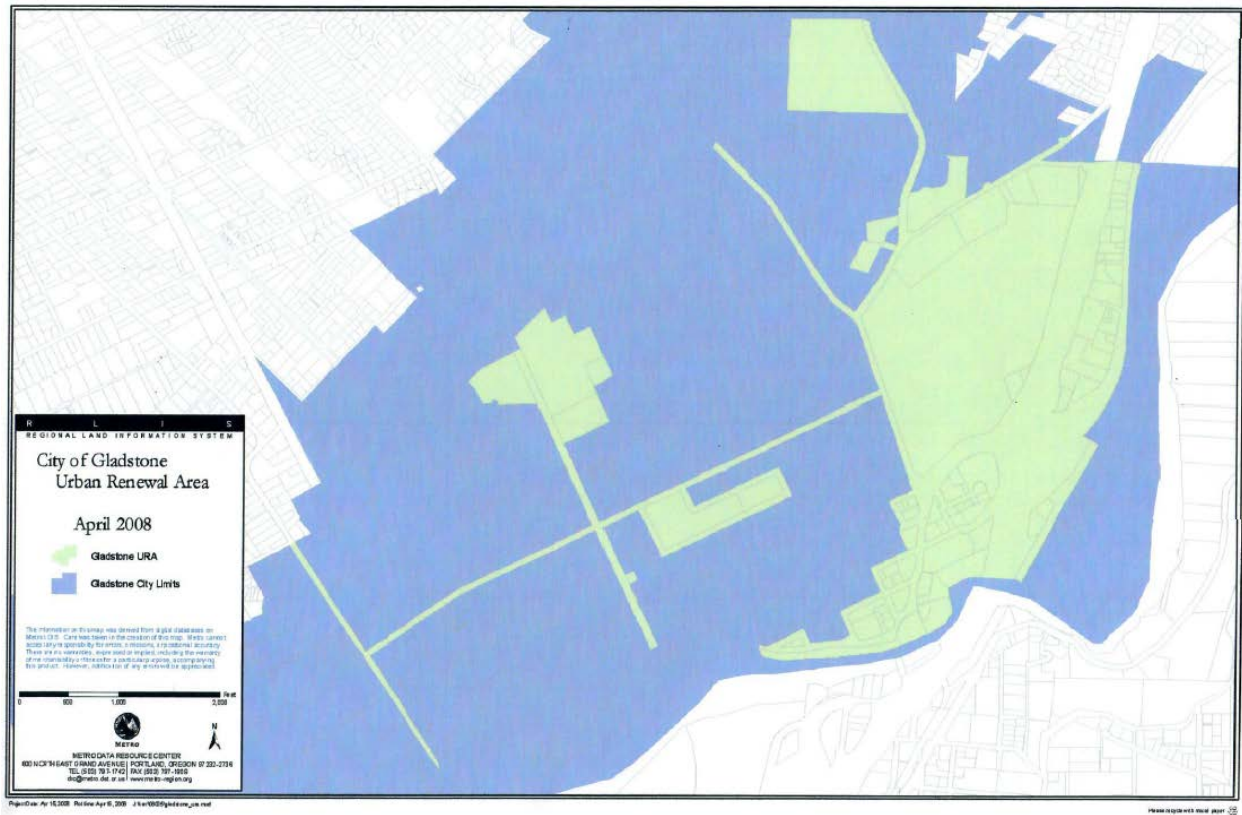
The City's 2014 Stormwater Master Plan identifies the need to replace stormwater pipes along Portland Avenue and in some upstream areas as the top priority project in the plan. If a

construction timeline has been established, any streetscape or transportation improvements to the street will need to be coordinated with this project.

## Urban Renewal

Urban Renewal may present an opportunity to fund investments in the area. An amendment to the City's Urban Renewal plan in 2008 added a section of Portland Avenue right of way and the Fire Station property on Portland Avenue to allow for improvements to the fire station and to Portland Avenue. The boundary of the urban renewal area, as of 2008, includes the right-of-way within Portland Avenue from Barclay Street to Berkeley Street, the Gloucester Street right of way in its entirety, Gladstone High School, the Fire Station property, John Wetten Elementary School, and Max Patterson Memorial Park, as well as other land further from the study area (see Figure 5). The status and availability of Urban Renewal funding may influence the implementation program developed for this plan.

Figure 5: Urban Renewal Area Boundary (as of 2008)



## Study Area Opportunities

An initial set of potential opportunities for the Study Area is offered below. The following should not be considered a complete list, but rather items to promote community conversation. These items will be discussed and refined through input from stakeholders and citizens as part of shaping the Downtown Revitalization Plan. Some of these are illustrated on Figure A-3 in Appendix A.

- Build from the Portland Avenue Streetscape Design concept, including exploring opportunities to redesign Portland Avenue to lessen traffic impacts; create space for bicycle facilities, stormwater, landscaping, and wider sidewalks; enhance street lighting; reconsider on-street parking configurations; and pursue selective utility undergrounding where feasible.
- Replace the Trolley Bridge to improve connections. Multiple plans identified restoration of Trolley Bridge near the terminus of Portland Avenue for multi-modal use as a key improvement that could connect the area to a regional trail network and growing areas to the south of the city. Given the bridge would now need to be built new, and potentially complicated by the location of the new water intake station, the feasibility of this investment will need to be carefully considered.
- Identify riverfront sites for improved access and convenient routes to Ames Park. Improve access to the river and to nearby and regional parks.
- Use signage or other elements to create gateways or district identification to demarcate downtown Gladstone as a distinct place and destination, as recommended in multiple prior plans, beginning with the 1979 Comprehensive Plan.
- Fill gaps in the sidewalk network connecting to Portland Avenue to improve pedestrian access from adjacent neighborhoods.
- Take advantage of excess right-of-way on Portland Avenue by encouraging active use of sidewalks. Support indoor/outdoor commercial spaces and seek business sites for “street seats” type programs (allowing use of the sidewalk for outdoor seating) and other outdoor activation.
- Plan for continued regional housing demand in the Portland Metro area and consider the potential for increasing opportunities for rental units and condo ownership in the corridor.
- Consider revisions to the zoning code to allow and encourage greater housing densities along Portland Avenue. A growing population of retirees, empty-nesters, and new families may create business and housing opportunities above and beyond what is currently offered.
- Plan for additional, modestly-scaled retail uses and commercial services serving the local market and surrounding county and Oregon City customers.
- Pursue site redevelopment with plazas, open spaces, natural features, and other gathering spots. Focus redevelopment opportunities within a concentrated few-block

stretch to create a critical-mass of business activity. Promote storefront improvements and reuse of parking lots as outdoor gathering spaces.

- Highlight the convenience of key civic uses including City Hall, fire department, and a future library. Ensure that future investments in public buildings enhance the street and make it more active and welcoming for pedestrians.
- Introduce natural features as part of public and private site development and stormwater runoff treatment. Encourage robust street tree and landscaping installations.
- Consider the potential to expand the Urban Renewal District to fund investments in the area and capture the value of private investment in properties along the corridor.

There is ample opportunity to revitalize the downtown core for residential, commercial, and civic uses alike and make Gladstone a more appealing destination for visitors and residents. With its collection of historic buildings, intact street grid, authentic and local businesses, and general friendliness to people on foot and bicycle, downtown Gladstone is poised for a community-driven renaissance that builds upon the city's unique history, development pattern, and location in the Willamette Valley. The Downtown Revitalization Plan will articulate the community's vision for this area and will provide concrete steps to making the vision a reality.



## ***Existing Conditions Report***

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### ***Appendices***

**Appendix A** *Opportunities and Constraints Maps*

**Appendix B** *Plan and Policy Summary Memorandum*

**Appendix C** *Code Audit Memorandum*

**Appendix D** *Opportunities and Constraints Analysis Memorandum*

**Appendix E** *Market Study Memorandum*



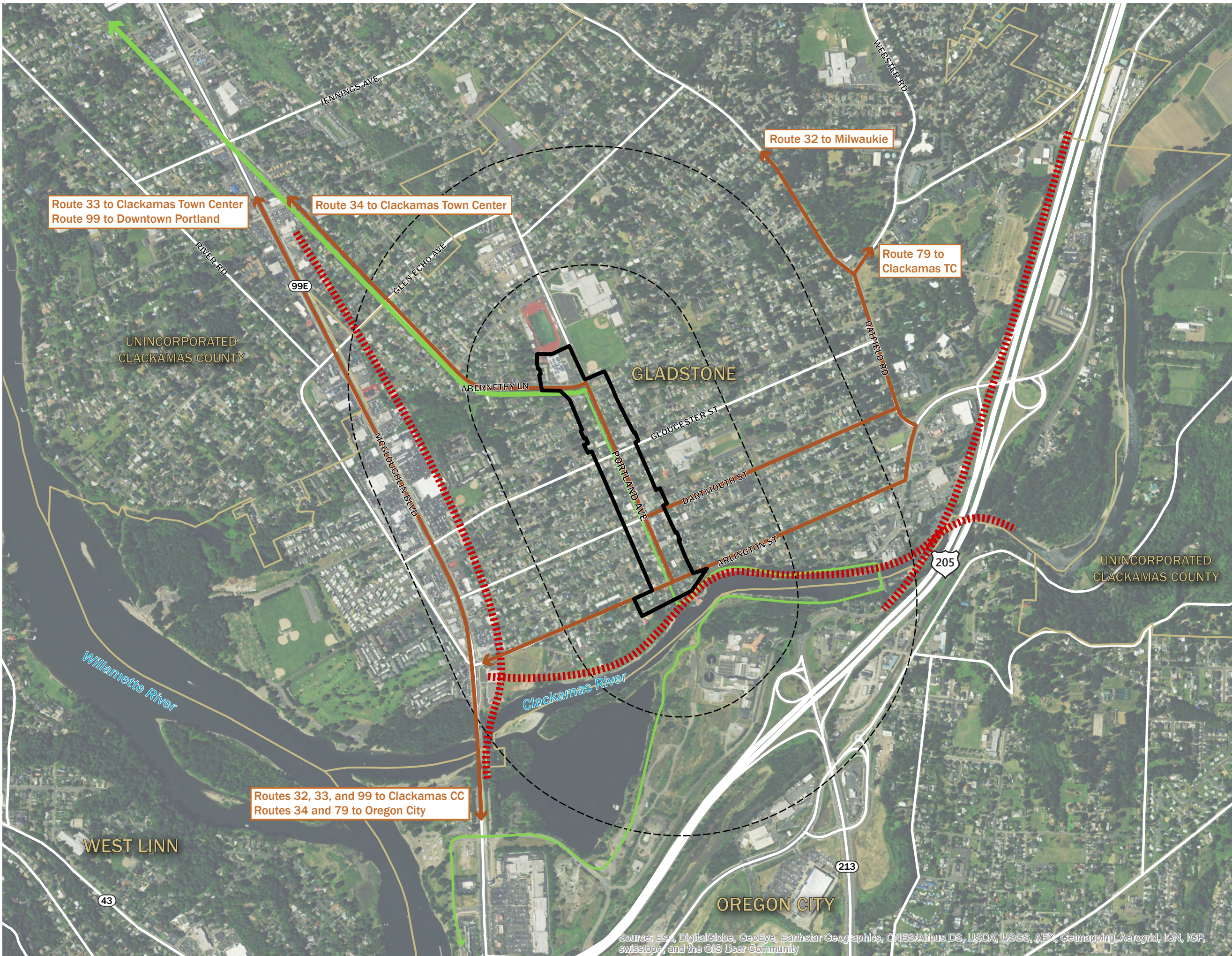
## ***Appendix A***







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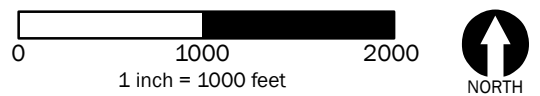
### ***Opportunities and Constraints Maps***



### Downtown Revitalization Plan CITY-WIDE AREA OPPORTUNITIES & CONSTRAINTS



-  Trolley Trail (and Other Trails)
-  TriMet Bus Route
-  Barrier/Edge
-  Study Area
-  1/4 and 1/2 Mile Buffer
-  City Boundary



Prepared By: SERA Architects  
 Date: 9/1/2016  
 Coordinate System: NAD 1983 HARN State Plane Oregon North FIPS 3601

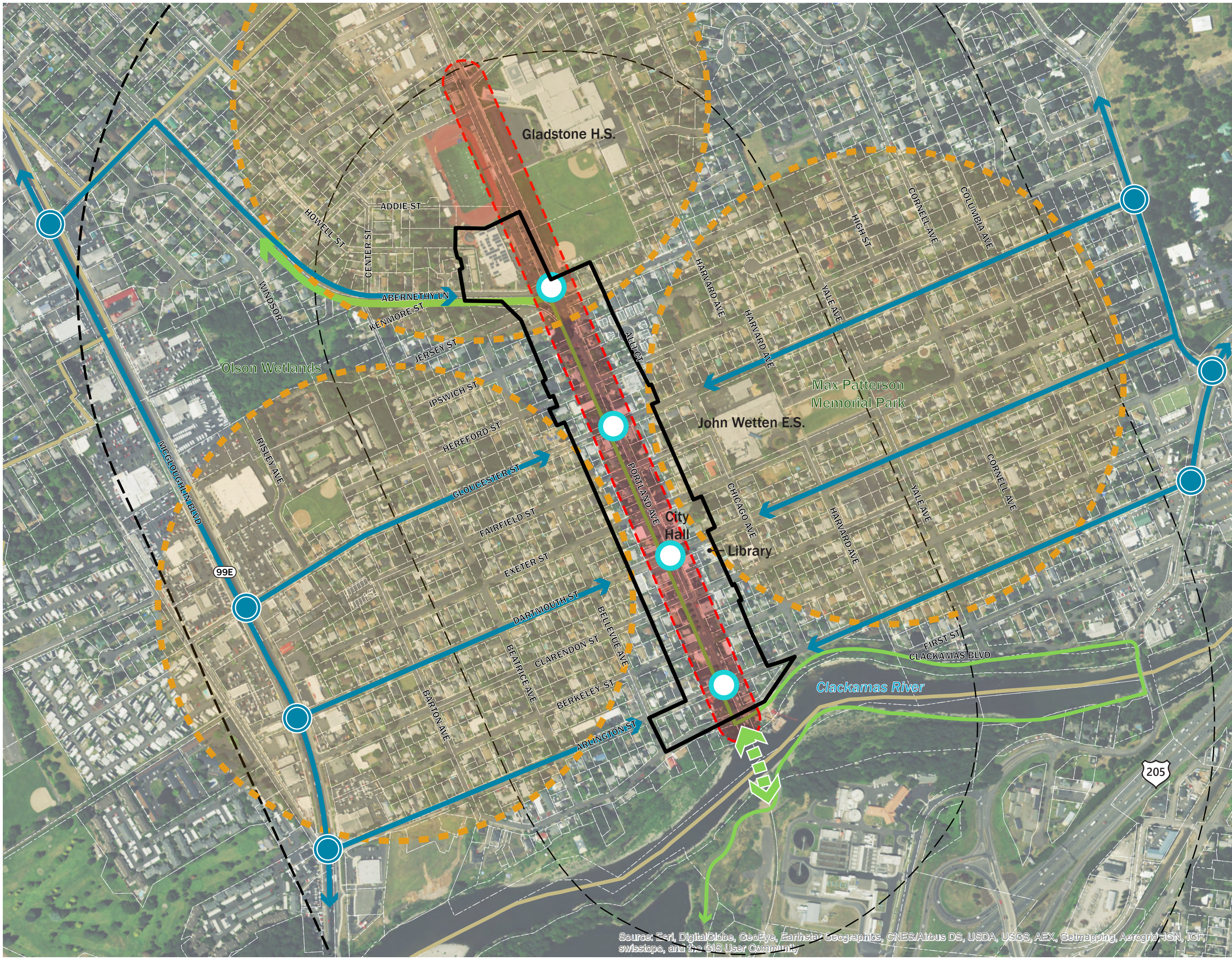
Disclaimer:  
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Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

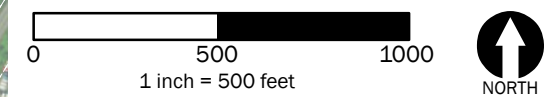




### Downtown Revitalization Plan NEIGHBORHOOD AREA OPPORTUNITIES & CONSTRAINTS



- Portland Ave Streetscape Improvement Potential
- Major Portland Ave Node
- Major Gateway to Portland Ave
- Adjacent Character Neighborhoods
- Major Vehicle Access
- Connection Potential
- Trolley Trail (and Other Trails)
- Study Area
- 1/4 and 1/2 Mile Buffer
- Property Parcel Line
- City Boundary



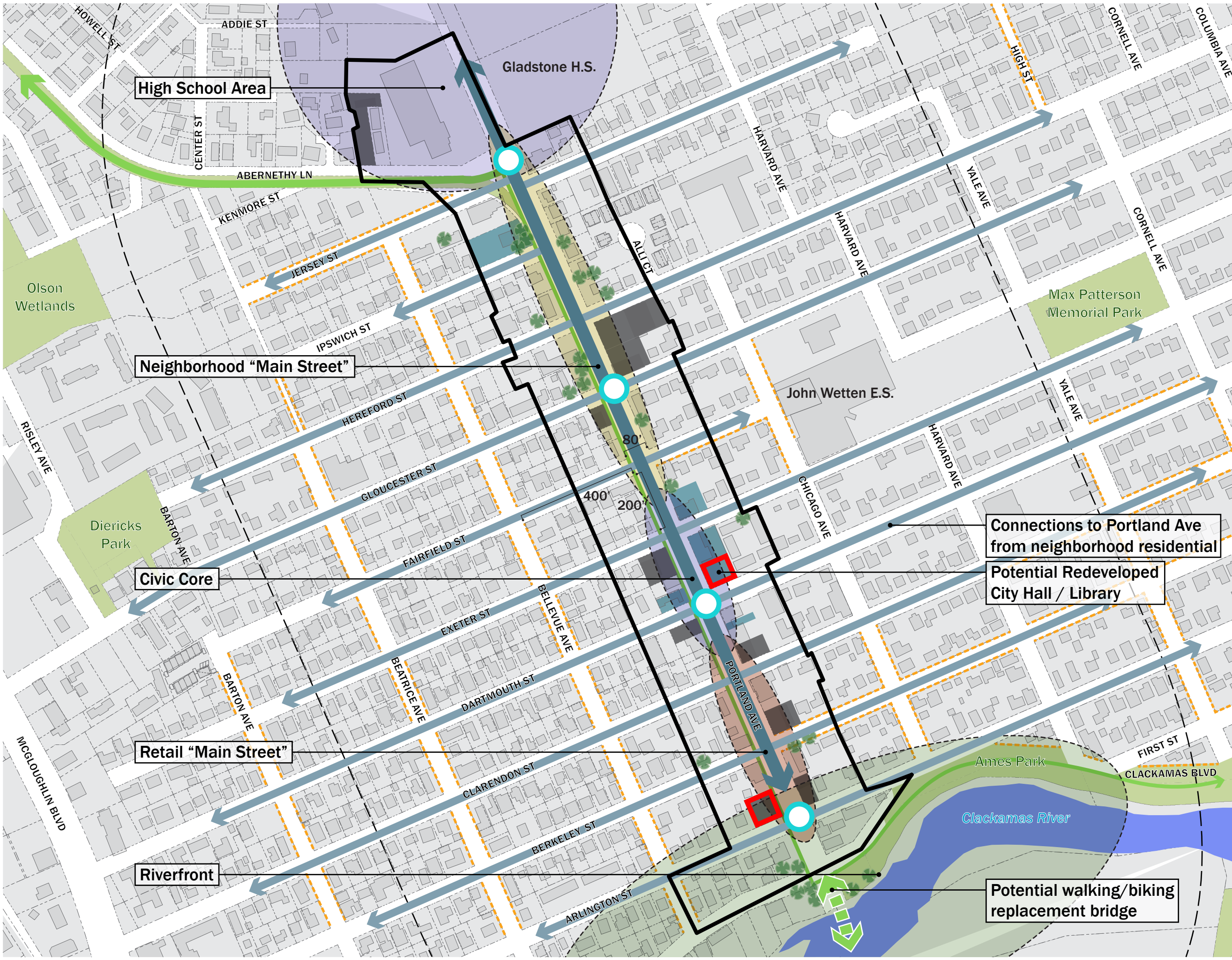
Prepared By: SERA Architects  
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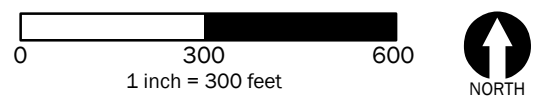
Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community



# Downtown Revitalization Plan STUDY AREA OPPORTUNITIES & CONSTRAINTS



- Opportunity Sites
- ↔ Connection Potential
- ➔ Trolley Trail (and Other Trails)
- ➔ Neighborhood Connections
- Civically Valuable Building or Site
- Underused Building, Site, or Parking
- 🌳 Significant Tree
- Missing/Incomplete Sidewalk
- Study Area
- 1/4 Mile Buffer
- Property Parcel Line



Prepared By: SERA Architects  
 Date: 9/1/2016  
 Coordinate System: NAD 1983 HARN State Plane Oregon North FIPS 3601  
 Disclaimer: This map is intended for informational purposes only. While this map represents the best data available at the time of publication, the City of Gladstone makes no claims, representations, or warranties as to its accuracy or completeness. Metadata available upon request.



## ***Appendix B***

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### ***Plans and Policy Summary Memorandum***

Date: September 9, 2016  
To: Project Management Team  
From: Angelo Planning Group  
cc:  
Re: Gladstone Downtown Revitalization Plan Plans and Policies Summary

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## Overview

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This document summarizes the findings and policy direction of a number of studies and plans related to Downtown Gladstone. The purpose of the document is to inform the strategies to be developed for the Gladstone Downtown Revitalization plan. The following documents are reviewed:

- Portland Avenue Streetscape Design (2008)
  - Portland Avenue Streetscape Design Technical Memo (2008)
  - Gladstone TGM Outreach Report (2008)
- Gladstone Downtown Retail Market Analysis (2007)
- Gladstone Downtown Parking Plan (2006)
- City of Gladstone Comprehensive Plan Goals, Objectives, Policies and Strategies (1979)
  - Goal 5/Natural Resource Amendments (2011)
- City of Gladstone Municipal Code (Title 17 Zoning and Development)
- City of Gladstone Transportation System Plan (1995)
- City of Gladstone Urban Renewal Plan (1988)
- City of Gladstone Stormwater Master Plan (2014)
- City of Gladstone Water System Master Plan (2014)
- Traffic Control Devices Review (2016)

Throughout the document, verbatim text is *italicized*, while summaries are in plain text.

## Portland Avenue Streetscape Design (2008)

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The Draft Preferred Conceptual Streetscape Design (“Streetscape Design”) illustrates a vision for a more pedestrian-oriented Portland Avenue in the downtown area. The design covers from Nelson Lane to the Clackamas River, spanning the entire study area for the Gladstone Downtown Revitalization plan.

Several features of the design apply to the entire corridor:

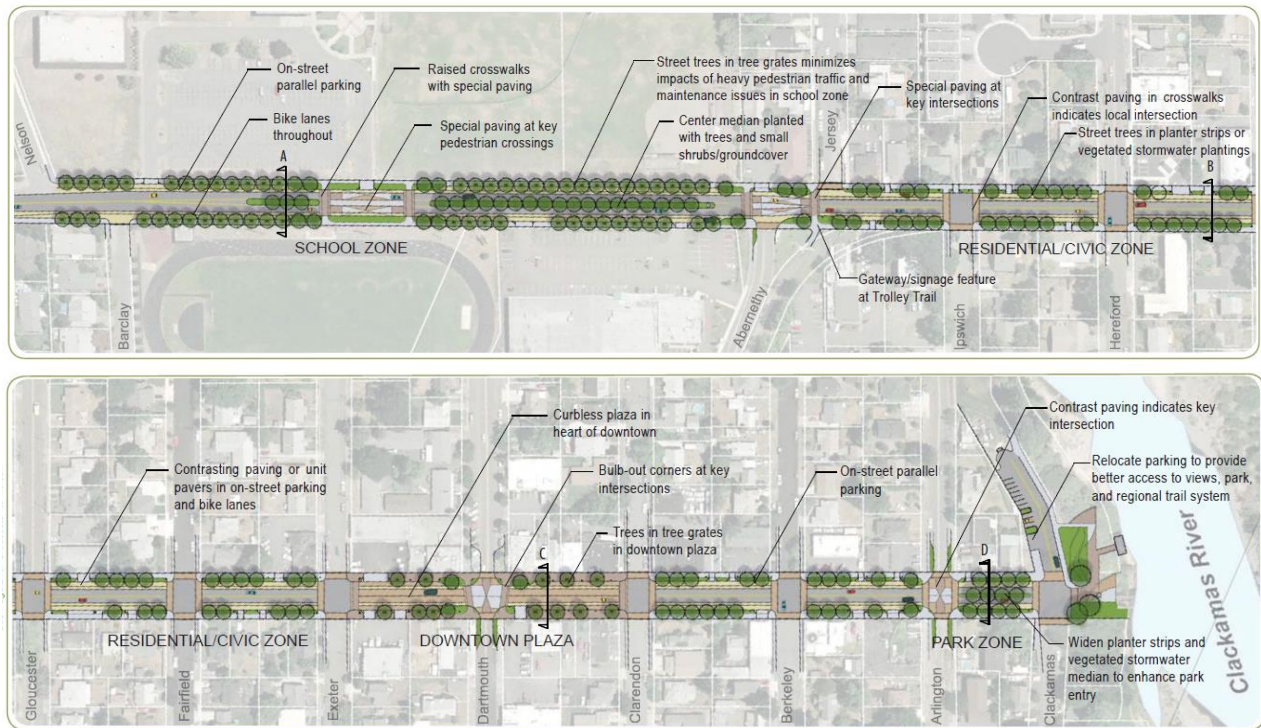
- Full reconstruction of the street, including removing buried rail tracks and undergrounding overhead utilities.
- Consistent pedestrian-scale lighting.
- 12’ travel lanes and 5’ bike lanes – with the flexibility to accommodate “current best practices” to narrow travel lanes and widen bike lanes.
- Contrast paving at all intersection crossings. Special paving, curb extensions, and raised crossings at key intersections: high school crossings, Abernethy, Dartmouth and Arlington.
- Gateway treatments at the Portland/Arlington intersection.
- Formalize bus stops along Portland Avenue.

The plan includes four distinct zones: school zone, residential/civic zone, downtown plaza, and park zone (Figure 1). The envisioned streetscape design is slightly different within each zone, reflecting a different land use context. Some of the design features meant to distinguish individual zones as special places include:

- In the school zone, a planted median and special treatment around the crossings creates a campus atmosphere.
- A special intersection treatment at the Portland Avenue/Abernethy Road intersection will enhance connections to the Trolley Trail and establish a gateway to Portland Avenue.
- A curbless plaza and special intersection treatment in the heart of the downtown retail zone will better delineate the retail and business center of the corridor.
- In the park zone, a planted median, stormwater planters, and relocation of parking is meant to create a parklike atmosphere with views of the river.

The streetscape design documents key planning concepts that define the vision for the future of downtown Gladstone. To date, none of the identified projects within the plan have been implemented. The Gladstone Downtown Revitalization Plan project will work within the overall context and concepts identified for the corridor and will develop an implementation program that includes transportation project prioritization, land use policy recommendations, and zoning code revisions. The strategies embodied in the Downtown Revitalization Plan will be rooted in the guiding vision established by the Streetscape Design.

**Figure 1. Streetscape Design Features**



Source: Portland Avenue Streetscape Design (2008)

### Portland Avenue Streetscape Design Technical Memorandum (2008)

The Portland Avenue Streetscape Design is supported by a technical memorandum that assesses existing conditions of the corridor, relevant planning and policy guidance, and historical context. Several documents reviewed for this 2008 document were also reviewed in this memorandum. To avoid redundancy, the following review focuses on the existing conditions assessment and opportunities and constraints analysis documented in the Streetscape Design memorandum.

#### Existing Conditions: Physical Characteristics

The memorandum provides a detailed review of the physical characteristics of the corridor. The following highlights may offer insights for the current planning process:

- All public utilities are located within Portland Avenue's right-of-way, but are not located in the center of the road due to a buried railroad line. The street has a wide right-of-way as a result of the space needed for this railroad line.
- All electric powerlines and most telephone lines run overhead on Portland Avenue, which creates visual clutter in the streetscape.
- Repeated maintenance and repaving of the roadway has resulted in steep cross slopes and drainage issues.

## Existing Conditions: Opportunities and Constraints

### Opportunities:

- *Access to the Clackamas River.*
- *Good urban “structure” including short blocks, easy to navigate street system, historic storefront buildings, relatively flat grade, and compact area. Walkable core.*
- *Mix of adjacent uses: schools, retail, civic, residential, and park/open space.*
- *Wide right-of-way provides variety of opportunities including wider sidewalks, street furnishings, wider planter medians, landscape median/boulevard treatment, parking areas, green street features, and curb bulb outs.*
- *Excellent accessibility to I-205 and McLoughlin Boulevard without direct negative impacts (traffic, noise, high speeds).*
- *Rich history.*
- *Diversity in user age groups: senior citizens, high school students, and daytime employees.*
- *Excellent transit accessibility.*
- *Access to the regional park, bike, and trail system.*
- *Strong sense of community.*
- *Access to Portland.*
- *High level of support and pride in local schools.*

### Constraints:

- *Buried railroad tracks in the center of Portland Avenue create significant financial burden for street improvements, steep street cross slopes, and poor street and sidewalk drainage.*
- *Location of underground utilities adjacent to sidewalks makes construction of green street features and extended sidewalks less feasible.*
- *Poor sidewalk, curb, and roadway conditions.*
- *ADA accessibility standards not met.*
- *Poor sidewalk and street drainage.*
- *No existing landmarks or gateways.*
- *No recognizable and unifying elements.*
- *No public gathering places for civic events.*
- *Pedestrian and bicycle crossing not delineated.*
- *No connection to the Clackamas River visible from downtown.*
- *Street, sidewalks, and buildings out of scale with one another.*
- *Overhead wires and poles dominate the streetscape.*
- *Lack of street lighting consistency.*
- *Lake Oswego Water Pump Station located at the significant intersection of Portland Avenue and the Clackamas River.*

Many of the opportunities and constraints outlined above are addressed through the Streetscape Design. However, others may not be addressed by that plan and may require implementation actions related to land use policy or code and economic development programming that can be addressed by the Downtown Revitalization Plan.

## Gladstone Transportation Growth Management (TGM) Outreach Report (2008)

In early 2008, the City of Gladstone received a grant through the Transportation Growth Management program to prepare initial planning concepts for a revitalization strategy for downtown Gladstone. Consulting firm Crandall-Arambula led this planning effort, which included a site visit, interviews, and a

public workshop. This process led to an urban design and land use concept that both shaped the Portland Avenue streetscape design and identified a series of key projects that would support revitalization of the downtown area. Key highlights from the analysis, recommendations and implementation steps are reviewed below.

### **Opportunities and Constraints**

The opportunities and constraints identified in the report are still relevant and informative. A few points presented below emphasize some of the earlier findings centered on the corridor and will be revisited in the Downtown Revitalization Plan planning process.

- Opportunities:
  - Cluster of civic services draw visitors to downtown.
  - Historic resource present in the Pow Wow tree (site of Native American goods trading).
  - High traffic volumes on McLoughlin Boulevard just a few blocks away.
- Constraints:
  - Isolation of the retail core - retail limited to a few blocks, on a low-volume street, and surrounded by residential development.
  - Commercial strip and shopping malls are difficult competition for downtown retailers.

### **Recommendations**

#### Guiding Principles

The report outlines a few guiding design principles that are appropriate to apply throughout the Portland Avenue corridor:

- Generous sidewalks with room for all furnishings and amenities
- Parallel, on-street parking
- Buildings that front the sidewalk
- Transparent and inviting facades
- Important sites for civic buildings and public spaces
- Preserved/restored historic buildings
- Consistent street grid with small blocks

#### Fundamental Concepts

The report proposes an urban design concept that breaks up the corridor into five areas with land use and streetscape recommendations (Figure 2). The streetscape recommendations in the TGM Outreach Report are reflected and further refined in the Streetscape Design (reviewed earlier in this document). Other concepts explored in the TGM Outreach Report that underlie the streetscape recommendations center on land use and economic development, as summarized here:

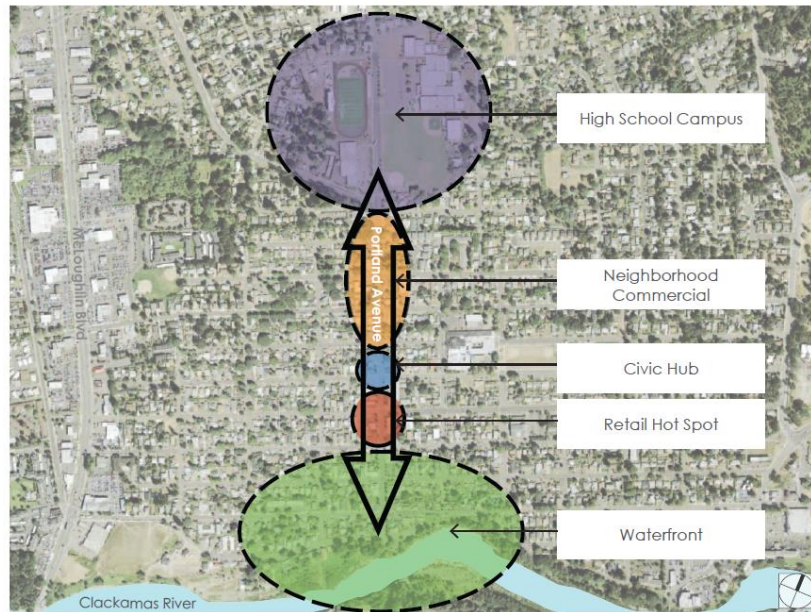
- *High School Campus Concept:* Tie together the multiple school facilities with a heavily landscaped street design, green infrastructure, and frequent crossings. Build on the LEED certified academic building by extending green design principles to other buildings.
- *Retail Hot Spot/Civic Zone:* Maintain a retail frontage from roughly Berkeley Street to just north of Dartmouth Street and require 70% transparency. Consider moving city hall across the street from current location and creating a strong retail anchor in its place. Move the library to NW



corner of Exceter and Portland Avenue to complete a civic hub centered at that intersection with relocated City Hall, fire station, and post office.

- *Neighborhood Commercial*: Encourage adaptive reuse of houses as commercial businesses. Require 50% transparency for new development. Do not permit new parking lots fronting the street. Minimize curb cuts.
- *Waterfront Park*: Rehabilitate the trolley bridge and expand existing Waterfront Park.

**Figure 2. Fundamental Urban Design Concept**



Source: Gladstone TGM Outreach Report (2008)

### Implementation Steps

The report concludes with a basic implementation program to move forward key elements of the urban design concept (Figure 3). The recommendations include establishing a Main Street program, finishing the Portland Avenue streetscape design, developing a retail strategy, preserving and expanding civic services in the area, expanding the waterfront park, partnering with the high school to ensure high-quality development, and using gateways and signs to improve downtown's visibility and branding.

**Figure 3. Implementation Steps from TGM Outreach Report**

Key Projects	Actions	Work Tasks	Implementation
National Trust Main Street Program	<i>Participate in the National Trust Main Street Program</i>	<ul style="list-style-type: none"> <li>▪ Utilize Main Street Program staff and capitalize on current community interest</li> <li>▪ Follow the program's four point approach to downtown revitalization: Organization, Promotion, Design &amp; Economic Restructuring</li> <li>▪ Form a Downtown Development Authority and Design Review Board</li> </ul>	<ul style="list-style-type: none"> <li>→ City</li> <li>→ Main Street Program Manager</li> </ul>
Portland Avenue Streetscape Design	<i>Work with streetscape consultant to refine streetscape alternatives for Portland Avenue</i>	<ul style="list-style-type: none"> <li>▪ Continue public involvement process</li> <li>▪ Refine alternatives and select preferred alternative</li> <li>▪ Prepare an implementation strategy and cost estimate for improvements</li> </ul>	<ul style="list-style-type: none"> <li>→ Consultant</li> </ul>
Retail Strategy	<i>Develop a retail strategy to strengthen existing retail and support retail expansion</i>	<ul style="list-style-type: none"> <li>▪ Develop a concept and implementation action plan to enhance retail on Portland Avenue</li> <li>▪ Develop and refine retail development design standards and public area requirements</li> </ul>	<ul style="list-style-type: none"> <li>→ Consultant</li> </ul>
Civic Services Area	<i>Refine proposed civic services area concept</i>	<ul style="list-style-type: none"> <li>▪ Keep civic services downtown</li> <li>▪ Investigate city purchase of site across from fire station for new city hall; investigate relocation of the library to site across from post office</li> <li>▪ Prepare conceptual cost estimates for the civic services area</li> </ul>	<ul style="list-style-type: none"> <li>→ City</li> <li>→ Consultant</li> </ul>
Waterfront Park	<i>Expand Waterfront Park and incorporate railroad bridge</i>	<ul style="list-style-type: none"> <li>▪ Prepare a design program for park expansion and river crossing using the historic railroad bridge</li> <li>▪ Develop park design concepts and conceptual cost estimates; include strategies to manage water quality and restore habitat along river's edge</li> </ul>	<ul style="list-style-type: none"> <li>→ City</li> <li>→ Consultant</li> </ul>
High School Campus	<i>Continue to partner/collaborate with the School District to expand the application of green building design principles</i>	<ul style="list-style-type: none"> <li>▪ Expand the application of green building design principles</li> </ul>	<ul style="list-style-type: none"> <li>→ School District</li> <li>→ City</li> </ul>
Gateways & Signs	<i>Direct visitors to downtown Gladstone; enhance the visual environment in the city</i>	<ul style="list-style-type: none"> <li>▪ Develop gateway signs and downtown branding alternatives</li> <li>▪ Develop a sign ordinance to regulate sign height and size</li> <li>▪ Enforce ordinance throughout the city</li> </ul>	<ul style="list-style-type: none"> <li>→ City</li> <li>→ Main Street Program Manager</li> </ul>

Source: Gladstone TGM Outreach Report (2008)

## Downtown Retail Market Analysis (2007)

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Marketek was retained by the City of Gladstone's Urban Renewal Agency to perform a retail market analysis ("Market Analysis") for downtown Gladstone. The objectives of this market analysis were to:

- *Create an accurate picture of Gladstone's retail and service industries, including opportunities and challenges for growth/development;*
- *Create a clear understanding of downtown Gladstone's market position and its competitive advantages and disadvantages;*
- *Analyze the retail market and potential market support for retail development in Gladstone and downtown in particular;*
- *Identify steps for redevelopment, marketing and business development;*
- *Motivate key stakeholders to take action on a results-oriented business development process.*

The Market Analysis highlights several insights into the retail market at the time it was developed that provide a snap shot of business conditions that may be a useful comparison for the market analysis performed as part of the Downtown Revitalization Plan:

- Retail rents range between \$10/square feet (SF) for older commercial space on McLoughlin to \$22/SF for newer, upgraded space.
- Downtown businesses reported that on Portland Avenue rents fall between \$15/SF and \$20/SF.
- The report identifies several competing retail areas that may still be relevant, including those listed below.<sup>1</sup>
  - McLoughlin Blvd. corridor
  - Oregon City Shopping Center
  - Clackamas Town Center
  - 82nd Ave/I-205 retail node
- The analysis defined the retail market area as a 10 minute drive from downtown Gladstone
- The analysis attempted to estimate the market potential for new commercial development in downtown Gladstone: *If downtown Gladstone sought to capture as little as 5% of the growth in retail, restaurant and service demand in the local retail market area over the next ten years, this would be the equivalent of 44,320 square feet. With a significant commitment to downtown redevelopment, a 10% capture might be a realistic expectation resulting in 88,640 square feet. In other words, a passive approach to economic revitalization would likely result in downtown achieving only a fraction of its estimated potential.*

<sup>1</sup> Note that Downtown Oregon City is not identified in the report, but has seen some success recently, and may be a new competitor. Attractors and business areas in Oregon City, including the Clackamette Cove and Willamette Falls Legacy Project, will factor into the analysis for the current market analysis performed for the Downtown Revitalization Plan.

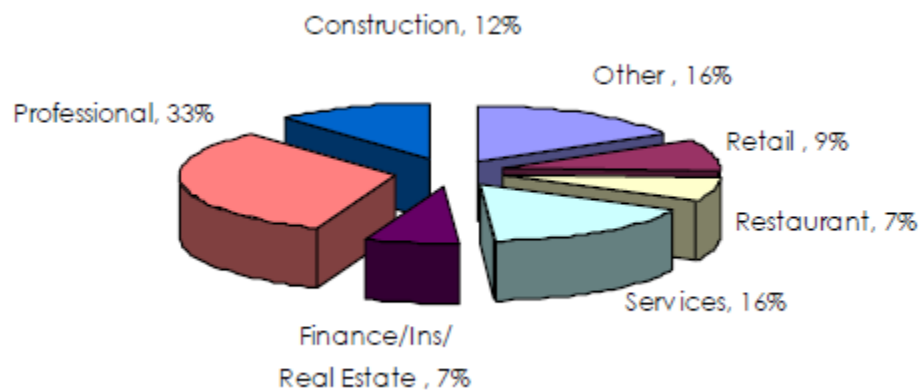
## Survey Findings

A few key themes emerged from a survey of shoppers conducted for the Market Analysis:

- Lack of awareness about downtown is a challenge
- Historic charm of downtown has potential
- Limited selection of goods and services and poor appearance are detractors
- Maintaining locally-owned businesses seen as important

A survey of business owners identified the retail mix of the district, confirming that the majority of businesses are professional offices (33%) (Figure 4).

**Figure 4. Business Mix**



Source: Downtown Gladstone Retail Market Analysis (2007)

## Assets, Challenges and Opportunities

The following assets, challenges and opportunities were identified that may be still relevant to this plan. The Downtown Revitalization Plan planning process will confirm and update these lists.

### Assets

- *Nearby community anchors generate high traffic to the Gladstone area: Gladstone High School, John Wetten Elementary Schools, DMV with 400-600 clients/day; 16 new car and 9 used car dealerships (>5,000 customers/weekend to the area), Latus Motors Harley-Davidson serving between 6,500 and 10,000 customers/month.*
- *Downtown Gladstone's physical character is a plus for creating a friendly, walkable, pedestrian-oriented business district: small and compact (approximately 6-8 blocks); short, level blocks; tree-lined streets; close to, but away from busy thoroughfare.*
- *Rich community history that culminates with a main street named Portland Avenue, the site of trolley line and unique, landmark Interurban Railroad (trolley) Bridge crossing Clackamas River.*
- *Accessible on all sides by established neighborhoods with single and multi-family residences with sidewalks and bike friendly streets.*

## Challenges

- Entrances to downtown not well marked for visitors; no gateways, or landmarks to indicate when you have 'arrived' in downtown Gladstone. The presence of downtown Gladstone is not signed on 99E or I-205.
- Existing mix of uses will not help spawn shopper/foot traffic. Majority of downtown businesses are professional and personal services, with approximately a dozen single family dwellings in the core. Existing restaurants/convenience store largely serve small, local customer base.
- Light industrial uses operate on Portland Avenue in prime retail space.
- Up-to-date inventory of available commercial building/sites for sale/lease is needed. Existing retail spaces are quite small, their size may be a challenge for some types of retail.
- A critical mass of retail/restaurant businesses (even as few as half dozen) is needed in the core downtown to generate shopper traffic, energy and continued interest in reinvestment.
- Limited commercial land available in the downtown core; small lot sizes, likely necessitating land assembly for project development.
- Downtown lacks a clear identity or branding position.

## Opportunities

- Successful downtown districts work to achieve mixed-use developments that include retail on the ground floor and housing or office above. Forty-nine percent (49%) of respondents to the shopper survey say they would consider living in downtown housing.
- Consistent aesthetic zoning standards for Portland Avenue redevelopment.
- With attention focused on downtown redevelopment, consider creating redevelopment design standards to reinforce Gladstone's small town, village character and encourage pedestrian-oriented street frontages and street activity within downtown Gladstone. An expanded definition of C-2 Community Commercial Zoning designation or a new zoning designation may be helpful to explicitly allow upper story residential and office in the mixed-use definition and to refine the allowed and conditional uses in the designation, limit setbacks and parking in the front, encourage a pedestrian orientation to new developments.

## **Recommendations**

The following recommendations of the report are particularly relevant to this current planning process.

- Based on existing contiguous structures and the few retail/restaurant uses downtown, the prime blocks to focus retail in the very near term are Portland Avenue from Dartmouth to Berkeley.
- Identifying one or more gateway areas off of McLoughlin to downtown is very important. This will necessitate well designed and placed signage and possibly other design treatments.
- The city may want to consider zoning and regulatory measures to encourage contiguous retail frontage and discourage office, auto, light industrial, and other users in the core downtown that do not contribute to an active street life. Some of the existing residential properties in the commercially zoned downtown area are well-suited for cottage commercial businesses. Downtown Redmond and Coburg are two communities that have successfully integrated quality residential structures into the business district. It is important to encourage pedestrian activity initially in a particularly node or core area, which should be considered in the context of existing business attractors such as Flying A and Happy Rock Coffee.

- *A critical strategy in support of retail vitality in downtown Gladstone is to encourage the addition of housing units. Although this is a long term effort, it should be considered an important part of redevelopment as housing will contribute to demand for additional shops, services and home oriented products and food facilities*
- *At present, downtown Gladstone's business base includes all of the uses noted above with a heavy office/service orientation and a very limited number of retailers/restaurants. In addition, downtown has light manufacturing operations which detract from the ability to create a viable shopping district. A critical goal over the next five years and longer will be to increase the number of retail businesses in the core downtown area and maintain ground floor space for retail businesses.*
- *To diversify its business base and attract and retain more shoppers, downtown Gladstone should focus on the following opportunities: restaurants and specialty retailers. Restaurants often lead revitalization of a business district as they can have a broad market appeal.*

## **Downtown Parking Plan (2006)**

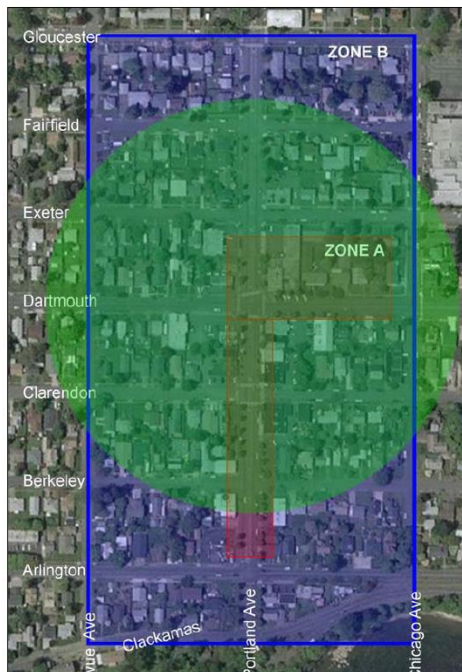
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In 2006, Oregon Downtown Development Association (ODDA) evaluated parking conditions along Portland Avenue in response to number of issues raised by local stakeholders, including:

- Concerns that parking supply is near capacity at peak times, and business is being lost as a result.
- Need for more reliable parking for users of civic services, including City Hall and the Library.
- Need to balance employee parking and customer parking.

### **Utilization Study**

A utilization study was conducted to assess parking supply and capacity. In general, on-street parking supply was found to be sufficient, with the exception of a few areas near the retail core and civic services. This area was termed Parking Zone A, and utilization was found to exceed 85% during peak hours (Figure 5).

**Figure 5. Parking Zones**

Source: Downtown Gladstone Parking Plan (2006)

### Implementation Recommendations

The plan calls for parking operations and strategies to be suited to the zone:

- Zone A includes the retail core and the civic services area. Parking in this zone will provide convenient access for customers and priority is given to short-term use. Employee parking will be controlled and directed to off-street lots.
- Zone B includes the wider residential and mixed-use areas outside the downtown core. Parking in this zone is intended to be supportive of residents, business activity, employees, and long-term shoppers. Parking will not be time-limited unless utilization grows over 85%.

The full implementation program of the plan is provided below, including policy-level actions and parking management strategies. The policy actions and short-term strategies likely do not affect the Downtown Revitalization Plan. However, some of the long-term recommendations included below may affect elements of the plan.

#### A. Policy Level Actions

- *Discuss and adopt “Guiding Principles” defining the priority purpose for parking in the downtown as a policy element of the parking code.*
- *Adopt the parking management zones in this report.*
- *Adopt “Operating Principles” and an implementation framework. Adopt the principles and framework as a policy element of the parking code.*
- *Adopt the Rule of 85% to facilitate and direct parking management strategies*

#### B. Parking Management Strategies

### *Short-term Implementation (0 – 12 months)*

- *Transition parking areas shown in Figure 3, to 4-hour restricted parking.*
- *Enhance existing parking inventory database to include turnover data.*
- *Review enforcement activities to assure that existing time zones are honored and system utilization/turnover is operating as intended.*
- *Establish policy guidelines to eliminate non-conforming zoning uses within the study area.*

### *Long-term Implementation (1+ years, only if future monitoring warrants)*

- *Negotiate shared-use agreements with owners of private parking lots to provide a dedicated and always available supply of parking per desired use(s).c inventories of on-street parking.*
- *Initiate informational (wayfinding and supporting materials) program throughout the study area during business hours.*
- *Explore adding parking supply through the option of re-striping existing public on-street parking to diagonal configuration along Portland Avenue.*
- *Develop off-site designated parking for employees working within the study area.*
- *Identify and lease/acquire strategically located land parcels for use as future public off-site parking locations, as demand indicates.*

## **Comprehensive Plan (1979)**

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The Comprehensive Plan establishes the land use designation for the Downtown Revitalization Plan study area and states a series of policy goals and implementation activities that affect the downtown area. The Comprehensive Plan land use designation, policy statements, and other relevant findings from the plan are reviewed below.

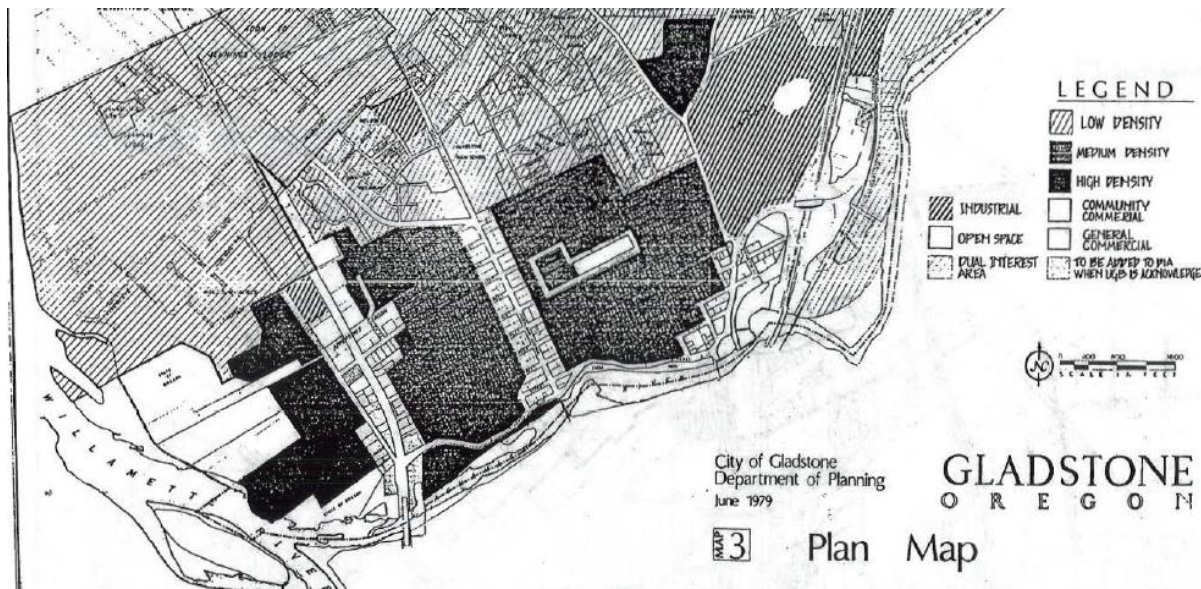
### **Land use designation**

Gladstone uses a two-map system of planning and zoning, so each tax lot has a Comprehensive Plan designation and a zoning district designation. The Comprehensive Plan designation for the lots adjacent to Portland Avenue in the study area is “Community Commercial” (Figure 6). The Comprehensive Plan does not provide a formal definition of Community Commercial. The designation is differentiated from General Commercial, which is centered primarily on McLoughlin Boulevard, a high-volume arterial. The plan calls for commercial development to be generally compatible other land uses, especially residential areas, and to manage transportation access appropriately. Given the residential neighborhoods adjacent to Portland Avenue, the Community Commercial designation is likely intended for smaller scale development that serves a local market.

The residential area surrounding Portland Avenue is designated “Medium Density Residential”, which is intended for single-family dwellings, duplexes, and small apartment buildings. The plan calls for higher density development to be located near intersections with arterial or collector streets, and single-family housing on local streets.



Figure 6. Comprehensive Plan Land Use Map



Source: Gladstone Comprehensive Plan (1979)

### Relevant findings and insights

The background information in the Comprehensive Plan provides several insights into long-standing opportunities and challenges for the Downtown and Portland Avenue area:

- There is a need for gateways to help demarcate the edge of downtown and make it a more distinct and visible district.
- The restoration of the trolley bridge connection across the Clackamas River was viewed as a key project to improve multi-modal connectivity, access and celebrate the history of the town.
- Portland Avenue was conceived as the heart of the community and its preservation and improvement was highly valued.
- The plan recognized that Portland Avenue would likely succeed by focusing on serving a local community market rather than a wider regional market.
- Higher residential densities were seen as critical to support transit and local retail in the area.
- Design and aesthetics were cited as a key concern that limited the attractiveness of the area.

### Relevant policy statements

The following policy statements from the Gladstone Comprehensive Plan are relevant to the Downtown Revitalization Plan.

#### Land Use

*Commercial development in Gladstone should reinforce existing commercial districts. Compatibility with other land uses should be ensured. Professional office and related activities should be encouraged in all commercial areas.*

*Certain classes of commercial land uses may not be compatible with a residential environment, particularly single family dwellings. Efficiency and convenience to users should be emphasized.*

*Ordinarily residential and commercial land uses are considered incompatible unless proper and careful design treatment is provided.*

### Housing

*Policy 1. Provide a choice of housing type, density and price range.*

- a. Low density: single family - up to 6 units per acre; two-family and multi-family - up to 12 units per acre*
- b. Medium density: single family - up to 8.5 units per acre; two-family and multi-family - up to 17 units per acre*

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

- a. High density: up to 40 units per acre*
- b. Examine the feasibility of mixed-use developments emphasizing high density housing.*
- c. Monitor state legislation which encourages new construction of multifamily housing in downtown areas*

*Policy 3. Promote the supply of adequate housing.*

- b. Explore the feasibility of offering density bonuses to developers who provide for federally subsidized low and moderate income housing units within developments.*

### Transportation

*Policy 3. Encourage and facilitate high-density residential development within walking distance (1/4 mile to ½ mile radius) from commercial districts in order to support future plans for rapid bus and/or light rail transit.*

- a. Revise Gladstone Zoning Ordinance to allow for high density residential development consistent with Policy 3 above.*

*Policy 7. Designate the following streets as indicated below and physically define their function. Minor Arterials: Portland Ave. (Arlington to Glen Echo).*

- d. Install "City Center" signs and directional arrow along Oatfield preceding its intersection with Gloucester*

### Economy

*New commercial developments in Oak Grove, the Oregon City Shopping Center, Lloyd Center, Washington Square and downtown Portland have drawn shoppers away from Gladstone. The impact is greatest on the downtown Portland Avenue area. The development of the proposed Clackamas Town Center is likely to draw more shoppers from this area. Therefore, Gladstone can serve best mainly as a community shopping area. Highway 99E is likely to continue to, in some respects, serve as a regional shopping area.*

*The Portland Avenue commercial area lacks adequate parking and large enough developable lots.*

*Policy 1. Encourage the strengthening of trade centers and a diversified employment base which assure land use compatibility, convenience and consistency with community and area-wide needs.*

- c. Pursue appropriate grants or funds to improve the Portland Traction Company Bridge (Portland Avenue) for pedestrian/bicycle traffic.*

*Policy 2. Promote the upgrading and preservation of existing commercial/industrial establishments and districts in order to enhance and maintain the city's aesthetic quality, image and overall environmental quality.*

- a. Explore means of encouraging area merchants to improve and maintain the exterior of their business establishments.*
- b. Establish the following points as main entrances into the city:
 
  - 1) North side of Highway 99E Bridge (both sides of roadway)*
  - 2) Intersection of Highway 99E and Meldrum Avenue*
  - 3) Oatfield Rd. at Hull Avenue**
- i. Pursue the feasibility of establishing a design review committee (DRC) for the Portland Avenue/Clackamas Blvd. Business District.*

*Policy 3. Promote the retention and development of the Portland Avenue Business District as the civic center and heart of the community.*

- a. Assist in the formation of a downtown businessmen's or merchant's organization to play a major role in downtown development and improvement.*
- b. Encourage the development of a downtown public open-space plan.*
- c. Explore the formation of a "public-private partnership" to assemble and develop parcels of land within the downtown business district.*

*Policy 4. Address the parking needs of commercial districts*

- a. Study the feasibility of forming a "Parking District" composed of the downtown commercial area (private, public or private-public) to finance the plan development and implementation of cluster/joint parking facilities.*
- b. Consider establishing parking limits within the downtown business district.*

#### Natural Resources

*Policy 3. The Willamette and Clackamas Rivers shall remain as the focal points of the area's open space network.*

*Policy 4. Encourage the provision of open space within new developments.*

- a. Encourage Planned Unit Development (PUD) which takes advantage of clustered housing with preservation of open space.*
- b. Develop site plan standards which ensure the preservation and enhancement of open space.*
- c. Research the feasibility of offering higher densities to developers willing to provide open space.*

### **Goal 5 Analysis and Open Space District Amendments (2011)**

In 2011, the Gladstone Comprehensive Plan was amended to allow "Utility Facilities" as a Conditional Use in Open Space Districts. Utility Facilities were already a Conditional Use in other natural

resource/habitat areas. This change required a Goal 5 Analysis, including an inventory and Economic, Social, Environmental and Energy (ESEE) analysis. The change was spurred by the need to expand a water intake facility on the Clackamas River, near the terminus of Portland Avenue, as part of the Lake Oswego/Tigard water system expansion. The project was completed in 2015.<sup>2</sup>

The code and design guidelines related to Utility Facilities in the Open Space zone may be relevant to this project, as future expansions of the river intake facility could potentially impact the surrounding parking or a future trolley bridge in the area. The park and trolley bridge are potentially important amenities for downtown Gladstone. Enhancement of the park could create another anchor destination in the area, and restoration of the trolley bridge could enhance multi-modal connectivity and access, especially to burgeoning redevelopment areas in Oregon City like Clackamette Cove, downtown Oregon City, and the Willamette Falls Project.

### City Municipal Code (Title 17 Zoning and Planning)

The study area is zoned C-2: Community Commercial. The C-2 zone allows a wide range of commercial, institutional or community services uses, including mixed-use development. Developments which face Portland Avenue must have ground floor windows and the primary entrance on Portland Avenue. Residential uses are require a conditional use approval, and are subject to the dimensional standards of the R-5: Residential zone, a primarily single-family zone. The key development standards of the C-2 zone are summarized in Table 1.

**Table 1. Summary of development standards, C-2 zone**

Standard	Commercial/Mixed Use	Single-Family Residential	Multi-Family Residential
<b>Minimum Lot Size</b>	N/A	5,000 square feet	2,500 square feet per unit
<b>Setbacks</b>	Front Minimum: None Front Maximum: 5' on Portland Avenue	Front: 20' Side: 5' Rear: 15'	Front: 20' Side: 5' Rear: 15'
<b>Building Height</b>	35'	35'	35'
<b>Ground Floor Windows</b>	50% of facade length, 25% of area	Not required, unless facing Portland Avenue	Not required, unless facing Portland Avenue
<b>Landscaping</b>	15% of lot area	15% of lot area	20% of lot area
<b>Off-Street Parking</b>	1 space per 44-244 square feet, depending on specific use	1 space	1.5 spaces per dwelling unit

<sup>2</sup> Source: Clackamas River Intake Pump Station, Lake Oswego-Tigard Water Partnership. Viewed on August 30: <http://lotigardwater.org/?p=river-intake-pump-station>

An assessment of these zoning standards can be found Appendix B, Code Audit [see 9/9/16 draft memorandum].

## Transportation System Plan (1995)

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Gladstone's Transportation System Plan (TSP) establishes citywide policies and identifies infrastructure investments needed to support a range of modes. The TSP was reviewed in the 2008 Streetscape Plan Technical Memorandum for policies, projects and existing conditions relevant to Portland Avenue and the downtown Gladstone area. Key findings in that review are summarized below, organized by TSP chapter.

### Street Plan Element

- Downtown Gladstone surrounding Portland Avenue is a largely developed area with very little remaining vacant land. It is unlikely that additional new street construction or expansion will be necessary.
- No projects identified in the TSP along Portland Avenue have been constructed.
- As of 1995, Portland Avenue was in fair physical and operating conditions (based on assessment of level of traffic volumes/congestion, street capacity, and traffic accidents).
- As of 1995, Portland Avenue ranked fourth for traffic accidents within the City of Gladstone. McLoughlin Boulevard ranked first, I-205 ranked second, and Oatfield Street ranked third. The highest number of accidents occurred at the intersection of Portland Avenue and Dartmouth Street.
- The Portland Avenue right-of-way is greater than that of most other streets in Gladstone. The street presently accommodates two travel lanes, a continuous left-turn lane, and parallel vehicle parking on both sides of the street. The right-of-way width is 80 feet, and the curb-to-curb width is 56 feet.

Portland Avenue is classified as a Minor Arterial. The TSP /Gladstone Street Functional Classification define Minor Arterials as follows:

- Right-of-way: 60-80 feet
- Pavement Width: minimum 42 feet
- Relatively high traffic and high speeds
- Connect major traffic generators to collector streets
- Facilitate through traffic and channel it around homogeneous land uses
- Discourage private driveway entrances and parking
- Provide channelization at major intersections

### Bikeway Plan Element and Pedestrian Plan Element

- Portland Avenue is the principal pedestrian corridor in the City.
- The Comprehensive Plan and TSP show bike lanes on Chicago Avenue rather than on Portland Avenue, essentially paralleling the downtown Gladstone area.
- In addition there is a multi-use trail in Cross Memorial Park, which leads northeast to the I-205 multi-use path and Clackamas County's Park Place bicycle-pedestrian bridge over the Clackamas River.

## Public Transit

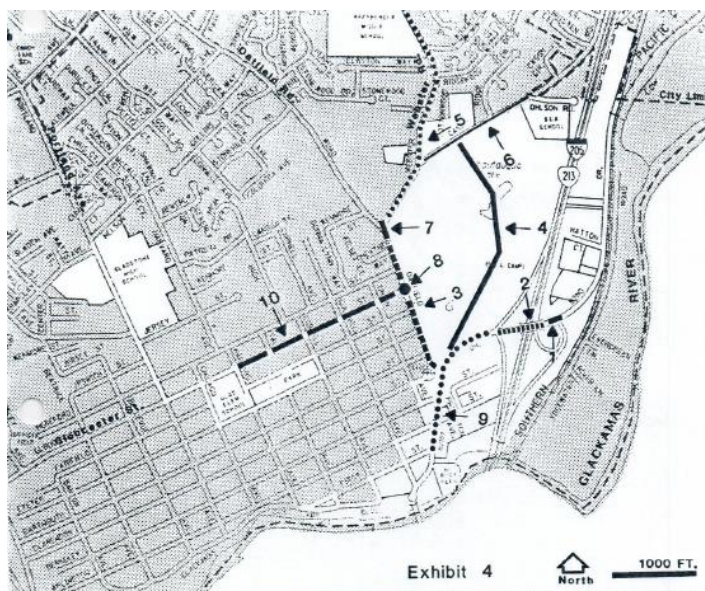
- As documented in the TSP, in 1995 Tri-Met had three bus lines that served the City. Two bus lines, Bus 32 and Bus 33, ran on and had stops along Portland Avenue.
- These lines connect Gladstone with Portland, Milwaukie, Oregon City, Clackamas Community College, and Clackamas Town Center.

## Portland Avenue Urban Renewal Plan (1988)

Urban Renewal is an economic development tool that uses tax-increment financing to fund infrastructure investments and other improvements within a defined area. Tax increment financing works by allowing local governments to direct the annual incremental growth in tax revenue within a district (the “increment”) to investments that will benefit the district. The goal is to spur investment and redevelopment in the district by making needed investments, using the higher property tax revenue that results from rising property values to fund the investments. Urban Renewal is a potential tool for funding infrastructure investments important to the revitalization of downtown Gladstone.

Gladstone’s original 1988 Urban Renewal plan is entirely focused on a large tract of land east of the study area—north of 82<sup>nd</sup> Dr. at the I-205 interchange—for which this urban renewal district helped to finance infrastructure (Figure 7). The plan does not establish any policy direction for downtown Gladstone. The only connection to the area is that it called for the reconstruction of Gloucester Street, an arterial that connects to Portland Avenue

**Figure 7. Urban Renewal Plan Street Improvements**

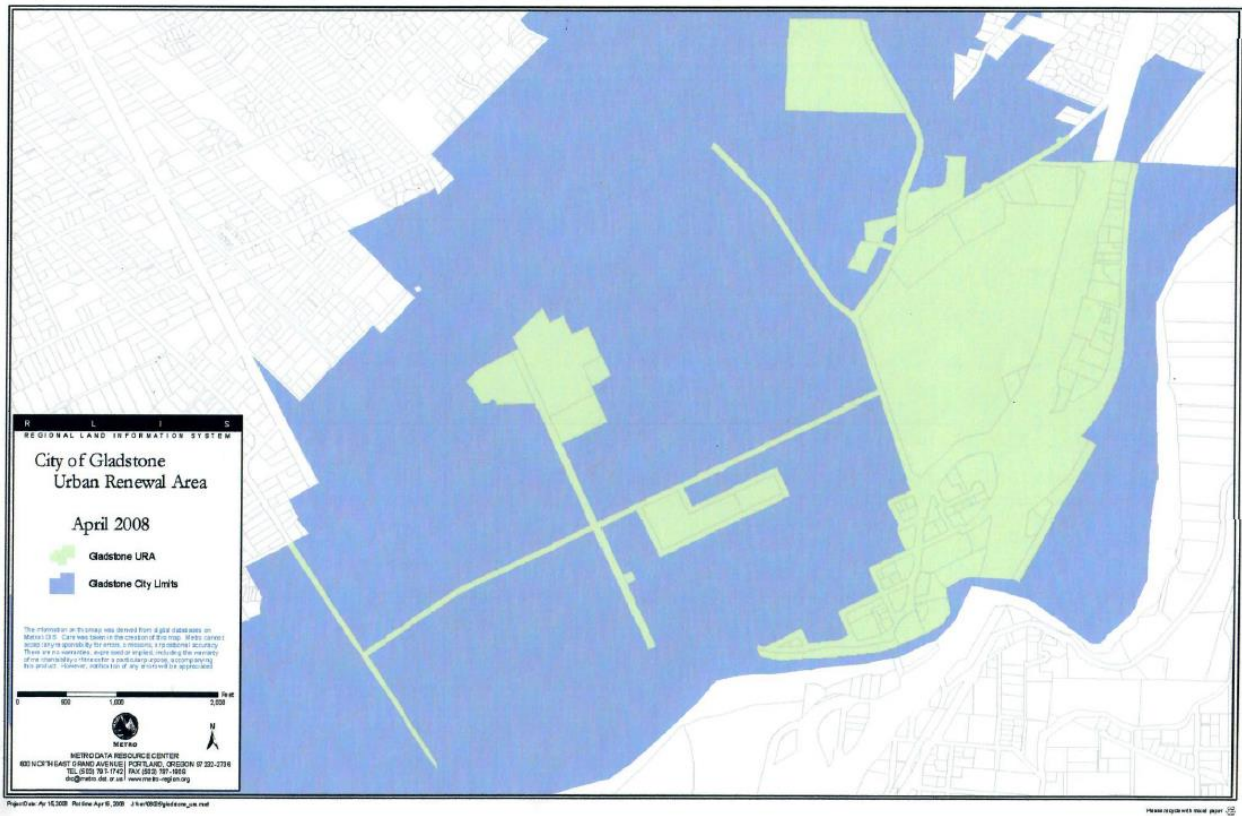


Source: Gladstone Urban Renewal Plan (1988)

An amendment to the plan (UR 31) added a section of Portland Avenue from Gloucester Street to Berkeley Street to allow for improvements to a fire station in the area and to Portland Avenue. The boundary of the urban renewal area, as of 2008, extends to cover the right-of-way within Portland

Avenue, land in and adjacent to Gladstone High School, John Wetten Elementary School, and Max Patterson Memorial Park (Figure 8).

**Figure 8. Urban Renewal Area Boundary**



Source: Gladstone Urban Renewal Plan Amendments (2008)

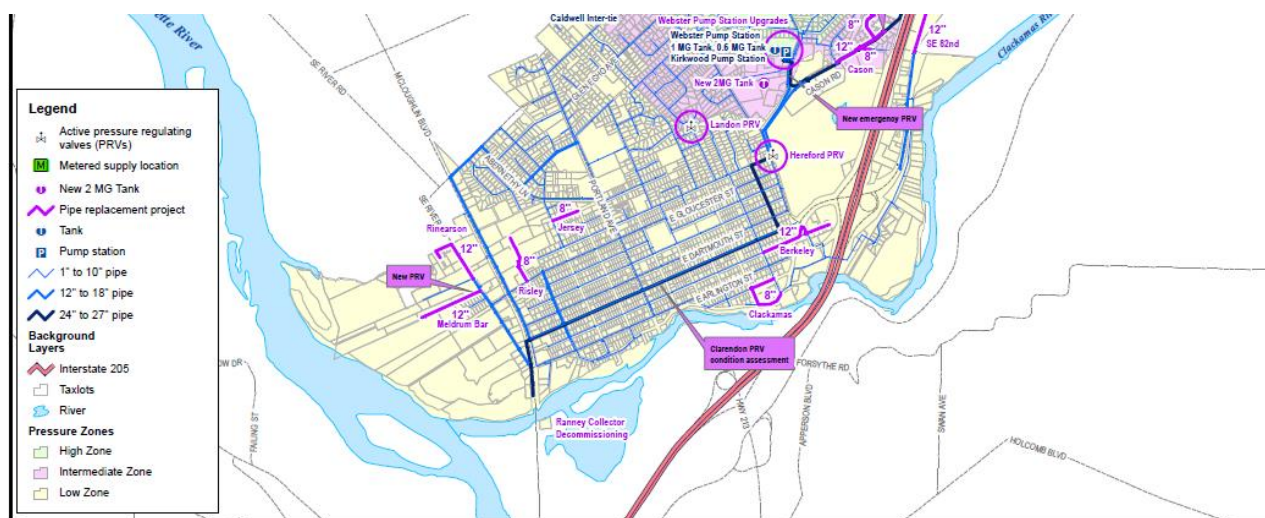




## Water System Master Plan (2014)

The Gladstone Water System Master Plan updated a 1980 water system plan and brought the city into compliance with state laws governing water system planning. The plan documents an inventory of the current system, identifies deficiencies, and priorities for proposed improvements. The plan found that supply is sufficient to serve the projected annual population growth rate of 0.3 percent between 2015 and 2035. Water infrastructure along Portland Avenue is not slated for replacement in this plan, but the plan calls for an assessment of the condition of a number of pressure-release valves on Claredon Street, which intersects Portland Avenue (Figure 10). Incentives and regulatory measures intended to facilitate growth and development in the corridor are expected outcomes of the current Downtown Revitalization Plan project. The need for expanded capacity on Portland Avenue and possible supply-related improvements may need to be revisited as part of the implementation strategy for the Plan.

**Figure 10. Water System Master Plan Map**



Source: Water System Master Plan (2014)

## Traffic Control Devices Program Review (2016)

In 2016, Bob Layton, Rob Burchfield, Ed Fischer, and Tom Lancaster conducted a general review of the City's traffic signing for conformance with the Manual on Uniform Traffic Control Devices (MUTCD). This peer review identified the following suggested signing and striping modifications for streets located within the study area.

- Several stop signs along the Portland Avenue corridor and cross streets may need to be cleaned/replaced/relocated in order to provide enhanced visibility and retroreflectivity.
- The Portland Avenue school zone signing adjacent to Gladstone High School needs to be changed to formally comply with the MUTCD and Chapter 7 of the ODOT Sign Policy.
- On-street parking signage and curb striping along Portland Avenue in front of the Post Office should be modified to better clarify the extent of the parking restrictions.



## ***Appendix C***

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### ***Code Audit Memorandum***

Date: September 9, 2016  
 To: Project Management Team  
 From: Angelo Planning Group  
 cc:  
 Re: Gladstone Downtown Revitalization Plan Code Audit

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## Purpose and Organization

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The purpose of this memo is to identify provisions in the Gladstone Municipal Code (Title 17 Planning and Zoning) that may present obstacles to development or could result in undesirable urban design outcomes. The audit, the results of which are provided below, included a complete evaluation of code provisions that regulate downtown development, including the downtown commercial zone, parking standards, review procedures and other supplementary development standards. This code audit will serve as the foundation for code amendments recommended in the implementation strategy by identifying areas of the code that need to be amended in order to fully implement the revitalization plan for downtown Gladstone.

The memo is organized into three sections. The first two sections present code provisions that could present obstacles to new development due to burdensome procedural requirements or development standards. The third section outlines a number of opportunities to elevate building or site design standards in order to foster high-quality, pedestrian-oriented development.

## Code Audit Highlights

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### Potential Obstacles to Development: Procedures and Process

- **Design review requirement.** Design review, which applies to all new commercial and multifamily development, expansions and major remodels for commercial and multifamily, and some change of use (e.g. if more parking is required), is subject to Planning Commission review and a public hearing (17.94.060(2)(c) and 17.80.021). The same is true for alterations and expansions of non-conforming uses (17.94.060(2)(b)). Having to go through a planning commission hearing creates delay, expense, and uncertainty for applicants, which can be obstacles to development.
- **Residential as conditional use.** Stand-alone residential in the C-2 zone is regulated through conditional use review (per 17.18.040(2)). The conditional use standards (17.70) are not necessarily designed to address how residential uses fit into a retail area (they are better at addressing potential impacts of non-residential uses on residential uses than the other way around). Assuming that a desired outcome of this planning effort is to encourage commercial uses adjacent to Portland Avenue, the City could consider setting standards about where ground-floor residential is allowed within the Portland Avenue corridor and/or standards limiting how much housing can occupy street frontage on Portland Avenue generally.

- **Definition of mixed use.** The definition of mixed use development does not include multiple uses on one lot that do not share a building (17.06.338). Since stand-alone housing is a conditional use, that means that horizontal mixed use where uses do not share a building may be subject to conditional use review. This may complicate permitting approval for horizontal mixed use development proposals, specifically those that incorporate single-family housing on a portion of an existing lot or consolidated lots.

### Potential Obstacles to Development: Development and Design Standards

- **Residential development standards.** Stand-alone residential in the C-2 zone is subject to some of the same standards as residential uses in the R-5 zone nearby, with a maximum density of about 17 units per acre (17.18.060(5)).<sup>1</sup> Some of the development standards may not make sense for a commercial zone, such as the minimum lot area (see point below), minimum setback requirements (20' front setback, 15' rear 17.12.050(2)) and 20% landscaping requirement (17.12.050(4)).
- **Minimum lot area for multi-family residential development.** For a multi-family dwelling, the required minimum lot area is two thousand five hundred (2,500) square feet per dwelling unit. This effectively precludes most multi-storied residential development along Portland Avenue, where lot sizes average between 5,000-10,000 square feet, thus allowing only 2-4 units per lot.
- **Height limit.** The height limit in C-2 is 35', with the option to add an extra story if sprinklers are provided (17.18.060(3)). For multi-family, the limit is 35', with no allowance for a 4<sup>th</sup> story with sprinklers (17.12.050(3)). The market may not be ready for 4 story buildings yet, but this could become an obstacle to multi-family development in the study area in the future. Further, density or height bonuses could be considered as an incentive for desired development outcomes, such as dedication of public space or affordable housing.
- **Landscaping standard.** All development has a minimum 15% landscaping standard where a higher standard is not specified elsewhere in the code (17.46.020(1)). That standard may be difficult for small sites along Portland Avenue to meet. The City should consider if a lower percentage is appropriate for a main street environment, or if it could be lowered if certain desirable elements to enhance the streetscape could be provided (e.g. street furniture).
- **Landscaping standard for alterations.** Additions and major remodels to non-conforming sites and non-conforming uses require additional landscaping if the sites do not meet landscaping standards (17.46.020(10)).<sup>2</sup> This could be an obstacle for redevelopment and investment in small, non-conforming sites where adding landscaping is not feasible.

<sup>1</sup> Note that in the R-5 Single Family Residential District "multi-family dwelling" is described as "three to eight unit complexes."

<sup>2</sup> Major remodels are defined "any work that substantially alters the exterior appearance of a structure or off-street parking area" (17.06.325). Additions of any size require new landscaping, but the amount of landscaping depends on the size of the addition (17.46.020(10)).

- **Parking lot landscaping standards.**
  - Parking lots adjacent to the street are required to provide a 10' landscaped strip, and a 5' landscaped strip is required on side lot lines next to parking (17.46.020(2)(b)). The City should explore if the same intent could be met with a narrower strip and the same or more intensive landscaping, a low wall, etc., easing regulatory barriers to redevelopment, especially for small sites.
  - Parking lot landscaping requirements, which require 10 square feet of landscaping per parking space for lots with 10 or more spaces (17.46.020(2)(a)), also make it harder to meet off-street parking requirements on a small site. The City may want to consider a higher threshold for the number of spaces or just an outright exemption for the Portland Avenue commercial area.
- **Off-street parking requirements.** Parking requirements are relatively typical of a small town / suburban community (17.48.030 Table 1). There are no special parking ratios for Portland Avenue; however, there are special standards that exempt a change of use and slight expansion (10%) in the C-2 zone from meeting parking standards (17.18.070(1)). Conversion of existing residences in the C-2 zone to certain office and service uses is also exempt from providing additional parking (17.18.070(2)). This helps with changing use of existing structures, but new development may still have difficulty meeting parking standards on small sites. The City may wish to reconsider the requirement that off-street parking be provided “at no charge,” as multi-family developers may be interested in charging for parking separately from rent or sales price (17.48.030(2)(a)).

### Opportunities to Improve Site and Building Design

- **Drive-through windows.** Drive through windows are allowed for any use allowed outright in the zone, including nearly all retail (17.18.050(1)). This type of use promotes vehicular use and creates conflicts for non-motorized uses and may not fit with the desired character for Portland Avenue.
- **Façade articulation.** The building siting and design standards (17.44.020 and 17.44.024) for non-residential use do not include requirements for façade variation or 3-D relief for non-residential development, other than a very broad and discretionary standard to consider designing structures to “provide visual order” and “avoid monotony in layout and design” (17.44.024(3)(b)). Based on the outcome of this planning process, the City may wish to establish more standards governing building design elements.
- **Buffering/screen requirement.** The buffering/and or screening requirement (17.44.020(3)(f)) is somewhat discretionary. Establishing more specific standards for how compatibility is to be achieved between dissimilar adjoining uses may be particularly useful for Portland Avenue, where commercial, civic, and residential uses are in close proximity.
- **Multi-family design standards**
  - **Façades:** Requirement to have a window, entry or balcony facing R-5 or R-7.2 zone may not be preferred by neighbors who may prefer privacy (17.44.022(1)). If an ultimate goal is to limit monotonous facades, the City may wish to consider a wider range of options for façade variation. Additionally, it is unclear if the standard requires two quantities of one of the

design elements per exterior wall (e.g. two windows) or two types of design elements (e.g. a window and a balcony).

- **Roof forms.** New multi-family buildings are required to have hipped, gambrel or gabled roofs (17.44.022(3)). Flat roofs can look attractive with appropriate architectural treatments, and may be appropriate in the study area, given potential concerns about compatibility (visually, peaked roofs look taller). The City may wish to reconsider allowing flat roofs given appropriate architectural treatment.
- **Glazing standard.** New nonresidential buildings constructed anywhere in the City must include windows for 50% of length and 25% of area on ground floors fronting a public street (17.44.024(1)(a)). Standards specific to development along Portland Avenue do not reference the minimum percentage requirements, and do not require a certain size or amount, but do clarify that all development must provide ground floor windows and that the window areas must allow views into working areas or lobbies, pedestrian entrances, or display areas (17.18.050(5)(a)). The City should consider clarifying that residential uses are exempt from Portland Avenue window requirements and may wish to consider a higher standard of fenestration for new commercial and office development along Portland Avenue.
- **Bicycle parking.** Bicycle parking is only required for new multifamily, commercial and industrial development; it is not required for remodels, expansions, or change of use (17.48.050). The City may want to consider requiring bicycle parking for expansions, change of use, etc. – especially where additional vehicular parking would be required – in order to encourage cycling. This could be reduced from the standard required of new development, or the options for meeting the requirement could be expanded, such as providing for bicycle parking in the right of way where the sidewalk is wide enough.
- **Off-street vehicular parking requirements.** Depending on the outcomes of this planning process, the City may wish to require less off-street parking along Portland Avenue, especially considering the current availability of transit (17.48.030 Table 1). Where on-street parking is allowed, the City currently allows on-street parking to count towards fulfilling up to one-quarter of the off-street parking requirements 17.48.030(1)(f). This percentage could be raised, or the limit eliminated along Portland Avenue. Additionally, what can be counted for on-street spaces could include on-street parking spaces that do not directly abut the property.
- **Maximum setback.** There is a 5' maximum front setback along Portland Avenue frontages (17.18.060(1)); however, the code does not appear to specify how much of the building or site has to meet the maximum setback. Clarification on how to meet this standard – especially if the standard is less than 100% of the building frontage - may allow for more innovative urban design or greater viability for hard-to-develop sites.
- **Solar orientation standards.** The building siting and design standards include standards focused on solar orientation (17.44.020(1)(a) and (2)(a)), which may not be practical for development along Portland Avenue, which runs largely north-south. Buildings on that street should be oriented to the street, not to the south in order to capture solar/energy-efficiency benefits. The City may want to consider a specific exception for commercial corridors, or just for the C-2 zone along Portland Avenue.

- **Non-conforming developments.** Other than the standards for landscaping mentioned above, there is no requirement for non-conforming development to bring the site into compliance with the current code; only areas that are altered or expanded must meet current standards (17.76.020(1)). This makes expansions and remodels easier on the property owner, but also means that there is little chance of properties with existing non-conforming development will be brought into compliance without major redevelopment. The City may wish to revisit the triggers for code compliance for non-conforming developments in the context of desired outcomes for Portland Avenue.
- **Location of primary entrance.** Primary entrances are required to face Portland Avenue, but not required to be adjacent to the sidewalk. It would be possible to have the entrance set back from the street, but still facing Portland Avenue (as in an L-shaped building). Further, it is unclear if the code requires the entrance of every retail/commercial tenant to face the street, or just one entrance per building. The City may wish to clarify standards to ensure that entrances are placed so that they are easily, safely, and directly accessed by pedestrians.



## ***Appendix D***

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### ***Opportunities and Constraints Analysis Memorandum***





**Date** 8 September 2016 *Last revised 10/4/16*  
**Project Name** Gladstone Downtown Revitalization Project  
**Project Number** 1601020

**To** Brendan Buckley (Johnson Economics); Darci Rudzinski (Angelo Planning Group)

**Email** [bwb@johnsoneconomics.com](mailto:bwb@johnsoneconomics.com); [drudzinski@angeloplanning.com](mailto:drudzinski@angeloplanning.com)

**Subject** Task 2.5: Opportunities and Constrains Analysis Memorandum

**From** Ben Weber ([benw@seradesign.com](mailto:benw@seradesign.com)) and Martin Glastra van Loon ([marting@seradesign.com](mailto:marting@seradesign.com)), SERA

**cc** Matt Hughart, Kittelson Associates  
 Darci Rudzinski, Andrew Parish, Angelo Planning Group  
 Matthew Arnold and John Lyons, SERA

**Remarks** This memo summarizes preliminary urban design and redevelopment potential opportunities and constraints for the Gladstone Downtown Study Area centered on Portland Avenue.

### Portland Avenue Study Area Context

The core of Portland Avenue, between the Clackamas River to the south and Abernethy Lane to the north, runs approximately half a mile through the small “main street” district of Gladstone. Portland Avenue was on the route of the historic trolley line linking Portland from the north to Oregon City in the south and the street supported a concentration of businesses and civic activity in Gladstone during the trolley era.

Since the closure of the trolley in the 1958 (and the cessation of freight service on the same route in the 1960s) and the establishment of Highway 99E (McLoughlin Blvd) approximately ¼ mile west of Portland Avenue in the early 1970s, most through traffic has diverted away from Portland Avenue, as has most new and national chain commercial development. While Portland Avenue is home to Gladstone City Hall and the Library as well as a handful of local businesses and retailers (including a coffee shop, several bars and restaurants, professional offices, and services), McLoughlin Blvd has become the automobile-dominated commercial corridor through the area. McLoughlin is a state highway - with five lanes, high traffic volumes, and high speeds - that provides access to numerous car dealerships, drive-thru dining, big-box stores, and other typical strip-commercial uses.

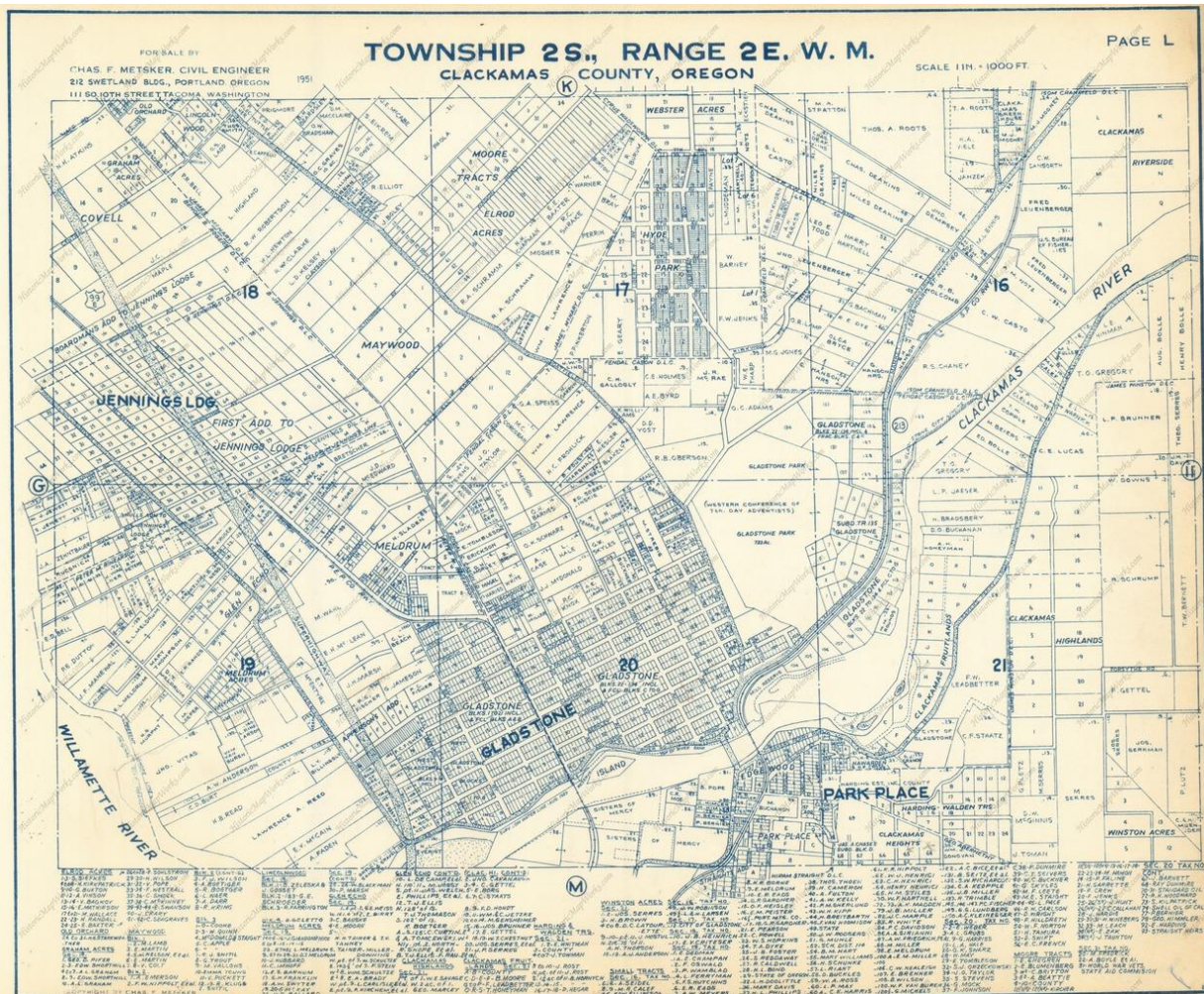
### Geographic Opportunity

Gladstone’s location at the confluence of the Clackamas and Willamette Rivers made it a naturally desirable location for settlement due to proximity to waterway shipping and waterfalls for powering mills. Likewise were the benefits of proximity and access (vastly improved in 1893 with the opening of the trolley) to both Oregon City, the original state capital, and Portland, the region’s economic hub. Prior to first settlement by European immigrants in the 1840s, the river confluence area was home to indigenous peoples, particularly as a fishing community. As early as the 1850’s, small timber mills and fur trading posts were established along the Willamette River, but they were frequently flooded out. In the late 1800’s, especially with the trolley opening, the core of Gladstone refocused on the area around present-day Portland Avenue.

Today, this context for Gladstone is both an advantage and disadvantage. Highway 99E provides nearby vehicle and transit access while not interfering with the neighborhood feel of central Gladstone, but has also

sapped away commercial and civic energy from Portland Avenue. Likewise, Interstate 205 to the east and south provides vehicle connections to the region, but also bypasses the Gladstone core. As a result, the Portland Avenue “Main Street” mostly serves the approximately 12,000 local Gladstone residents and workers, while remaining somewhat enigmatic to the surrounding region.

Nonetheless, there is ample opportunity to revitalize the downtown core for residential, commercial, and civic uses alike and make Gladstone a more appealing destination for visitors and residents, via the expanding Trolley Trail and other connections. With its collection of historic buildings, intact street grid, authentic and local businesses, and general friendliness to people on foot and bicycle, downtown Gladstone is poised for a community-driven renaissance that builds upon the city’s unique history, development pattern, and location in the Willamette Valley.



1 The original land plat of Gladstone from the late 1800s is well-preserved, as shown in this 1951 survey, with a tight street grid around downtown surrounded by larger lots and farmland, much of which has since been subdivided into additional housing. (historicmapworks.com)

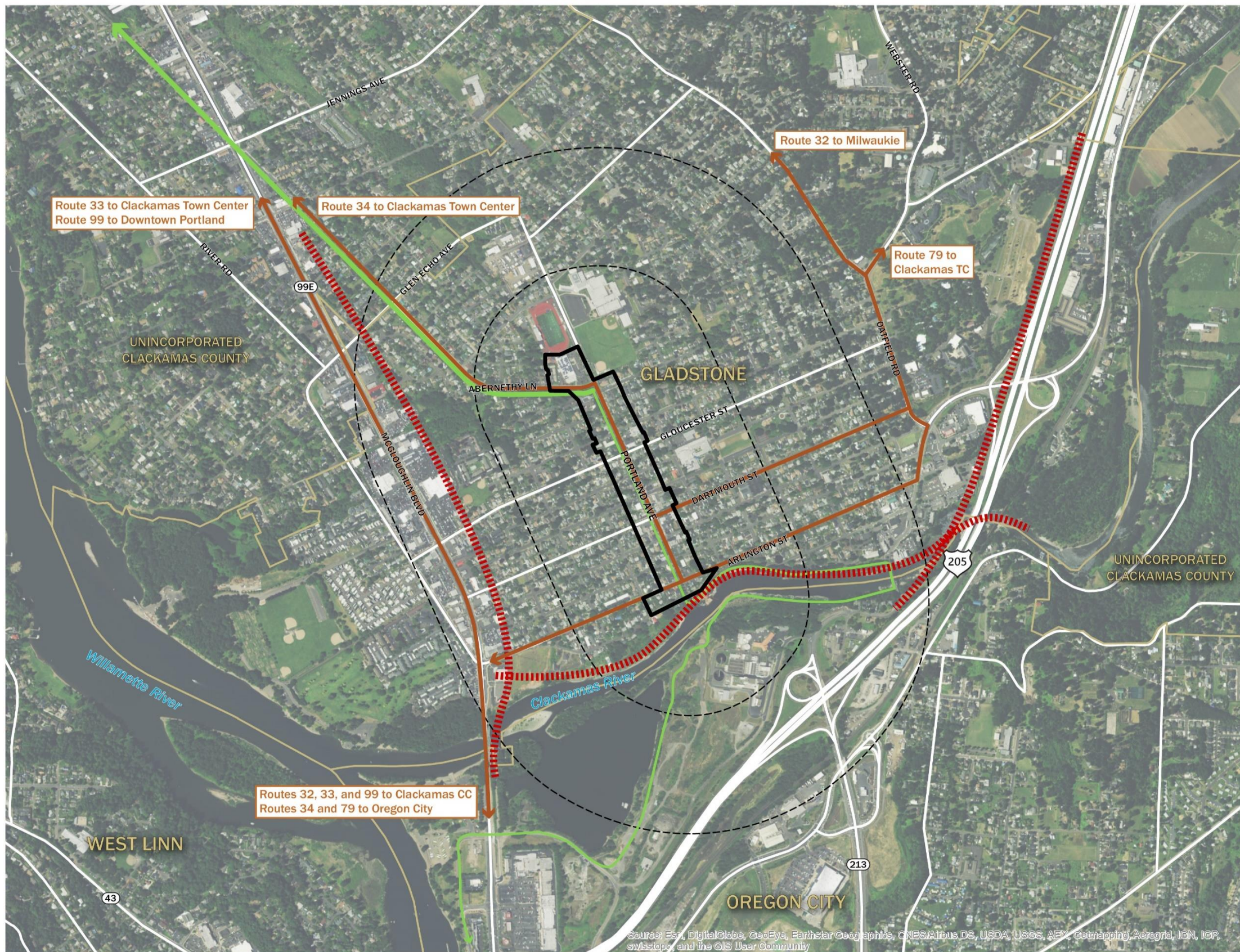
**Opportunities and Constraints Analysis Overview**

The tables, maps, and images on the following pages identify thematic opportunities and constraints; opportunities and constraints at city-wide, neighborhood area, and study area scales; existing opportunity locations and comments; and example imagery from other areas that have experienced revitalization of a Main Street area. **Opportunities and constraints to (re)development, public investment, and other improvements will evolve throughout the course of the project, as various factors (including financial feasibility, site availability, and traffic/street impacts) are further discovered and evaluated.** All photos and graphics sourced from SERA Architects unless otherwise noted.

**THEMATIC CONSTRAINTS AND OPPORTUNITIES INVENTORY TABLE**

<b>TOPIC</b>	<b>EXISTING CONSTRAINTS</b>	<b>POTENTIAL OPPORTUNITIES</b>
Street Width and Operations	At around 56' curb-to-curb and 80' right-of-way, Portland Avenue is larger than necessary to accommodate moderate volumes of traffic and transit buses. These widths detract from the walking environment and encourage high speed vehicular traffic.	Explore road- and land-diet opportunities to lessen traffic impacts and create space for bicycle facilities, stormwater, and wider sidewalks.
Clackamas River Access	Very limited access and views of Clackamas River, especially with recent collapse of former trolley bridge. Lake Oswego Pump Station occupies a key access site.	Replace bridge to improve connections. Identify riverfront sites for improved access and convenient routes to Ames Park
Regional Highway Proximity	Highways create barriers around the city and cause most travelers to entirely bypass downtown Gladstone.	I-205 and 99E provide access within ¼ mile without direct negative impacts of highway traffic.
Schools Civic Destinations	Incomplete sidewalk network and high speed streets create access hazards to civic destinations such as schools, the library, Center for Children and Families, Senior Center, City Hall, etc.	Providing a complete network of sidewalks will improve pedestrian access to civic uses for all.
Sidewalks	Walking is sometimes made difficult by an incomplete network of sidewalks with narrow widths and poor ADA compliance.	Improve, widen, and build out the sidewalk network. Seek business sites for street seats and other outdoor activation.
Demographic Base	Portland Avenue businesses rely on a limited, local customer base, mostly consisting of nearby residents and local workers.	A growing population of retirees, empty-nesters, and new families may create business and housing opportunities above and beyond what is currently offered.
Character	Portland Avenue is an over-dimensioned street that prioritizes vehicular traffic and allows for travel speeds higher than desirable to support vibrant business, civic, and residential uses.	Reconsider Portland Avenue as a downtown "main street" that serves the needs of local users first and prioritizes walking, biking, and transit. Gladstone residents, employees, and business owners may be amenable to mixed-use residential and business development.
Wayfinding and Sense of Place	There are no major landmarks in downtown area. Major natural features, including the Clackamas River, are concealed and difficult to access. No sense of arrival or enticement to downtown Gladstone.	Improve access to the River and develop a strong downtown character identity through public, private, and open space provisions.

<b>TOPIC</b>	<b>EXISTING CONSTRAINTS</b>	<b>POTENTIAL OPPORTUNITIES</b>
Streetscape	Buried trolley tracks and pole-mounted utilities limit options for street improvements and sidewalk widening.	Pursue selective utility undergrounding and street reconstruction options. Narrow the curb-to-curb, widen sidewalks, plant landscape features, install stormwater facilities, improve pedestrian crossings, and reconsider on-street parking configurations
Sense of Safety	Lack of nighttime activity and poor street lighting make downtown unwelcoming to residents, employees, and visitors alike.	Support indoor/outdoor commercial spaces and perhaps residential along Portland Avenue to encourage more active hours. Install regular street lighting.
Region	Regional parks and trail connections are incomplete.	Improve access to regional parks and complete the connections of the Trolley Trail between Milwaukie, Gladstone, and Oregon City.
Public Spaces	Downtown lacks noteworthy public spaces such as a townsquare or commons, relying instead upon street closure for the annual Community Festival (which in itself is not a bad thing).	Pursue site redevelopment with plazas, open spaces, natural features, and other gathering spots. Take advantage of excess right-of-way on Portland Avenue by encouraging active use of sidewalks.
Barriers	Gladstone is surrounded on the west, south, and east by highways and a difficult-to-access river. This creates a level of isolation that limits business access to a broader market.	Gladstone retains a strong grid of streets, good connectivity, walkability, and a collection of historic commercial and residential buildings. Connecting this grid across surrounding barriers in key locations might increase accessibility to businesses in the core.
Business Environment	McLoughling Blvd strip commercial draws away most regional customers. Portland avenue supports only a handful of restaurants and service/professional businesses that don't naturally encourage walk-by traffic. The existing inventory of commercial buildings is small and may not provide the square footage or features needed by contemporary businesses.	Focus redevelopment opportunities within a concentrated few-block stretch to create a critical-mass of business activity. Promote storefront improvements and reuse of parking lots as outdoor gathering spaces. Highlight the convenience of key civic uses including City Hall, fire department, and a future library.
Exposure to Nature	There are several parks nearby but the downtown area itself lacks any open space areas, water features, or significant stretches of major tree-lined streets.	Introduce natural features as part of public and private site development and stormwater runoff treatment. Encourage robust street tree and landscaping installations.



**Downtown Revitalization Plan  
CITY-WIDE AREA  
OPPORTUNITIES & CONSTRAINTS**

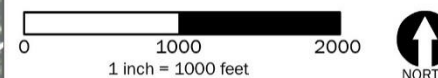
**OPPORTUNITIES**

- Gladstone Portland Ave well-positioned as a distinct neighborhood “main street” between Milwaukie and Oregon City
- Well-connected regionally by TriMet bus and Trolley Trail
- Two scenic riverfronts

**CONSTRAINTS**

- **Barriers:** Gladstone is significantly constrained by Highway 99E to the west, Clackamas River to the south, and I-205 to the east

- Trolley Trail (and Other Trails)
- TriMet Bus Route
- Barrier/Edge
- Study Area
- 1/4 and 1/2 Mile Buffer
- City Boundary



Prepared By: SERA Architects Date: 9/2/2016

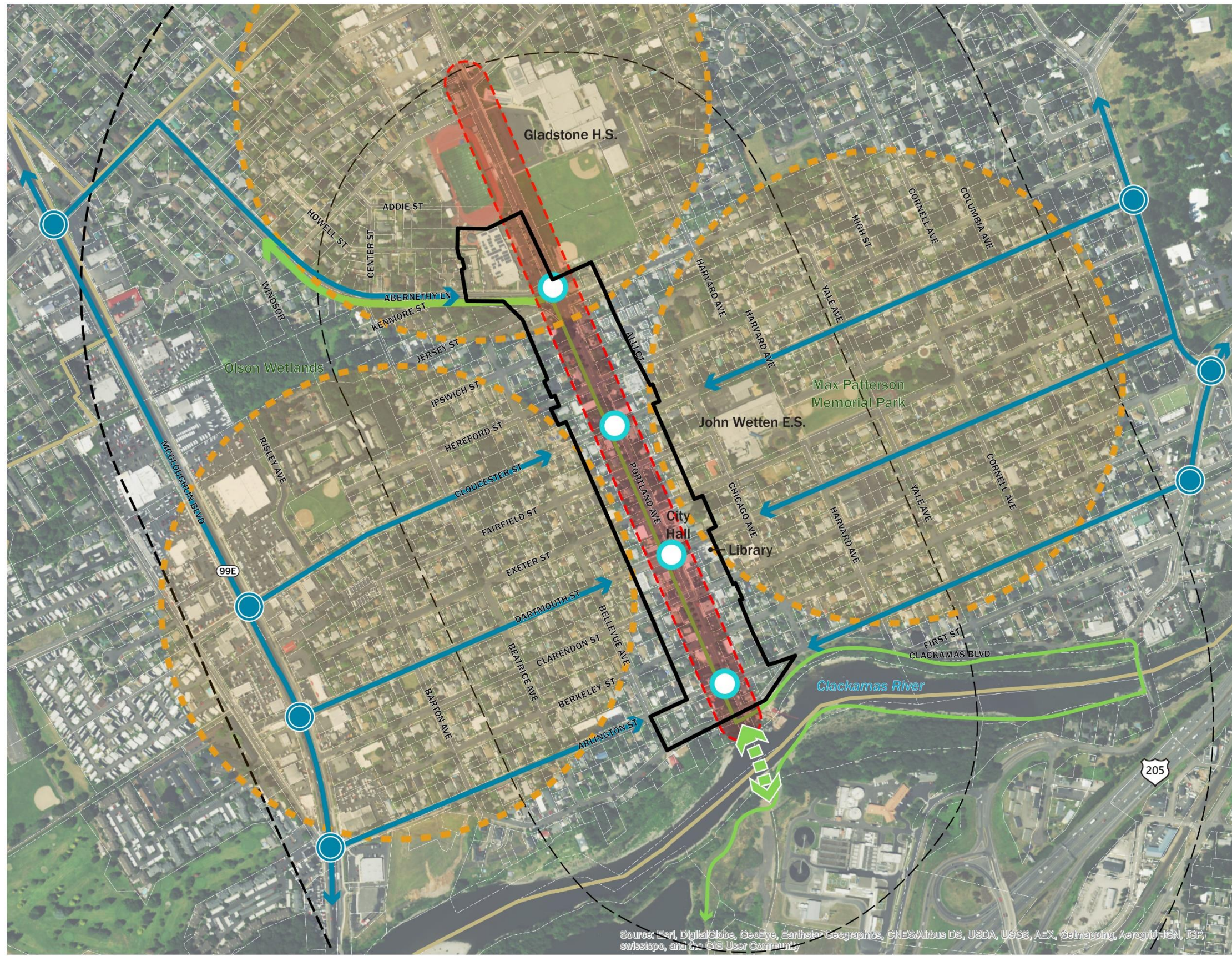
Coordinate System: NAD 1983 HARN State Plane Oregon North FIPS 3601

Disclaimer: This map is intended for informational purposes only. While this map represents the best data available at the time of publication, the City of Gladstone makes no claims, representations, or warranties as to its accuracy or completeness. Metadata available upon request.

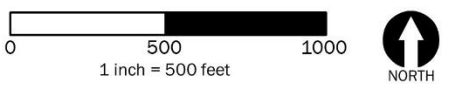


**Downtown Revitalization Plan  
NEIGHBORHOOD AREA  
OPPORTUNITIES & CONSTRAINTS**

- OPPORTUNITIES**
- Improve Portland Avenue as the vital connection between the River and High School
  - Low traffic volumes allow for Portland Avenue to be traffic calmed and improved with wider sidewalks, landscaping, narrower lanes, and bicycle facilities
  - Largely intact street grid with strong east-west connections to adjoining neighborhoods provides a baseline condition for walkability
- CONSTRAINTS**
- McLoughlin creates a major barrier to the west of downtown
  - Insufficient regional traffic to support new major retail



- Portland Ave Streetscape Improvement Potential
- Major Portland Ave Node
- Major Gateway to Portland Ave
- Adjacent Character Neighborhoods
- Major Vehicle Access
- Connection Potential
- Trolley Trail (and Other Trails)
- Study Area
- 1/4 and 1/2 Mile Buffer
- Property Parcel Line
- City Boundary



Prepared By: SERA Architects Date: 9/2/2016  
 Coordinate System: NAD 1983 HARN State Plane Oregon North FIPS 3601  
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Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, ICF, swisstopo, and the GIS User Community



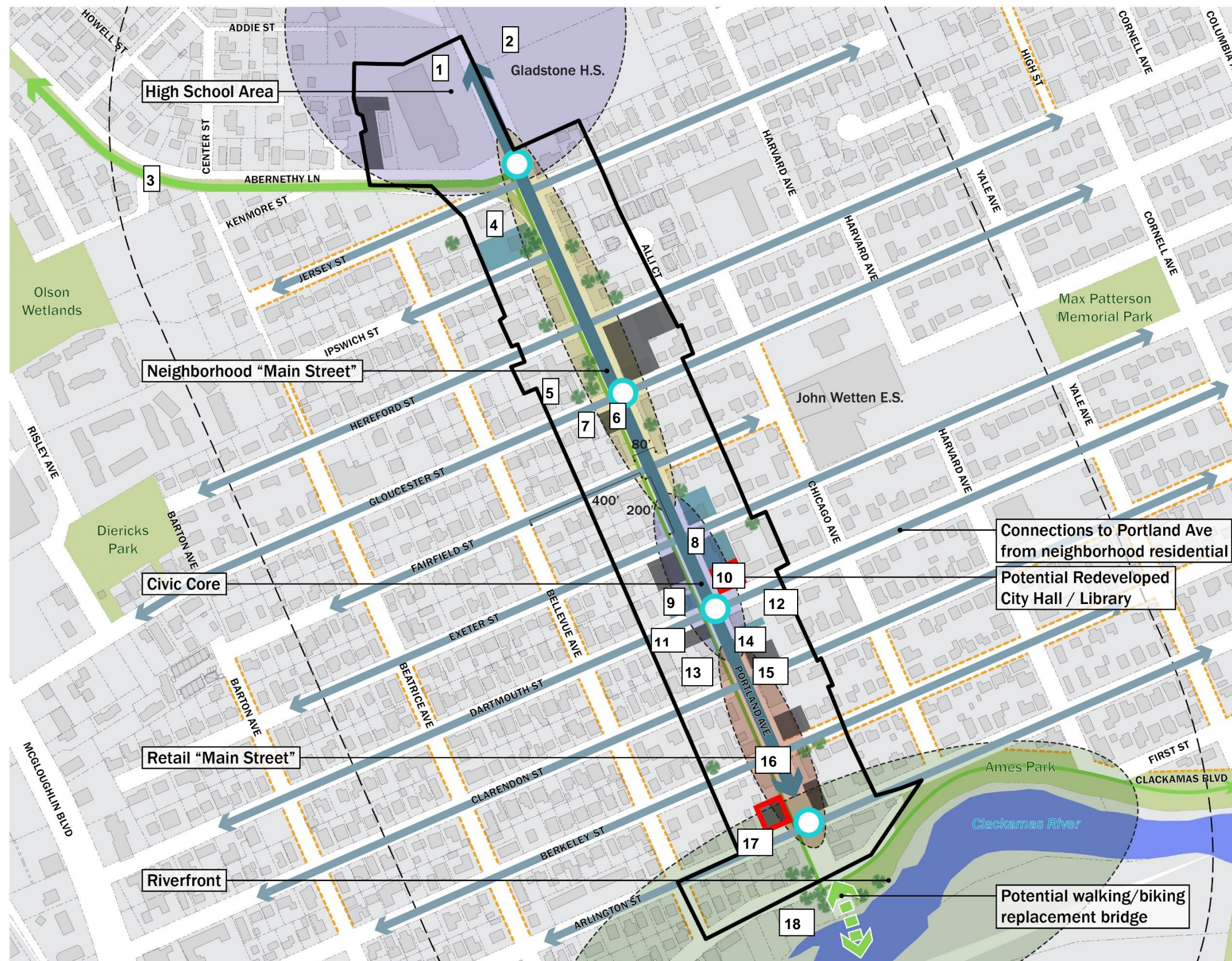
**Downtown Revitalization Plan  
STUDY AREA  
OPPORTUNITIES & CONSTRAINTS**

**OPPORTUNITIES**

- Define distinct School, Neighborhood, Civic, Retail, and Riverfront districts
- Prioritize several key opportunity sites near the Gloucester, Dartmouth, and Arlington intersections
- Improve walking, biking, and transit access on
- Improve walking and biking routes to adjacent residential neighborhoods and schools

**CONSTRAINTS**

- Limited access to river for views and recreation
- Trolley Trail terminates at north end of study area
- Half-mile length of Portland Ave study area exceeds distance most people are willing to walk



- Opportunity Sites
- Connection Potential
- Trolley Trail (and Other Trails)
- Neighborhood Connections
- Civically Valuable Building or Site
- Underused Building, Site, or Parking
- Significant Tree
- Missing/Incomplete Sidewalk
- Study Area
- 1/4 Mile Buffer
- Property Parcel Line



Prepared By: SERA Architects Date: 9/2/2016  
 Coordinate System: NAD 1983 HARN State Plane Oregon North FIPS 3601  
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**EXISTING OPPORTUNITY LOCATIONS (PAGE 1 OF 3)**



**1:** The Gladstone Center for Children and Families complex across the High School is a significant city destination and civic hub that can help anchor activity at the north end of the study area and build a better connection between downtown and the school.



**2:** Gladstone High School is a major destination for students and the community, but is unwelcoming to access other than via car. Streetscape and redevelopment along Portland Avenue can help grow connective tissue between the High School and downtown.



**3:** The Trolley Trail linking to Milwaukie to the north can be better enhanced as a walking and bicycling route through Gladstone and with improved connections across the Clackamas River to Oregon City (see image 18 of former bridge site) (Photo: Oregonlive.com)



**4:** Gladstone Senior Center, at Portland Avenue and Jersey St, provides services and amenities to serve Gladstone's growing senior population, which will be an important part of ensuring the viability of downtown Gladstone.



**5:** Portland Avenue, particularly around Gloucester St, is lined with small home businesses, which are a vital part of maintaining a walkable, lively stretch of downtown "main street".



**6:** Portland Avenue overall, with wide curb-to-curb and lane widths, could benefit from a road diet that slows speeds, provides ped/bike facilities, and improves landscaping and stormwater management while maintaining room for cars, parking, and transit.

**EXISTING OPPORTUNITY LOCATIONS (PAGE 2 OF 3)**



**7:** Many of the businesses on Portland Avenue are deeply set back from the street and behind parking lots. A redeveloped site with a sidewalk-fronting building could enliven the street while preserving accessibility.



**8:** The Gladstone Fire Department building, next to City Hall, is an important civic use along Portland Avenue



**9:** Enhancing existing businesses, such as Flying Signs and Banners, on Portland and Dartmouth, is one strategy towards creating a high-activity node at key street intersections.



**10:** City Hall, currently located on the northeast corner of Dartmouth and Portland, may be redeveloped as a joint municipal building and library, helping create more activity at Dartmouth Street, which is an important local street connecting to residential neighborhoods.



**11:** SW Parking: The southwest corner of Dartmouth and Portland is currently a large parking lot, which could be redeveloped with sidewalk-fronting mixed-uses to create a more walkable and less automobile-dominated commercial property.



**12:** Gladstone Library is in serious disrepair and is undersized to serve the growing community. Bond measure passed for new library; relocation/ co-location with City Hall is a concept for study in the Portland Avenue Streetscape Design project.

**EXISTING OPPORTUNITY LOCATIONS (PAGE 3 OF 3)**



**13 and 14:** The one-block stretch of Portland Avenue between Clarendon and Dartmouth, with businesses including Happy Rock Roasters, Vogies Bar, and Sandilake Clothing, is the existing commercial core of Gladstone and can be enhanced with streetscape, storefront, and other improvements.



**15:** Half of the east-side block of Portland between Dartmouth and Clarendon is vacant storefront, which could be occupied with neighborhood-serving businesses.



**16:** Three TriMet bus routes directly serve Portland Avenue, making connections to Milwaukie, Oregon City, Clackamas Community College, and Clackamas Transit Center. Two other routes along McLoughlin Blvd connect to Portland and Oregon City.



**17:** A long-vacant site at Portland and Arlington could help anchor the south end of the study area and bring more activity towards the Clackamas River edge of the city.



**18:** Access to the Clackamas River is very limited from the downtown area and could be improved with a replacement walking/biking bridge across the Clackamas and associated access improvements to the water's edge.

**PRIVATE DEVELOPMENT IMPROVEMENT EXAMPLES**



**Storefront Improvement:** Storefront Improvement Programs can assist local business in improving the structure, aesthetics, and retail appeal of existing businesses, such as this example of Bridgeview Beer & Wine Supply in Oregon City. (Image source: Oregon Metro)



**Parking Reuse:** This former parking lot adjacent to a Mexican restaurant in NE Portland has been converted to outdoor, covered seating. Gladstone has several sites with prominent parking locations that could be similarly enlivened.



**Infill Commercial:** Two-story mixed-use office above retail spaces with spaces for outdoor seating may be suitable as infill development along Portland Avenue. (Portland, OR)

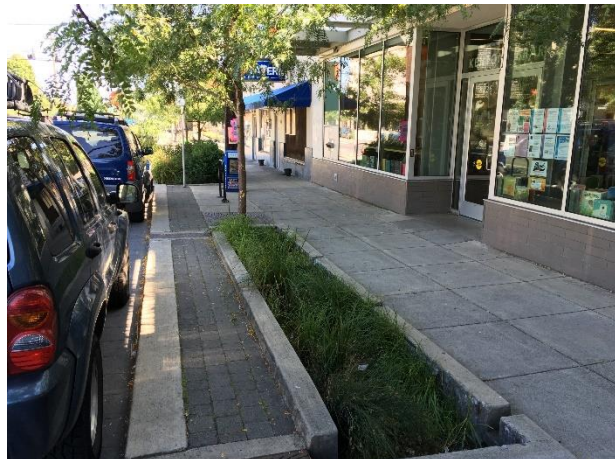


**Parking Lot Reuse:** Parking in front of a rehabilitated building (now two restaurants) has been converted to outdoor seating and bicycle parking (Portland, OR)



**Residential Infill:** Townhouses with Accessory Dwelling Units, such as these examples in NE Portland, could be suitable infill residential on or near segments of Portland Avenue and may appeal to “missing middle” demographics

**PUBLIC REALM IMPROVEMENT EXAMPLES**



**Landscape/Stormwater:** Stormwater facilities and landscape trees provide environmental services, create a more welcoming pedestrian environment, and helps calm street traffic. (Kenton neighborhood – Portland, OR)



**Public Seating:** Seating in parks and open spaces helps attract people of all ages and interests to spend time downtown. This example in Cincinnati, Ohio, puts movable tables on rail tracks. Gladstone could harken to a similar heritage by unearthing old trolley tracks.



**Pedestrian Street Space:** Wide sidewalks, marked markings, street lights and hanging planters, bollards, and curbless pavement help create a safer, welcoming walking environment and allows flexibility for street festivals. (Sherwood, OR)



**Sidewalk Seating:** Outdoor sidewalk seating and retail spill-over helps create street vibrancy (Mountain View, CA). Gladstone could similarly widen sidewalks and work with businesses to improve outdoor spaces.



**Downtown Character:** Light-pole mounted neighborhood signage helps identify and add character to a main street district. (Kenton neighborhood – Portland, OR)



**Downtown Trails:** The Trolley Trail could be connected along Portland Avenue with a dedicated multi-use path, such as in Indianapolis, Indiana, with the Cultural Trail. (Image source: Cleveland.com)

**GENERAL IMPROVEMENT EXAMPLES**



**Cycletrack:** A two-way cycletrack along Portland Avenue could help complete Trolley Trail connections through town. (Seattle, WA)



**Waterfront Access:** A potential replacement pedestrian/bicycle bridge across the Clackamas River would be a boon for access between Gladstone and Oregon City. (Corvallis, OR)



**Splash Park:** A splash pad and playground is a great attractor for families and children and is one type of park and plaza space that could help enliven activity in Gladstone. (Sherwood, OR)



**Busy Retail Uses:** A grocery store or market would be a useful neighborhood retailer along Portland Avenue. Large, open windows helps create activity and visibility between the street and store. (Portland, OR)



**Road Diet and Character:** This example 70-foot right-of-way street was slimmed down with wide sidewalks, stormwater facilities, angle parking, and other humanizing elements. (Bainbridge Island, WA)



**Storefront Revitalization:** Façade improvements to older buildings can help revitalize businesses without incurring unmanageable costs. Public grants can help cover costs for businesses unable to fully finance the project. (Portland, OR)



## ***Appendix E***

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### ***Market Study Memorandum***



**GLADSTONE DOWNTOWN  
REVITALIZATION PLAN PROJECT  
REAL ESTATE MARKET ANALYSIS REPORT**

**Prepared for  
CITY of GLADSTONE  
October 2016**

**JOHNSON ECONOMICS, LLC**

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This market analysis was completed as part of the Gladstone Downtown Revitalization Plan project. This report is one component of the Existing Conditions analysis undertaken in the first phase of this planning process. Other elements of the Existing Conditions analysis are presented in a separate Existing Conditions report with appendices.

## I. KEY CONCLUSIONS

### **General Market Findings**

Since the 2009 recession, the Portland Metro area has been one of the fastest growing regions in the country. Nearly every real estate measure, including home prices and rents, commercial lease rates, vacancy rates, property values and development activity have fully recovered or reached new levels over the past four years. The region has also seen healthy employment growth, particularly in high-income fields such as technology and professional services. The combination of popularity, strong employment, and lower cost of living relative to other West Coast cities is self-reinforcing and these trends can be expected to continue for the foreseeable future.

At the same time, the region has been slow to add housing to keep up with this high demand. Despite record production of apartment units across the region since 2012, the production has generally been just enough to meet demand. For-sale housing production has trailed demand, being slow to resume after the recession, and facing limited buildable land in many parts of the region. Central Portland neighborhoods that have grown in popularity are largely built-out, meaning few opportunities for new detached single family homes to meet demand. The shortage of available housing for the increased flow of newcomers has led to rising prices and rents which have now spread from Portland to neighboring communities across the region.

Gladstone is already experiencing the effects of this growth and will continue to do so, as middle-income homebuyers and renters search for lower costs first in Milwaukie, then in areas farther south. The opening of the MAX Orange Line is adding to the attractiveness of the area to households who work in other parts of the Metro area. Gladstone is in the path of growth, making this a good time to plan for the future of Portland Avenue.

### **Study Area**

The study area is the Portland Avenue corridor stretching from the river to Abernathy Lane. It includes those parcels zoned Community Commercial (C2). The study area will have advantages and disadvantages for different land uses and development forms.

Generally, the study area is occupied by older, low-density structures of one to two stories, used for a combination of commercial, civic or residential use. There are relatively few vacancies along the corridor. There are also few fully vacant parcels, and limited surface parking. Over time, new development on the corridor might take the form of rehabilitation and reuse of existing buildings, or redevelopment with new structures.

The following discussion summarizes the findings of the analysis presented in this report for each major land use category. The pricing and development forms discussed reflect current market conditions. *These may be impacted by public policies, funding tools, and design initiatives identified in subsequent phases of this planning process. It should also be noted that even new low-rise development has the potential to add substantially more density, mixed uses and new design to the corridor.*



<u>Land Use</u>	<u>Location</u>	<u>Market Conditions</u>	<u>Estimated Demand</u>	<u>Feasible Development Forms</u>
<b>Rental Residential</b>	<b>Good:</b> The study area is a good location for rental residential use. The area combines walkable services, shopping and other amenities, with a pleasant residential character on adjoining streets and neighborhoods.	<b>Strong:</b> Market conditions are currently strongest for rental residential use. Rental apartments has been the leading development sector for four years in central Portland and larger submarkets. Smaller suburban markets have lagged behind and have significant pent-up demand for rentals, even as central markets become increasingly expensive for many renters.	<b>Moderate:</b> There is an estimated 10-year demand for 465 new rental units, or roughly 50 new apartment units per year in the market area surrounding the study area. This reflects Gladstone's moderate growth rate over recent decades. This has the potential to accelerate if housing is made available.	<b>Low-Rise:</b> Currently, low rise development forms are feasible. These include three- to four-story multifamily buildings (up to 30 units per acre), or attached townhomes (15 to 22 units per acre). The market will likely dictate some off-street parking.
<b>Ownership Residential (Condo)</b>	<b>Good:</b> Generally a good residential location for the reasons stated above.	<b>Moderate:</b> Conditions are good for ownership housing in general, however the study area corridor will be best suited for attached types of housing, such as townhomes and condominiums. This housing type as a for-sale product has a more limited market in Gladstone.	<b>Moderate:</b> There is an estimated 10-year demand for 800 new ownership units, or roughly 80 new units per year in the market area surrounding the study area. However, almost all of this demand is for detached single family units. The demand for attached units will be lower, though moderately priced townhomes may do well.	<b>Low-Rise:</b> Currently, low rise development forms are feasible. These include three- to four-story multifamily buildings (up to 30 units per acre), or attached townhomes (15 to 22 units per acre). The market will likely dictate some off-street parking.
<b>Retail Commercial</b>	<b>Good:</b> The study area is a good location for modestly-scaled retail uses and commercial services serving the local market and surrounding county and Oregon City customers.	<b>Moderate:</b> The retail corridor enjoys few vacancies and a nice mix of retail and service businesses. However, limited current rent levels and property values hamper property reinvestment or new development. The study area also suffers low awareness from a broader customer base. To attract investment, visibility of the study area will have to increase.	<b>Moderate:</b> There is an estimated 10-year demand for roughly 40,000 s.f. of new retail space, or 4 acres of retail property, in the trade area surrounding the study area. The study area has the ability to capture some of this demand through new businesses and renovated and new retail space.	<b>Low-Rise:</b> Suburban retail uses are almost uniformly one-story buildings served by surface parking. However, three-story mixed use buildings of residential or office uses over commercial space should be feasible later in the planning period.
<b>Office Commercial</b>	<b>Moderate:</b> The study area is a good location for local office-based businesses which are modest in size. It is a poor candidate to attract larger office employers due to distance from major arterial streets, low visibility and lack of large development parcels.	<b>Moderate/Poor:</b> While office-based employment has rebounded strongly in some Portland Metro submarkets since the recession, the greatest demand has been in the central city and Washington County submarkets. A small suburban main street submarket such as the study area is unlikely to attract office demand beyond smaller businesses.	<b>Moderate:</b> There is an estimated 10-year demand for roughly 46,000 s.f. of new office space, or 2.25 acres of office property, in the market area surrounding the study area.	<b>Low-Rise:</b> Suburban office uses are almost uniformly one-story buildings served by surface parking. However, three-story mixed use buildings of residential or office uses over commercial space should be feasible later in the planning period.



## II. MACROECONOMIC TRENDS

### NATIONAL TRENDS

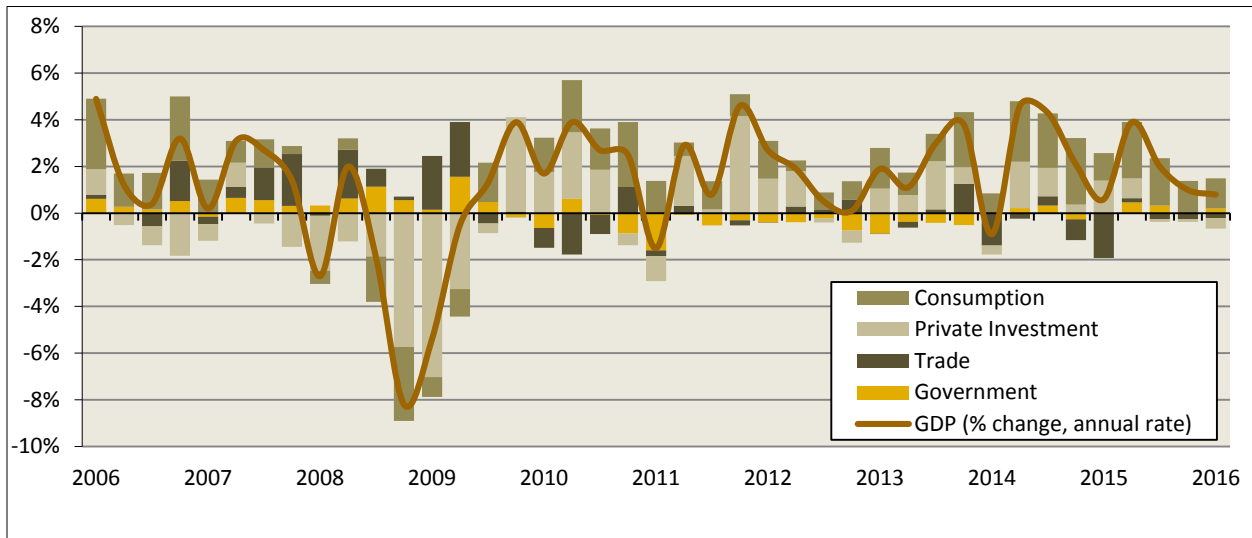
#### Economic Output

The U.S. economy continues to grow at a modest pace. Real growth in 2015 came in at 2.4% - the same level as in 2014, though the pace of growth slowed during the year. Growth in the fourth quarter (+1.0% annualized) can largely be attributed to consumer spending (+2.0%), driven by steady job growth and wage increases. Homebuilding contributed approximately one-third of the growth, after expanding its output by 8.0% annualized.

The slowdown during the year is largely attributable to weakness in the global economy. Weak global demand, combined with a strong dollar, has put a drag on U.S. exports, which posted an annualized decline of 2.7% in the fourth quarter. The global uncertainty also appears to have reduced the appetite for investments among U.S. firms, leading to an annualized decline in non-residential fixed investments of 1.9% in Q4.

Economists generally forecast continued moderate GDP growth in 2016, on the order of 2.0-2.5%. In the long run, annual growth is expected to fluctuate around 2.0%, reflecting the long-term growth potential for the U.S. economy.

**FIGURE 2.1: CONTRIBUTIONS TO CHANGE IN REAL GROSS DOMESTIC PRODUCT, ANNUALIZED**



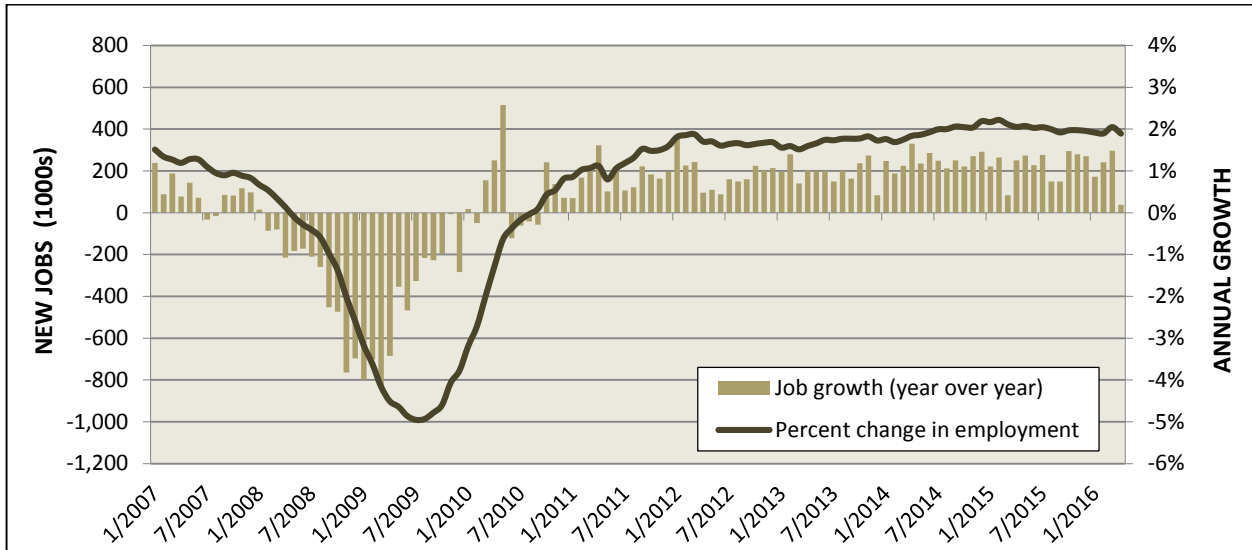
SOURCE: Bureau of Economic Analysis

#### Employment

The national economy continues to add jobs at a healthy rate. A total of 2.7 million jobs were added in 2015, compared to 3.0 million in 2014, which marked the highest single-year growth since 1999. The decline in 2015 is mostly due to weakness in the early fall. Growth in 4Q15 was the second highest quarterly gain in this recovery (after 2Q14), with average monthly growth of 282,000. Job growth in the first two months of 2016 averaged roughly 200,000 new jobs per month, perhaps indicating a deceleration. On a year-over-year basis, early 2015 marked the most rapid growth, at a 2.2% growth rate. This rate has moderated to 1.9% over the past year.



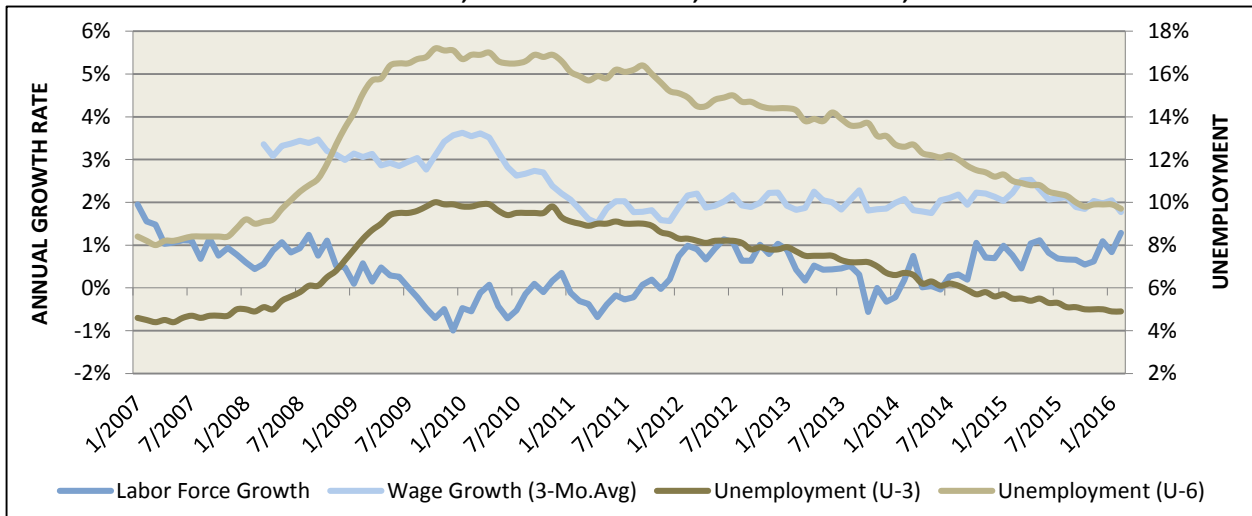
**FIGURE 2.2: MONTHLY AND YEAR-OVER-YEAR EMPLOYMENT GROWTH, UNITED STATES**



SOURCE: U.S. Bureau of Labor Statistics

Continuing healthy job growth is dependent on the availability of labor. With the unemployment rate declining to 4.9% recently – well below its long-term average and the levels typically considered to be “normal” – the economy is dependent on growth in the labor force to accommodate additional growth. Labor force growth has been weak in this recovery due to retiring Baby Boomers and discouragement among unemployed workers. However, after shrinking in late 2013 and early 2014, the labor force has grown at an accelerating pace over the past two years, reflecting more open positions and higher wages.

**FIGURE 2.3: UNEMPLOYMENT, LABOR FORCE GROWTH, AND WAGE GROWTH, UNITED STATES**



SOURCE: U.S. Bureau of Labor Statistics

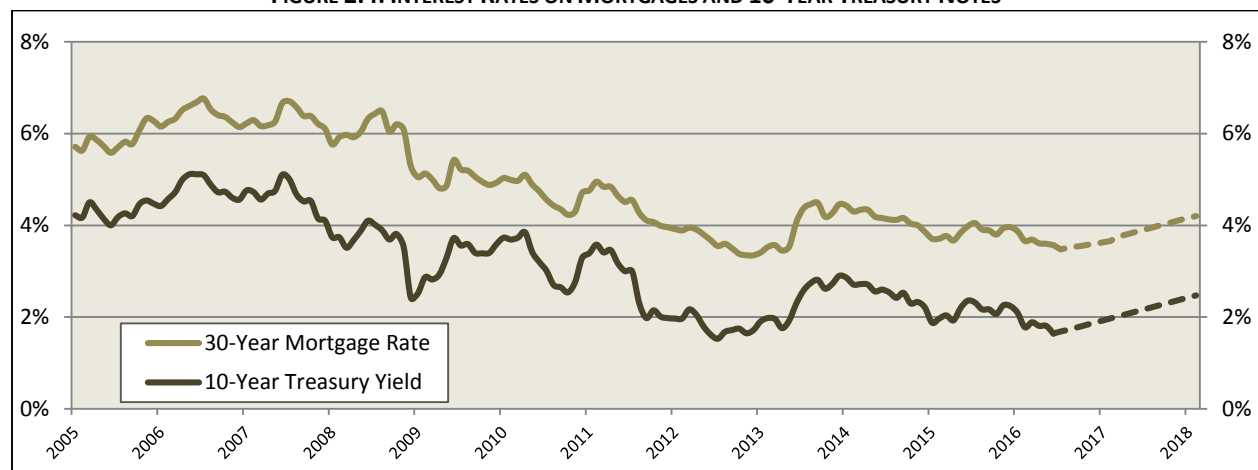


Employer surveys indicate that job growth in certain sectors, such as tech and construction, is already being restrained by the lack of available skilled labor. However, for the economy as a whole, there is still a relatively large number of underemployed and discouraged workers who might enter the labor force if job and wage prospects improve (these are included in the U-6 unemployment rate, displayed below). This suggests continued labor force expansion and job growth, though likely at moderate rates. Wage growth is likely to pick up as the labor slack is absorbed, but the escalation will likely be tempered. The wage growth will benefit the economy in terms of increased consumer spending, though it will have a cooling effect on growth in labor-intensive industries.

### **Inflation, Monetary Policy, and Interest Rates**

Inflation has remained subdued since the recession, reflecting the combination of weak global demand for commodities and tepid domestic wage growth. Though the latter has begun to pick up recently, price inflation is likely to remain restrained, due to low energy prices and a strong dollar. A lack of price inflation combined with the negative impacts of the strong dollar on exports may lead the Federal Reserve to choose a more gradual approach to interest rate normalization than initially indicated. The market has currently priced in two, rather than four, quarter-point rate increases in 2016. This is in line with expectations among economists, most of which forecast long-term interest rates to climb by around 100 basis points over the next two years. It should be noted that the vast majority of economists have overshot the rate trajectory in recent years, including the first quarter of 2016.

**FIGURE 2.4: INTEREST RATES ON MORTGAGES AND 10-YEAR TREASURY NOTES**



SOURCE: Federal Reserve Bank of Philadelphia, Freddie Mac, Bloomberg News, JOHNSON ECONOMICS

### **Risks of a New Recession**

Cyclical downturns will inevitably hit the economy from time to time. The current recovery is now nearly seven years in duration. In comparison, the average duration of recoveries in the post-WWII era is about five years, while the median duration is four. By this measure, we should therefore be due for another downturn in the near future. Yet, age does not in itself trigger a recession. There have been three post-WWII recoveries that lasted longer than the current one, including the ten-year recovery that ended in 2001. Globally, the trend is for recovery durations to lengthen. The duration of the current recovery is therefore not in itself a cause of concern.

Some economists have begun to warn about a potential negative turn simply from being late in a maturing business cycle, when good economies get into danger of overheating. Possible changes might include rapid inflation and wage growth, inflated asset prices, high durable goods production, high debt levels, high corporate yield spreads, lack of labor market slack, and central bank rate hikes. On the whole, these measures do not currently indicate that we are at the cusp of a recession. However, we are approaching potentially dangerous territory in many of these areas.

In addition to domestic cyclical factors, external shocks and global crises also pose a danger to the U.S. economy. According to Federal Reserve Chair Janet Yellen, the probability of a U.S. recession caused by an external shock is



“at least on the order of 10%” in any given year. A worsening global economy may also pull the U.S. into a recession. However, the current outlook suggests firming global growth over the near term, according to the IMF. China poses some risk to this outlook due to its high debt levels and risky investments, but appears to have the political will and ability to avert a “hard landing” over the short term. On the whole, the global outlook does not indicate a near-term recession in the U.S., though global events in combination with domestic factors could spark a downturn.

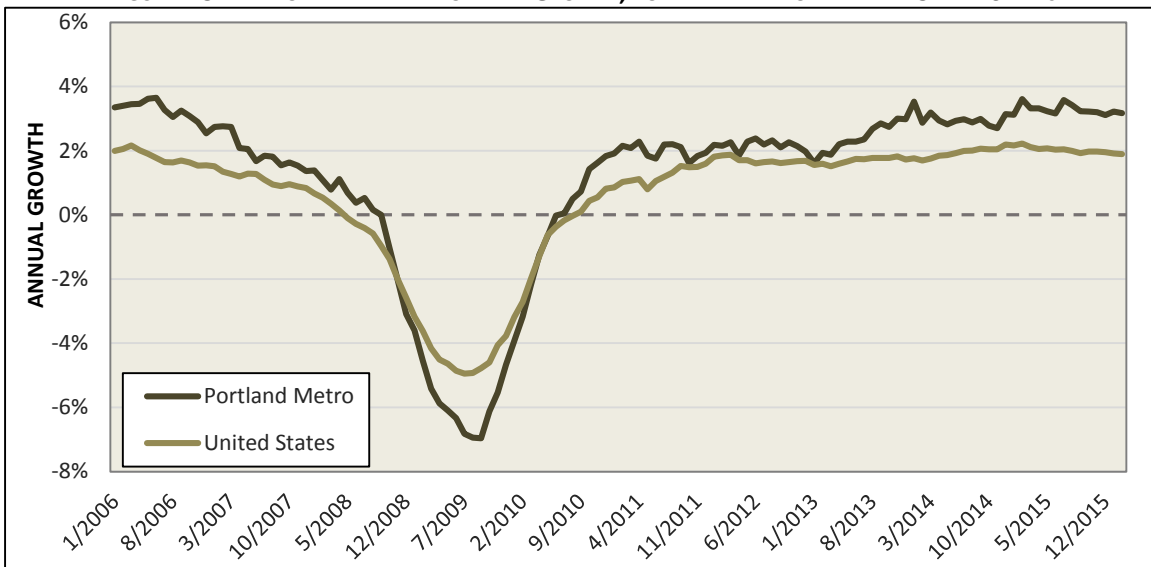
At the beginning of 2016, most economist view the risk of an imminent recession in the U.S. to be moderate. The most common view places the probability of a 2016 recession around 20%, though estimates range from 11% (Goldman Sachs) to 65% (Citigroup). Beyond 2016, the probabilities rise considerably. As an example, JP Morgan, which places the 2016 probability at 23%, indicates a 76% probability of a recession before 2019.

## THE PORTLAND METRO AREA

### EMPLOYMENT

The Portland Metro Area is currently adding 35,000 new jobs per year. This represents a year-over-year growth rate of 3.3% - considerably higher than the national rate of 1.9%. The professional and business services industry is the single most important driver of growth, adding some 6,500 jobs annually (+3.9%). Other important sectors are health care (+5,900 jobs annually, 4.5%), restaurants/bars (+3,500, 4.2%), local government (+3,500, 3.2%), retail (+2,900, 2.6%), financial activities (+2,600, 4.0%), and construction (+2,000, 4.1%). The manufacturing industry, which has been stagnant in the U.S. over the past year due to weak export demand, continues to grow in the Portland Metro Area, at a rate of 2,000 jobs per year (1.7%).

FIGURE 2.5: YEAR-OVER-YEAR EMPLOYMENT GROWTH, PORTLAND METRO AREA AND UNITED STATES

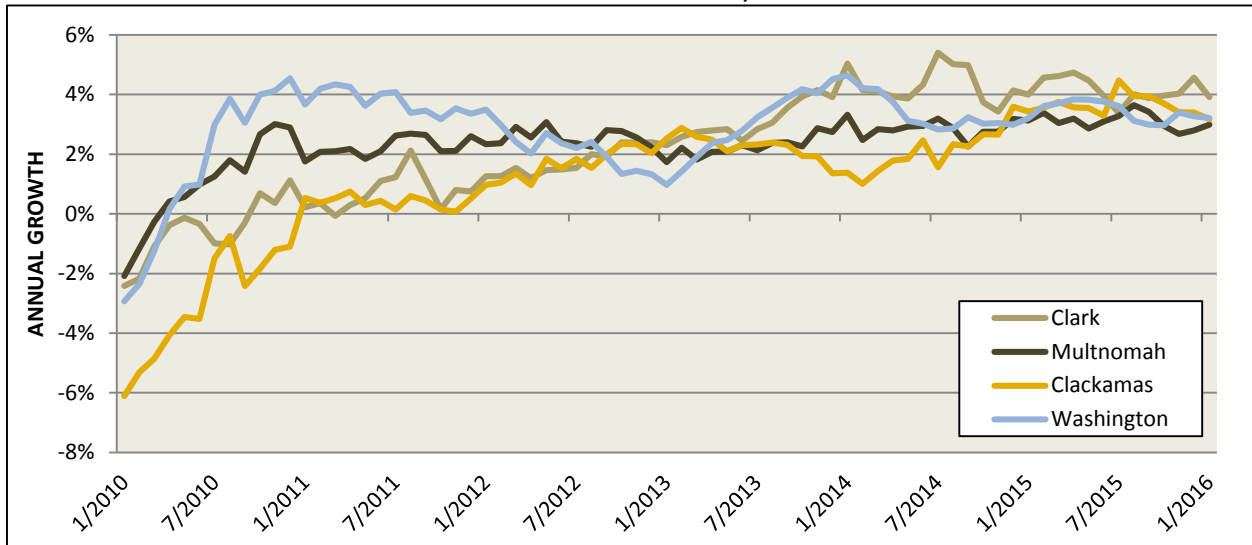


SOURCE: Oregon Employment Department, JOHNSON ECONOMICS

Washington County led the Metro Area in terms of job growth in the first part of this recovery, driven largely by tech firms and Nike. Intel’s expansion of its Hillsboro campus was a major contributor to growth, until construction wound down in 2014. Since then, Clark County enjoyed the position as the most rapidly growing county, helped by a number of corporate headquarter relocations and a rebound in residential construction. Construction has also accelerated growth in Clackamas. Multnomah exhibits more steady growth than the other counties, at an annual rate around 3.0%, reflecting lesser exposure to suburban construction.



**FIGURE 2.6: YEAR-OVER-YEAR EMPLOYMENT GROWTH, PORTLAND METRO COUNTIES**



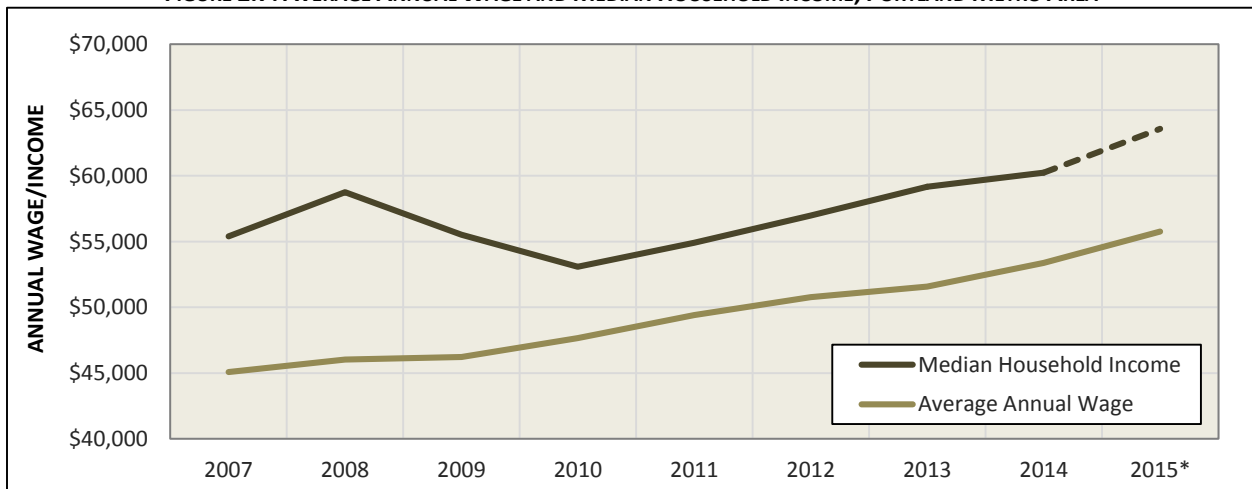
SOURCE: Oregon Employment Department, Washington Employment Security Department, JOHNSON ECONOMICS

**WAGES AND INCOME**

Wages in the Portland Metro Area have grown at a healthy rate since the recession, and average \$56,000 as of 1Q16. The average annual increase in the wage level since 2009 is 3.0%, which is high in a national context, reflecting growth in high-wage tech and business management jobs. The wage growth has accelerated recently to a level of 4.5%. This suggests limited availability of labor, which is likely to temper the job growth over the near term.

Household incomes declined rapidly as jobs were cut between 2008 and 2010, but rose at a robust annual rate of 3.5-3.8% between 2010 and 2013 due to rising employment and wage levels, combined with household compression. Increasing apartment supply, from 2014 onward, is accommodating formation of young and small households, putting some downward pressure on the median household income metric. However, based on jobs, wages, and housing supply in 2015, we expect 2015 income growth to climb to around 5.0%. At a median income level around \$63,000, the typical household currently earns around \$10,000 more per year than in 2010.

**FIGURE 2.7: AVERAGE ANNUAL WAGE AND MEDIAN HOUSEHOLD INCOME, PORTLAND METRO AREA**



\* 2015 wage estimate reflects 3Q15 increase over 3Q14, applied to 2014 annual figure. 2015 income estimate is based on historical relationship between income and employment, wages, and households.

SOURCE: Oregon Employment Department, U.S. Census Bureau, JOHNSON ECONOMICS

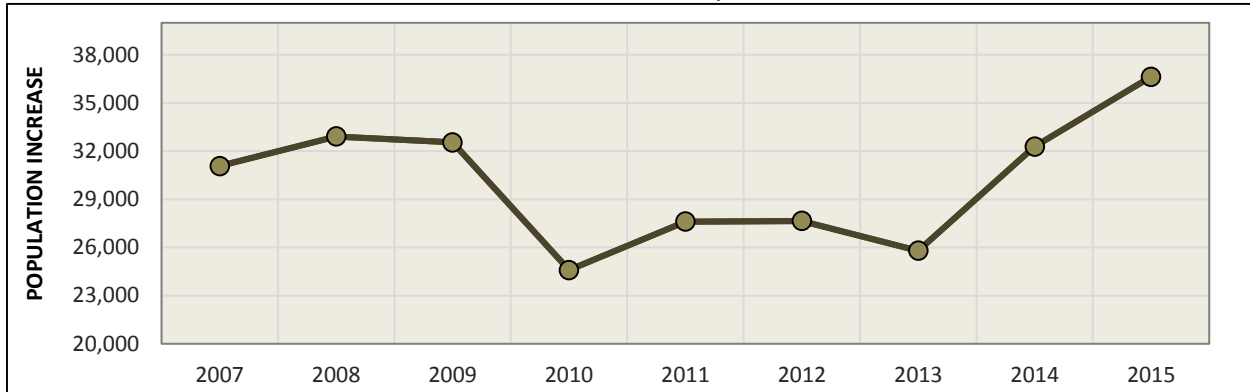




**POPULATION**

The following chart displays the annual population increase in the four-county Portland Metro Area. After growing by 25,000 to 28,000 persons per year throughout most of this recovery, the data indicates an acceleration in growth over the two most recent years. Growth in 2015 approached 37,000, well above pre-recession levels. At an average household size of 2.57 (2005-2013 average), this should translate into household formation in the order of 14,000 units per year, assuming adequate housing supply.

**FIGURE 2.8: ANNUAL POPULATION GROWTH, PORTLAND METRO AREA**



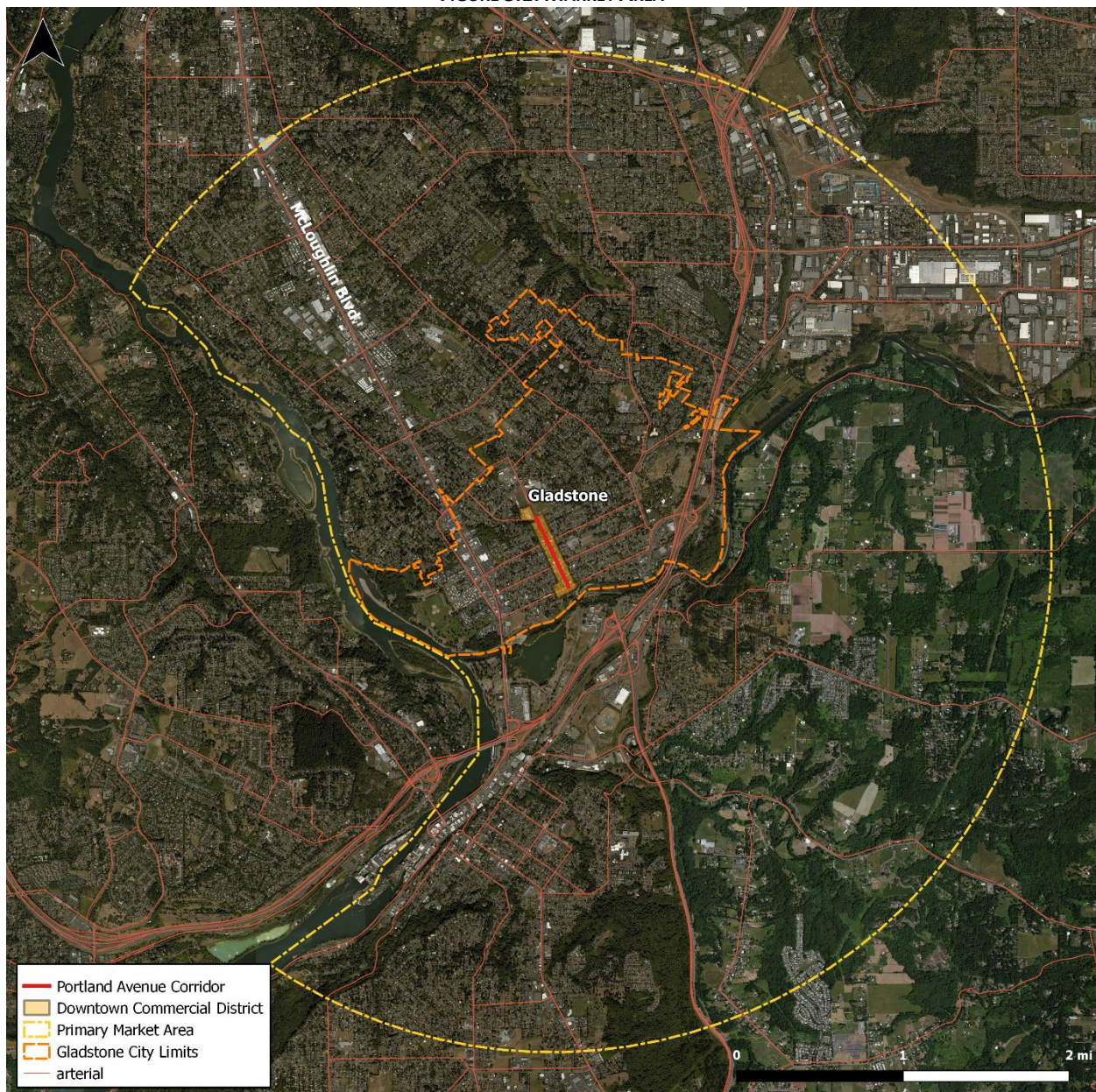
SOURCE: U.S. Census Bureau, JOHNSON ECONOMICS



### III. PRIMARY MARKET AREA DEFINITION

The Primary Market Area (PMA) is defined as the geographic region from which the subject development is expected to draw the majority of its market support. Similarly, the Competitive Market Area (CMA) is defined as the geographic region from which similar projects compete with each other on a comparable basis. In other words, it is the geographic region from which we would expect potential tenants to “cross-shop” alternative options. For the purpose of this analysis, the PMA and CMA are defined as the same area. The area is defined as a circle with three-mile radius, emanating from the center of the Portland Avenue Corridor, minus all land west of the Willamette River as there are limited crossing points from east to west in the area.

FIGURE 3.1: MARKET AREA



Source: RLIS, JOHNSON ECONOMICS



## IV. CHARACTERISTICS OF THE PMA AND DOWNTOWN CORRIDOR

### DOWNTOWN COMMERCIAL CORRIDOR

#### Placement

The subject site is a long, narrow commercial zone in Gladstone, Oregon situated along Portland Avenue. The corridor stretches from Abernethy Lane to the north, and West Arlington Street to the South, just north of the Clackamas River. The commercial zone is roughly 36 acres. It is about half a mile long, and just under 500 feet in width.

#### Access

The study area features good local and regional access. The corridor sits just four blocks east of McLoughlin Blvd/Highway 99 West, which gives direct access to Milwaukie and Portland to the north, and Oregon City to the south. The site is located roughly equidistant from two onramps onto Interstate 205. To the southwest, cars can access I-205 via 99W; to the east, cars have access via 82<sup>nd</sup> Drive.

The Portland Avenue corridor is surrounded by low-density residential neighborhoods, served by local streets. The street and sidewalk grid makes the study area an easy destination for most Gladstone residents without requiring crossing or traveling high-traffic streets to access it. Pedestrians and bikers have excellent options with the Trolley Trail, on which they can walk and/or bike north to downtown Milwaukie. Access to Oregon City is more circuitous, but could become excellent as well if a pedestrian/bike bridge is reconstructed at the site of the Old Trolley Bridge.

#### Proximity to Public Transit

The corridor has good local and bus service, and adequate regional bus service. TriMet #34 runs along the corridor with access to Oregon City Transit Center to the south, and Milwaukie and Portland to the north. Transfer to the #33 bus on nearby McLoughlin Blvd. provides access to the recently opened MAX Orange light rail line to the north. McLoughlin also features the #99 commuter bus on weekdays providing faster direct access to the center of the Metro area. Portland Ave. is also served by the #79 bus which runs between Oregon City to the south, and Clackamas Town Center to the north, where the MAX Green line can be accessed.

#### Visibility of Study Area

Though adjacent to major thoroughfares, the site is not directly visible from them. As such, retailers that currently locate in the corridor either need to be destination retailers which customers seek out, or rely, for the most part, on the surrounding neighborhoods for business. There is currently an identified lack of signage and marketing that raises awareness of Portland Ave. as a commercial main street for most non-residents. It is currently possible for travelers to drive through Gladstone on I-205 or McLoughlin Blvd. without being aware that the traditional main street is located a short distance away on Portland Avenue.

#### Surrounding Land Use

The study area is immediately surrounded by low-density residential neighborhoods. At the sound end is Charles Ames Memorial City Park, which sits along the Clackamas River. Gladstone High School is located at the northern end of the corridor, and John Wetten Elementary School sits directly to the east. There is a small pocket of industrial zoning just north of the high school, where the new Gladstone Police Department will be located in coming years.

There are multiple parks within walking distance from the study area, including the Charles Ames waterfront park, and the Max Patterson Memorial Park to the east.



**FIGURE 4.1: PORTLAND AVENUE STUDY AREA, C2 ZONE, CITY OF GLADSTONE**



SOURCE: RLIS, JOHNSON ECONOMICS



## **PMA EMPLOYMENT**

### **EMPLOYMENT GROWTH**

In terms of employment growth rate, the primary market area has kept pace with the Metro Area average during much of the current recovery. From the post-downturn low in 2010 to 2014, the year data is most recently available from the Census Bureau, the market area's employment grew by roughly 2.4% per year on average, gaining a total of nearly 2,300 jobs during this period. The PMA's growth rate closely matches the rate seen in the Metro area as a whole during this time frame.

The workforce is becoming older in the area. During the four-year period, job growth in the 55+ age group far outpaced other age categories. The 5% annual growth was roughly three times that of those aged 30-54, and over four times that of workers aged 29 or younger. The age group now represents a 23% share of the local job market, roughly 2.5% more than four years before. One reason for this is that older workers are staying in the workforce longer than prior to the recession.

Job growth for those with less than a high school education has grown at a faster rate than any other education group, growing by roughly 6% on an annual basis. Even though growth rates have been highest in this category, the PMA has seen its strongest employment growth rates in higher paying jobs. Jobs paying more than \$40,000 per year grew over two-and-a-half times faster than those paying less.

### **MAJOR EMPLOYMENT INDUSTRIES AND CONCENTRATIONS**

Retail trade and "Health Care & Social Assistance" were the biggest employing industries in Census Bureau data, representing roughly 3,500 and 3,200 jobs, respectively. Other large industries include Manufacturing, Wholesale Trade, Construction, and Accommodation and Food Services.

The industry with the highest growth during the 2010-14 period was, by far, the Transportation and Warehousing. The sector saw over 850 new jobs created, representing an incredible annual growth rate of nearly 17%. Its share of all jobs grew by 3%; the industry now represents over 7% of jobs in the PMA. Other industries with high annual growth rates include Professional, Scientific, and Technical Services (9%), Arts, Entertainment, and Recreation (12%), and Administration and Support (8%).

Wholesale Trade was the hardest hit in terms of jobs lost. The sector shed nearly 300 jobs during the period. The Utilities sector lost over 200 jobs and was the hardest hit in terms of annual growth rates, losing nearly 20% per year.

Jobs in the PMA are clustered most heavily in the northeastern area, near the intersection of I-205 and OR 224. This area is home to a number of food and grocery distribution facilities, including Fred Meyer, Safeway, Charlie's Produce, and Interstate Meat Distributors. (Figure 4.2)

### **COMMUTING PATTERNS**

#### **Where PMA Residents Work**

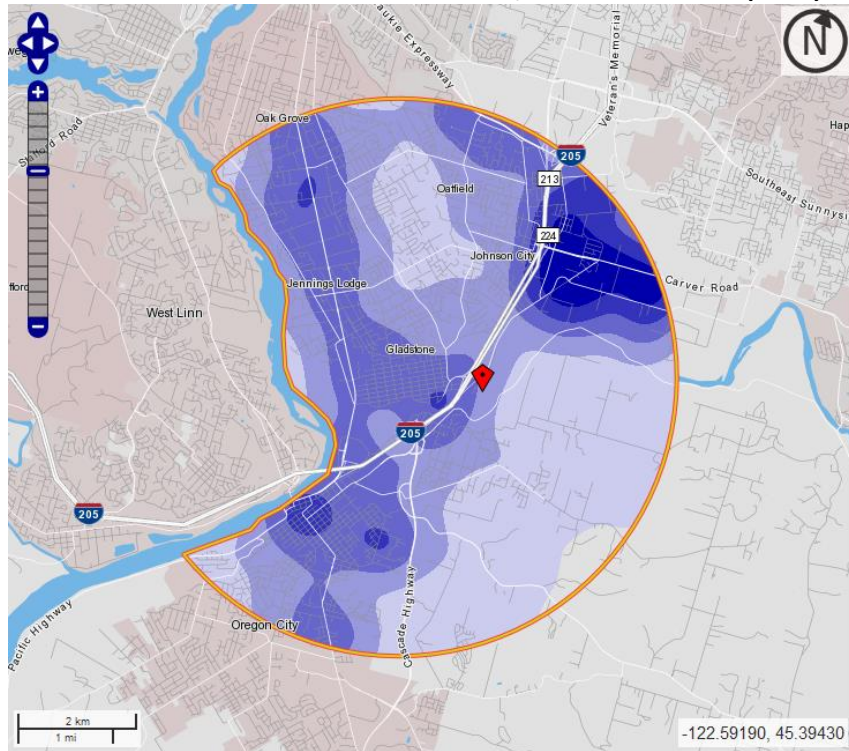
According to the most current data from the Census Bureau, there were roughly 25,500 working residents in the PMA as of 2014. Residents tend to work relatively close to their homes. Over 59% of residents work within 10 miles of their home. Over 92% of residents work within 24 miles of their home. Roughly 35% of residents in the PMA commute to Portland, 7% of residents work in Oregon City, just over 4% in Milwaukie, and just under 4% in Tigard. (Figure 4.3)

#### **Where PMA Workers Live**

Those who work in the PMA commute from further distances. Only 83% of workers in the PMA commute less than 25 miles to their jobs, while 10% of workers commute from distances further than 50 miles. Just under 18% of workers commute to the PMA from Portland, 7% from Oregon City, and 5% from Gresham. Only 3% of the PMA's workforce is made up of Gladstone residents, according to the Census Bureau. (Figure 4.4)

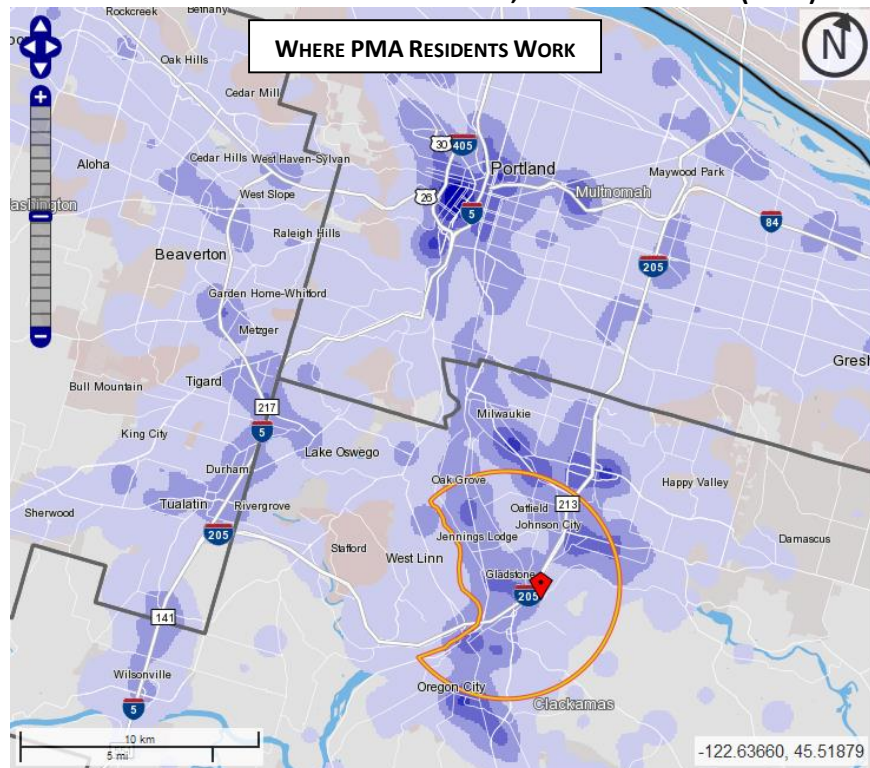


FIGURE 4.2: EMPLOYMENT CONCENTRATIONS, CITY OF GLADSTONE (2014)



SOURCE: U.S. Census Bureau, BLS, JOHNSON ECONOMICS

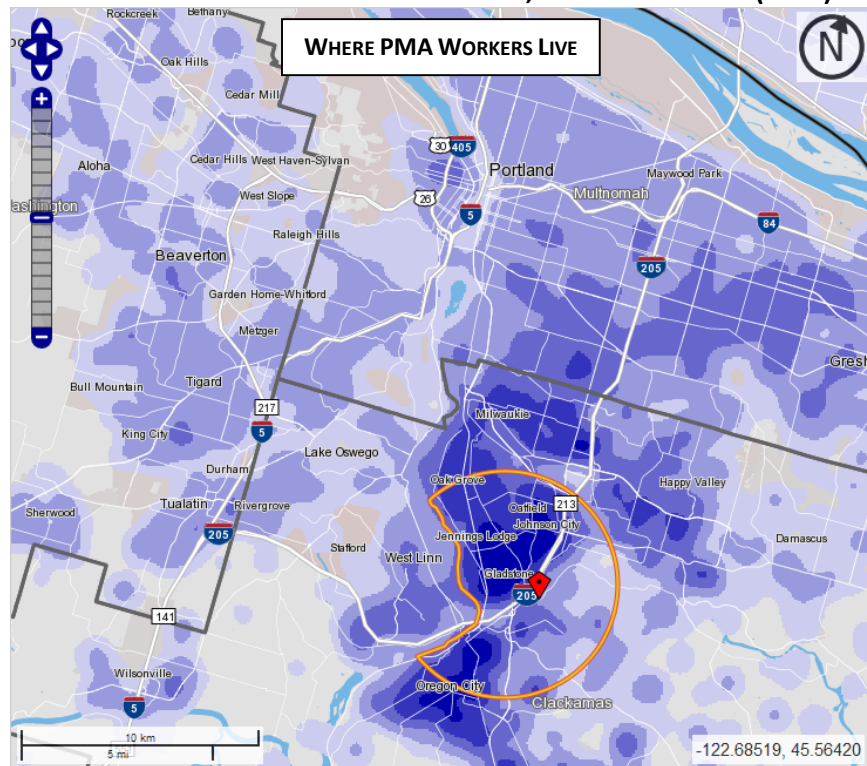
FIGURE 4.3: EMPLOYMENT CONCENTRATIONS, CITY OF GLADSTONE (2014)





SOURCE: U.S. Census Bureau, BLS, JOHNSON ECONOMICS

**FIGURE 4.4: EMPLOYMENT CONCENTRATIONS, CITY OF GLADSTONE (2014)**



SOURCE: U.S. Census Bureau, BLS, JOHNSON ECONOMICS

## PRIMARY MARKET AREA (PMA) DEMOGRAPHICS

### DEMOGRAPHIC PROFILE

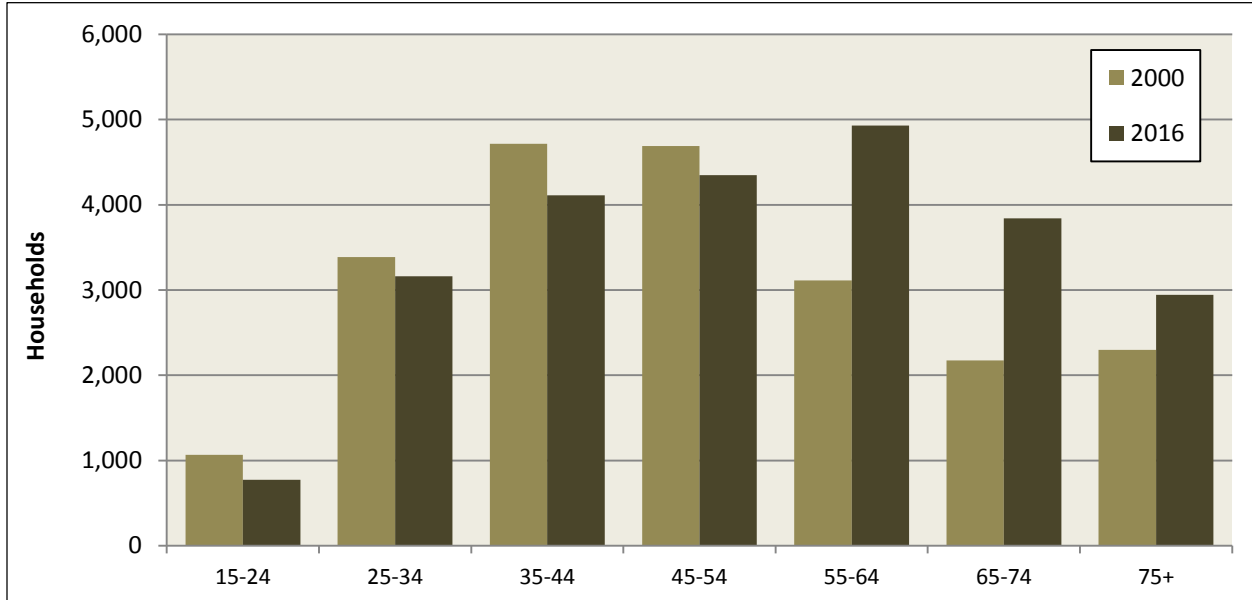
The PMA has grown from around 21,400 to 24,100 households since the turn of the millennium. This increase of 2,700 households translates to average annual growth of 0.9%, which is lower than the regional growth rate of 1.3% over this period. As Portland proper and other closer-in communities continue to become more expensive to live in, further out areas such as the PMA should begin to get closer to the annual regional growth rate average.

The following chart displays how the household growth within the market area has been distributed across age groups. The data reveals particularly strong growth among empty nesters and retirees, a trend seen in much of the Metro area. Growth in these segments is consistent with nation-wide demographic trends, reflecting that the cusp of the baby boomer wave has moved from family-age segments to pre-retirement and retirement age segments. However, the growth in these segments within the PMA is unusually strong. In fact, the 55+ age group accounts for 100% of all population growth during this time frame. Surprisingly, none of the other age segments have seen growth during this period.





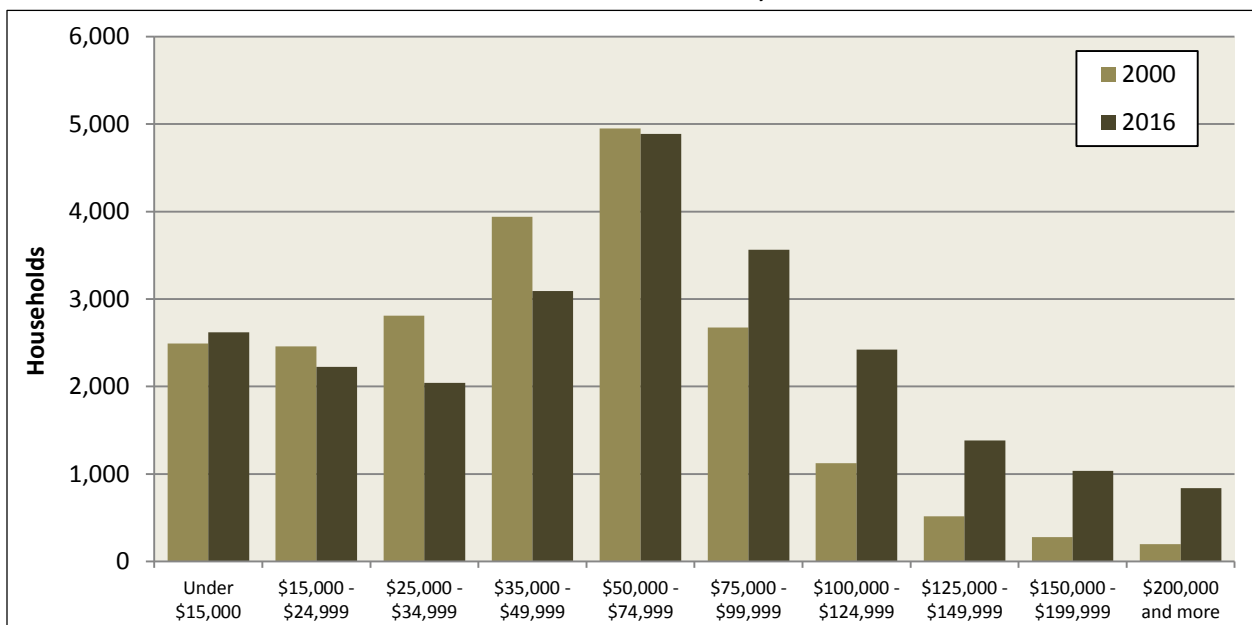
**FIGURE 4.5: AGE PROFILE OF PMA HOUSEHOLDS, 2000 AND 2016**



SOURCE: Nielsen Claritas

With respect to income, most of the household growth has taken place in mid- and upper-income categories (Figure 4.6). The number of households with incomes above \$100,000 has risen significantly over the period. The strong growth in high-income segments reflects in part the influx of empty-nesters, which typically is the segment with the highest income levels. Income groups from \$15,000 to \$74,999 fell, whilst there was a small uptick in households making less than \$15,000 (5% increase) and a larger uptick in the \$75,000 to \$99,999 group (33% increase). These results also reflect general national income growth over this period.

**FIGURE 4.6: INCOME PROFILE OF THE MARKET, 2000 AND 2016**



SOURCE: Nielsen Claritas



## CURRENTLY FEASIBILITY DEVELOPMENT FORMS

This section discusses the development forms that are currently the most feasible for new construction in the Portland Avenue study area. *The development forms discussed here do not reflect the impact of public policies, funding tools, and design initiatives which might result from this planning process, and might influence the density and design of what is ultimately developed at the site.*

### **Low-Rise vs. Mid-Rise Development:**

The density of development forms is driven by achievable pricing/rent levels at the site in question. In a metropolitan environment, the highest rents and land values are typically found in the center of the city. Not coincidentally, this is where the most density occurs in the built environment. The central city is where high-rises, full-site coverage buildings, and parking garages are found. In short, the higher rent levels achievable in the city center justify the cost of more intense use of the land.

As one moves away from the central city, towards the suburban environment, achievable rents and land values tend to decrease steadily. In most suburban environments, achievable rent levels will support low-rise construction. (“Suburban” in this context means anything outside of Downtown Portland, and the immediately surrounding inner neighborhoods.)

Low-rise development is typically limited to three or four stories, and utilizes wood frame construction. The shift from four to five stories often includes switching to concrete and steel frame construction, which adds substantial cost. Unless achievable rents also rise, a building that is feasible with low-rise construction can become infeasible by adding a single story.

Major factors which increase in cost for denser development can include materials, structured parking, specialized labor and equipment, building elements such as elevators and firewalls, and costs of entitlement and the approval process. Because of this dynamic, most locations outside of Portland’s central city face difficulty in achieving a built form over three stories in height without subsidy.

The lower rents which are currently achievable in Gladstone will limit some of the development types that the market is likely to bring to the area. However, in an environment where most existing uses are single-story with ample surface parking, significant changes in density and design can be achieved while still relying on “low-rise” wood construction to control costs. Two- to three-story buildings, perhaps with reduced parking and other design considerations can greatly increase the intensity of land use, without necessitating the higher construction costs of concrete and steel mid-rise buildings.

### **Likely Residential Forms:**

Currently, the prevalent multi-family development type in the area is a two-to-three story walk-up garden apartment, with surface parking. Such properties are wood construction, with apartment flats and occasionally two-story units. Such properties generally feature an FAR of .75 or less, and commonly no more than 0.5 FAR. The achieved density may be anywhere from 14 to 30 dwelling units per acre.

The following table presents examples of two common suburban development forms.



**FIGURE 4.7: LOW-RISE RESIDENTIAL, EXAMPLES**

<p>Garden Apartment or Condominiums with Surface Parking</p>	<p>Typically wood frame construction with surface parking, carports or stand-alone garages. Construction is usually two to three stories high, with a density approaching 30 units per acre. This is a predominant form outside the central city.</p>	
<p>Attached Duplex/ Townhomes</p>	<p>Also typically wood frame, these units often have parking under the unit from street or back alley. Projects can be fee simple or with condominium ownership of the ground. 15 to 22 units per acre.</p>	

Source: Johnson Economics LLC

Attached for-sale condos become rarer as one moves away from the central city. Typically, if condos are found in the suburbs it is in a specialized environment such as on a golf course, or in a retirement village. During the heated real estate market of a decade ago, condo development began to spread from its traditional location in the central city, driven by high demand and pricing which has softened considerably.

JOHNSON ECONOMICS believes it is unlikely that the market will deliver condos to suburban communities in any great number for the foreseeable future. This is because houses in these areas remain relatively affordable in comparison to the pricing level of a new-construction condo unit. As the study area develops with attractive amenities over time, condominium development may become more attractive.

For-sale townhomes are a more viable development form in outer locations than condo flats. Built in attached groups of two to four, with sufficient common and green space, these should be a relatively new but viable form in the Gladstone market area. Townhomes can achieve a density of 16 to 22 units per net acre. Rental apartments remain the most likely use for most housing forms denser than townhome development.

**Likely Commercial Forms:**

Commercial buildings will also likely be low-rise in nature. Standalone retail is almost always single-story outside of an enclosed mall environment. Typical FAR for suburban retail is 0.2 to 0.3 to allow for ample parking. Standalone office development in the area will likely be one to two stories in form, served by surface parking.



It should also be noted that available parking is important to retail success. Parking needs to be convenient, but can be formatted in different ways – for instance, shared parking for a district. Storefront businesses with ample on-street parking or perhaps a lot within convenient walking distance may not require surface parking of their own.

There is potential to achieve a limited amount of vertical mixed-use in a well-planned suburban environment. This generally entails two stories of residential or office space above a floor of retail ground floor, served by surface parking.

The following is an example of such mixed-use development.

**FIGURE 4.8: LOW-RISE MIXED USE, RESIDENTIAL OVER COMMERCIAL, EXAMPLES**



Lake Norman, NC



Traverse City, MI

Achieving mixed-uses in the study area will be more challenging from a feasibility standpoint. Mixed uses do entail some additional costs associated with separating the uses, and increased design, construction and entitlement costs associated with developing a more complex and unfamiliar building type.

*The development forms discussed here do not reflect the impact of public policies, funding tools, and design initiatives which might result from this planning process, and might influence the density and design of what is ultimately developed at the site.*



## V. MULTIFAMILY RENTAL RESIDENTIAL CONDITIONS

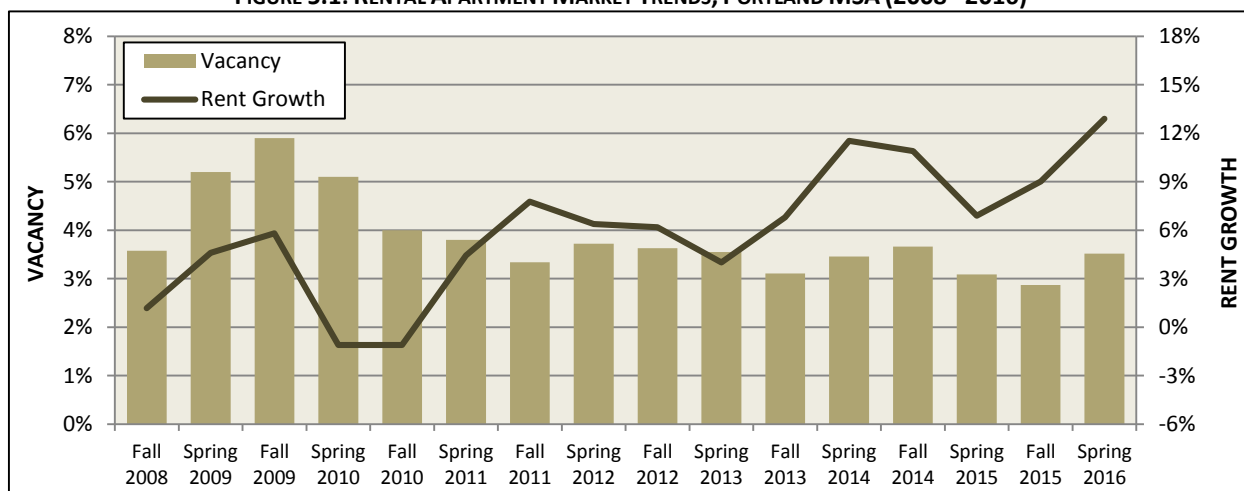
### THE PORTLAND METRO APARTMENT MARKET

#### Rent and Occupancy Trends

The Portland Metro Area has for several years been among the strongest rental apartment markets in the nation, exhibiting persistent, rapid rent increases and low vacancy rates. Strong market fundamentals coupled with an increased availability of development financing has enticed an unprecedented development cycle. Since 2012, the region has delivered 17,000 units as of 2Q16, and the market has so far exhibited a strong ability to absorb the new supply. Vacancy rates have hovered around 3.5% for most of this period, with rents escalating at an average annual rate of 9% over these four years

According to the most recent data from Multifamily NW, the metro-wide occupancy rate is currently 96.5%, with year-over-year rent growth at 12.9%. New completions account for some of the rent growth, as rent escalation at existing projects is more modest. New supply brought the occupancy down just slightly from the record high set in the fall of 2015 (97.1%).

FIGURE 5.1: RENTAL APARTMENT MARKET TRENDS, PORTLAND MSA (2008 - 2016)



SOURCE: Multifamily NW

While factors such as tenure shift and undersupply due to limited construction in the 2000s have contributed, the market’s success is also a result of demographic growth driven by in-migration. While the former conditions are likely to normalize over time, the latter could be more structural in nature, persisting into future business cycles. A continuation or acceleration of in-migration from other states seems likely given the recent popularity and awareness of the Portland area, and the growth of well-paying jobs, particularly in the technology fields. The Metro area has benefited from the expansion and relocation of technology firms, offering attractive living to employees and employers at lower cost of living than the Bay Area and Seattle.

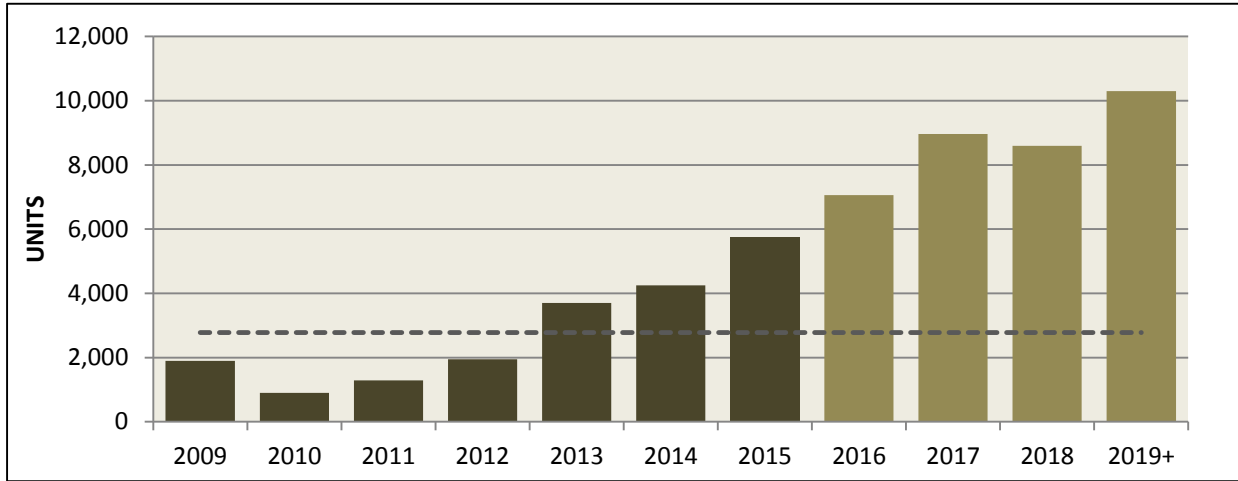
#### Regional Construction Pipeline

As the rental market charges forward, the amount of new supply in all stages of development has grown significantly across the Portland Metropolitan Area. As of 2Q16, JOHNSON ECONOMICS is tracking 323 apartment projects with 28,000 units at some stage in the development process. Defining the current construction cycle as beginning in 2012, this cycle is thus on pace to supply around 45,000 new apartment units – a 24% inventory increase. But as yet, only 30% of this supply has already been delivered.



In general, this cycle of multi-family development started in central Portland and the Hillsboro area, and has spread in recent years to outer neighborhoods and suburban locations as the cycle matures.

**FIGURE 5.2: HISTORICAL AND ANTICIPATED APARTMENT DELIVERIES, PORTLAND METRO AREA**

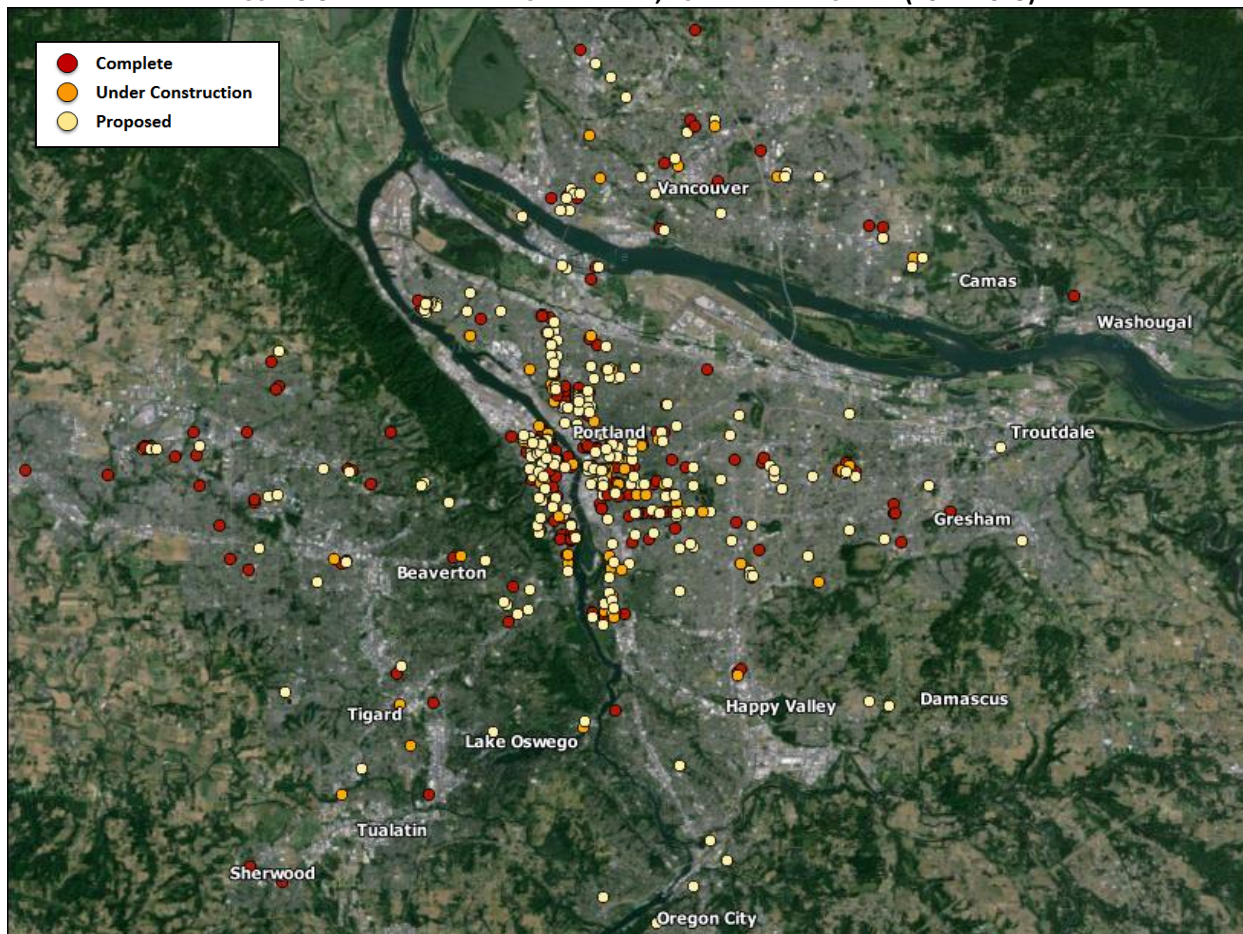


SOURCE: JOHNSON ECONOMICS

The following map shows the location of projects that are currently in the pipeline as well as projects that have been completed so far in this cycle. As the map indicates, Central Portland accounts for a large share of the new projects. Hillsboro and Vancouver is also seeing a considerable increase in supply.



**FIGURE 5.3: APARTMENT DEVELOPMENT MAP, PORTLAND METRO AREA (2012-2019)**

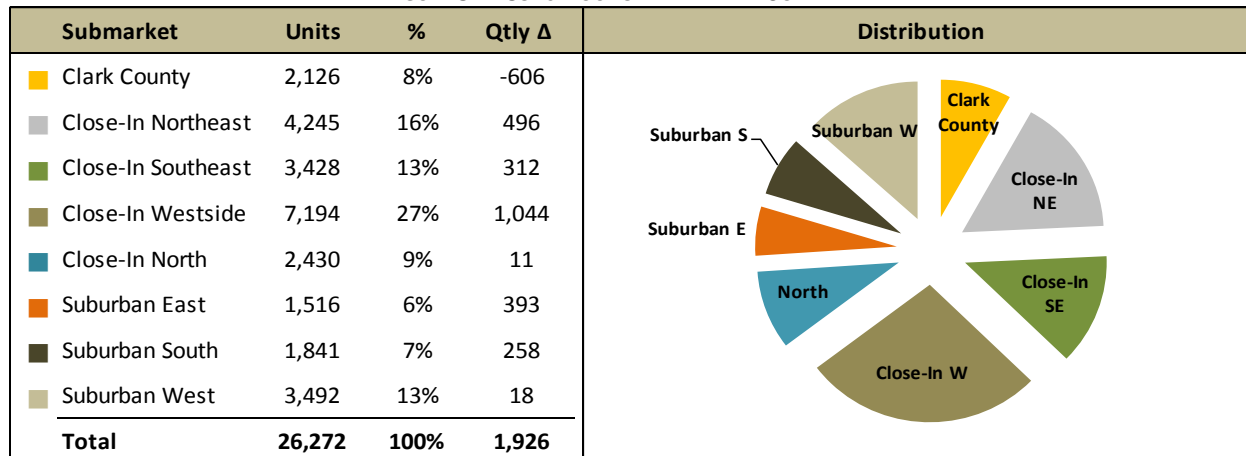


SOURCE: JOHNSON ECONOMICS, QGIS

**Pipeline by Submarket**

Suburban deliveries outpaced urban deliveries through the first two years of the cycle. The balance trended back to Central Portland in 2014, and two-thirds of the current pipeline is located in close-in submarkets. The Close-in Westside (Downtown and Northwest Portland) continues to be the most active submarket within the central city, representing more than a quarter of the metro-wide pipeline.

**FIGURE 5.4: CONSTRUCTION PIPELINE BY SUBMARKET**





*SOURCE: JOHNSON ECONOMICS*

### **Pipeline Impacts on the Market**

The historically wide pipeline of new apartment projects has spurred speculation of whether the Portland market will be overbuilt, and what the impacts of the pipeline will be on rents and occupancy rates. For the Metro Area as a whole, we do not believe the sheer number of units in the pipeline at this time represents overbuilding. The four-county Metro Area had roughly 225,000 households in rental apartments in 2014, according to estimates based on tax lot and census data. The current pipeline represents an inventory increase of roughly 12%. Over a five-year period, this translates into an annual average increase of 2.2%. This is within the absorption potential of the Metro Area, taking into account natural household growth, in-migration, existing pent-up demand, and replacement of dated units.

One potential concern is the amount of high-rent supply and the concentration of supply in Central Portland. The current pipeline in Central Portland (17,000 units) represents a 29% inventory increase, with an annual increase of 7-8% in each of the coming three years. Though in recent years Portland has seen a migration of young renters from the suburbs to the central city, we believe the rent growth in central submarkets will stymie this flow in the near future. Since the recession ended, apartment rents in Central Portland have increased by 55%, while regional renter household income has increased by an estimated 27%. Thus, we expect much of the new supply in Central Portland to be priced above what the average Metro renter can afford. This pricing mismatch between supply and demand is likely to put downward pressure on central city rents over the next few years.

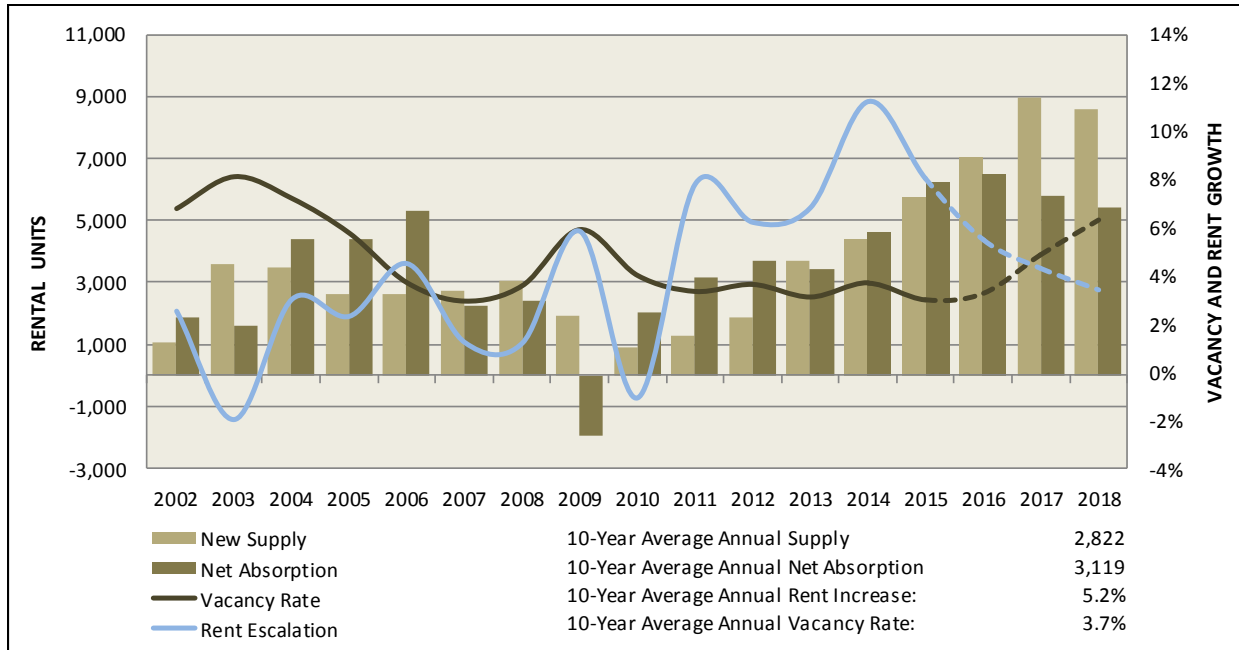
For the suburban markets, the current pipeline represents a 7% inventory expansion – well within the absorption potential of this geography. The rent increases in central Portland, along with the cost of development in these neighborhoods, will continue to push both construction and renters further out to new markets. This effect is well underway in Milwaukie and can be expected to impact Gladstone.

For the Metro Area as a whole, our baseline absorption estimate is for between 5,500 and 6,500 units in each of the coming three years. The large new supply may cause an increase in the metro-wide vacancy to around 6% by 2018, while rent growth will fall toward 3%. This would represent a more stable market for renters and a return to more normal business conditions for developers and owners.





**FIGURE 5.5: HISTORICAL AND PROJECTED APARTMENT TRENDS, PORTLAND METRO (2002 - 2016)**



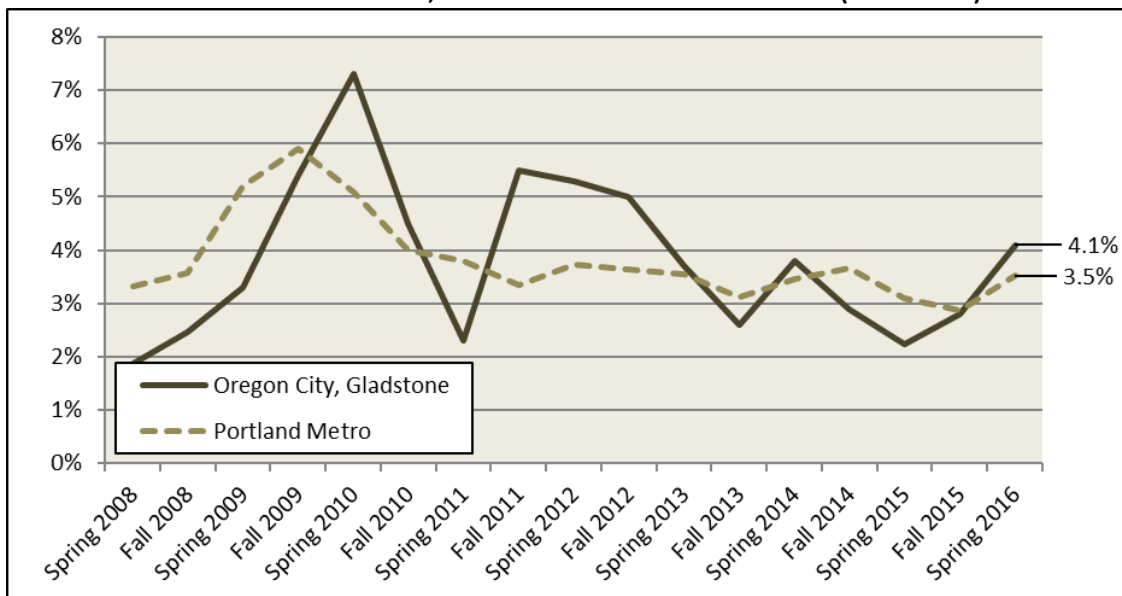
SOURCE: Multifamily NW, JOHNSON ECONOMICS

## MARKET AREA APARTMENT MARKET TRENDS

### Market Area Rent and Occupancy Trends

Like the wider Metro Area, the Oregon City and Gladstone area has seen a significant decline in apartment vacancy rates over the past six years, though there has been an uptick in the past two quarters. The current rate sits at 4.1%, slightly above the metro-wide average. The market is expected to remain tight due to strong growth in employment and wages, combined with a limited amount of new supply.

**FIGURE 5.6: VACANCY TREND, GLADSTONE AREA AND PORTLAND METRO (2008 - 2016)**

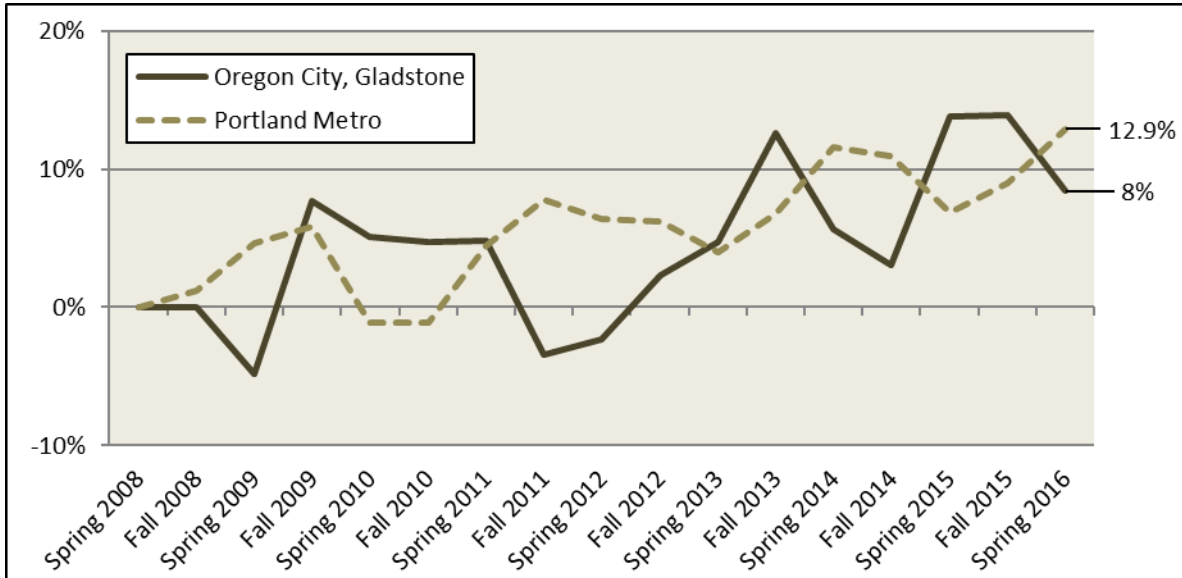




SOURCE: Multifamily NW

The Oregon City and Gladstone area has seen accelerating rent growth over the past three years, reflecting the tightening market. On a year-over-year basis, the rent growth is currently 8% in this market, while the metro-wide growth rate is 12.9%.

FIGURE 5.7: YEAR-OVER-YEAR RENT GROWTH, GLADSTONE AREA AND PORTLAND METRO (2008 - 2016)



SOURCE: Multifamily NW

**Market Area Apartment Sales**

The market area appears to have benefitted from the increasing interest in the Portland market among institutional real estate investors. Cap rates fell to 5.25% in late 2015 for garden-style projects built around the turn of the millennium, suggesting a narrowing spread to top urban projects in Central Portland, which have captured cap rates down to 4.25%. On a per-unit basis, Clackamas County properties have sold for \$115,000 to \$159,000 recently. The sales price per unit averages roughly \$138,000, and the sales price per square foot averages roughly \$164. These prices are roughly 17% less than Metro area sales on average.

FIGURE 5.8: APARTMENT SALES, Q2 2016

Name	City	Sale Date	Sales Price	# Units	Price/Unit	Price/SF	Cap Rate
Breckenridge Apartment Homes	Portland	5/17/2016	\$81,500,000	357	\$228,291	\$301.58	5.5
Cook Street Apartments	Portland	5/12/2016	\$69,000,000	206	\$334,951	\$302.89	
Townfair Apartments	Gresham	5/9/2016	\$31,000,000	265	\$116,981	\$139.71	5.75
The Preserce	Oregon City	6/13/2016	\$21,500,000	135	\$159,259	\$181.80	
Boulder Gardens	Clackamas	5/12/2016	\$18,000,000	157	\$114,650	\$156.52	4.63
The Crossings	Clackamas	6/10/2016	\$13,452,500	96	\$140,130	\$153.07	
Hogan Woods	Gresham	6/3/2016	\$11,100,000	100	\$111,000	\$116.84	5.5
Royal Green Apartments	Gresham	5/31/2016	\$10,500,000	90	\$116,667	\$119.75	5.61
King Street Lofts	Portland	5/13/2016	\$8,300,000	36	\$230,556	\$385.83	5.00
Castlewood Arms	Beaverson	4/28/2016	\$7,950,000	72	\$110,417	\$129.58	
<b>Averages (All Properties)</b>			<b>\$27,230,250</b>	<b>151</b>	<b>\$166,290</b>	<b>\$198.76</b>	
<b>Averages (Clackamas Properties)</b>			<b>\$17,650,833</b>	<b>129</b>	<b>\$138,013</b>	<b>\$163.80</b>	



SOURCE: Colliers, Portland State University

### Market Area Apartment Pipeline

While there has been a flurry of building activity since the downturn—JOHNSON ECONOMICS currently tracks over 400 projects listed as proposed or under construction in the Metro area—very few of these are in the Portland Avenue market area. We identify only four projects within the three-mile Primary Market Area. The largest of these projects is Clackamette Cove in Oregon City, which will see nearly 470 units completed in the next two years. The project has been in the works for nearly a decade, but has finally started construction.

We extended our search for pipeline properties to a five-mile radius in order to give a broader perspective of what is being built around the market area. The projects represent recently completed projects as well as projects currently in planning or under construction. (See following Figure and map on next page.)

There are several other projects besides the Cove that are being built in the Oregon City area. The most ambitious of these projects is a 183-unit project planned across from Oregon City High School. Despite early appeals by some against the project, it seems it will go forward, even though construction has not begun. Another ambitious, and highly contentious project, is the Block 137 redevelopment in downtown Lake Oswego. This project is bringing over 200 new apartment units, plus retail and an underground parking facility to the area.

FIGURE 5.9: PIPELINE PROJECT CHARACTERISTICS

Name	Address	Status	Delivery	Entitlement	Floors	Units
Acadia Gardens (Affordable)	8370 SE Causey Ave	Complete	2013	Permit Issued		41
The Landing	14743 Scarlet Oak St, Oregon city	Complete	2012	Permit Issued	2	302
Block 137	330 1st St	U.C.	2018	Permit Issued	4	207
The Cove Garden Apartments	South Agnes Rd	Proposed	2018	LU Approval		468
Unnamed (Oregon City Apts)	2507 S Beaver creek Rd	Potential	?	None		40
Petra Memory Care	950 South End Rd.	Complete	2016	LU Approval	2	31
Olson Drug site	617 Monroe St, Oregon City	Proposed	2017	LU Review	3	15
Rose Villa Senior Living (Ph.1 Redev.)	13505 SE River Rd	Complete	2016	Permit Issued		77
Oatfield project	SW Roethe Rd and Oatfield Rd	Proposed	2017	None		28
Unnamed (Oregon City Apts)	S Beaver creek Rd (Across from OC High School)	Proposed	2018	LU Approval		183
Latitude	8411 SE Causey, Happy Valley	Complete	2015	Permit Issued	2	120
Unnamed West Linn MF	Tannler Dr & Blankenship Rd	Proposed	2018	Pre-App Conf.	3	192
Holcomb Plaza Apartments	13849 Holcomb Blvd., Oregon City	Proposed	2017	LU Review	3	18
Town Center Greens	8500 SE 85th, Happy Valley, OR	U.C.	2016	Permit Issued	3	60
Lake Oswego North Anchor Apt. Project	1st Street & B Ave	Proposed	2018	Pre-App Conf.	4	60
Northwest Housing Alternatives Apts	SE 23rd/Willard and Lake Rd	Proposed	2017	None		28
<b>Total Units</b>						<b>1870</b>

SOURCE: JOHNSON ECONOMICS

### Summary of Pipeline Observations

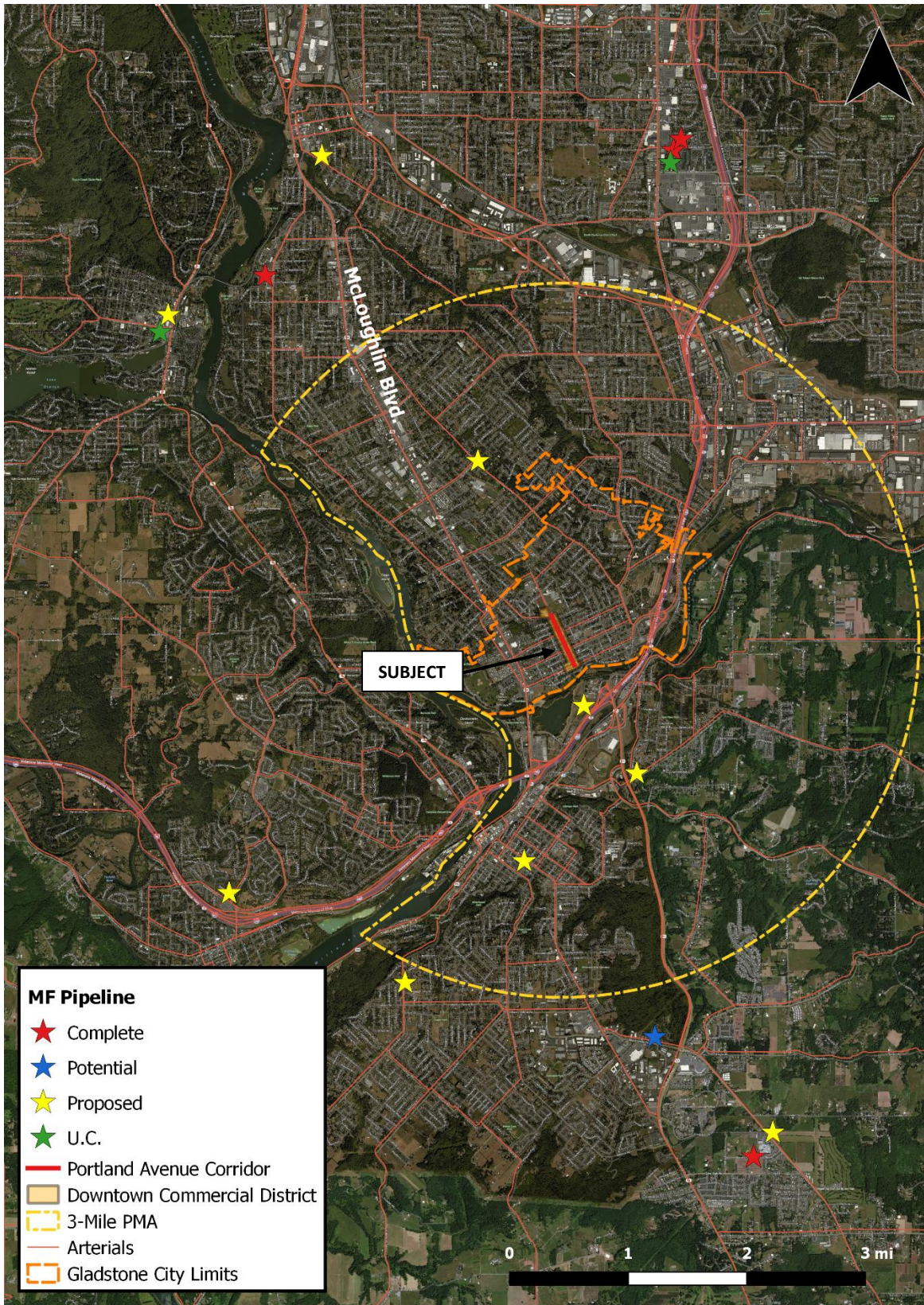
An estimated 90 units are scheduled for delivery in the five-mile area through 2017, far below the numbers seen in other parts of the Metro area. By 2018, however, we expect to see at least an additional 925 units come online, a number that jumps to just over 1,100 if the aforementioned project adjacent to Oregon City High School starts construction within the next few months.

Much of the recently completed supply in the area has been in the form of affordable units, or those oriented towards seniors. This includes an addition at Rose Villa Senior Living, and Petra Memory Care, an assisted living facility aimed at helping people with Alzheimer's disease, dementia, and other types of memory loss. Those seeking traditional market rate apartments have not seen many newer options at their disposal.

Furthermore, many of the 1,100 units due to come online in 2018 in the five-mile area, are not necessarily comparable to potential development along the Portland Avenue Corridor. Block 137 in downtown Lake Oswego, for instance, will likely command higher rents than can be expected to be obtained in other suburban markets, including Gladstone. Even Clackamette Cove will likely see higher rents than can be achieved in the study area.



**FIGURE 5.10: RENTAL APARTMENT CONSTRUCTION PIPELINE**



SOURCE: JOHNSON ECONOMICS



However, while the amount of new construction in the Metro area as a whole has led to some question of how quickly it can be absorbed, that should not be an issue in the market area with so few new projects on the horizon. Surveyed units were roughly 97.5% occupied at the time of survey, above the average occupancy for both the Oregon City/Gladstone area and the Metro region as a whole. An occupancy of 95% represents a balanced market, indicating that there is new and pent-up demand for more apartments, particularly in areas like Gladstone which haven't yet seen the impacts of the current cycle.

The area's population has been growing at between 0.8% and 0.9% per year, well below the 1.3% rate seen throughout the Metro area as a whole. However, it is important to reiterate that the multi-family pipeline in the market area is not growing like it is in Portland, Happy Valley, or many of the Westside suburbs. This forces people to either find existing apartments, which are limited in vacancy, or look at single-family housing.

## COMPETITIVE MARKET SURVEY

In order to assess the competitive environment, JOHNSON ECONOMICS surveyed six apartment properties considered relevant in terms of the building type and design, and location in traditional suburban town centers. Multifamily pricing is much more prone to fluctuations based on the age of a property/building. Due to the lack of recent apartment projects in the primary market area, we looked outside the market area for newer projects located in comparable markets. We included one such property from Sherwood, one from Sellwood, and three such properties from Gresham. We did include one property from Gladstone, Rivergreens Apartments, for pricing comparison purposes. Rivergreens was built in 1992, while all of the other properties were built on or after 2000.

Comparable sheets of surveyed properties with detailed information can be found in the appendix of this report.

### Positioning relative to the surveyed properties

As the Gladstone apartment market has been largely stagnant, distance to surveyed properties took a back seat to type of properties. Apartments that locate in the Portland Avenue Corridor will have relatively limited space in which to build; garden-style apartment properties are not feasible and were not included for the purposes of figuring out pricing. The one exception to this was Rivergreens Apartments, which was included to get an idea of pricing in the local market, regardless of the type of project. The fact that a 24-year old, garden-style project like Rivergreens is able to obtain a blended per-square-foot average rent of roughly \$1.30 bodes well for the prices of future up-to-date developments within the revitalization corridor.

Other than Rivergreens, we looked at properties in suburban commercial districts. The two newest projects included are Cannery Row in Sherwood, and Madison @ Sellwood in the Sellwood neighborhood of Portland. Both projects were completed in 2014. Cannery Row is located near Old Town Sherwood, close to shopping and restaurants. The area has a Walk Score® of 83. The site sits just two blocks away from the TriMet #93 and #94 bus stop. Using TriMet from this location takes about an hour to get to downtown Portland, which is roughly the same time frame one experiences if taking the bus from the Portland Avenue Corridor in Gladstone.

Madison @ Sellwood is a unique property within Sellwood. Unlike most new apartment buildings within Portland which have seen a majority of smaller studio and 1-bedroom units, Madison @ Sellwood offers only two-bedroom, two-bath units. The units, ranging from 1,009 to 1,226 square feet, are also priced lower than similar buildings in the area. This is largely due to the developers underpricing the property when it came on the market in order to fill the 21-unit building to capacity quickly. We have seen per-square-foot prices climb from \$1.54 in March 2015 to \$1.73 as of August 2016. This represents an over 12% increase during this time frame, yet the property is still below what the market can bear.

### Rents at the Surveyed Properties

The six surveyed properties used for pricing analysis achieve average effective rents ranging from \$1.21 to \$1.76 per square foot. On a per-unit basis, the averages range from \$983 to \$1,854. Cannery Row captures the highest PSF



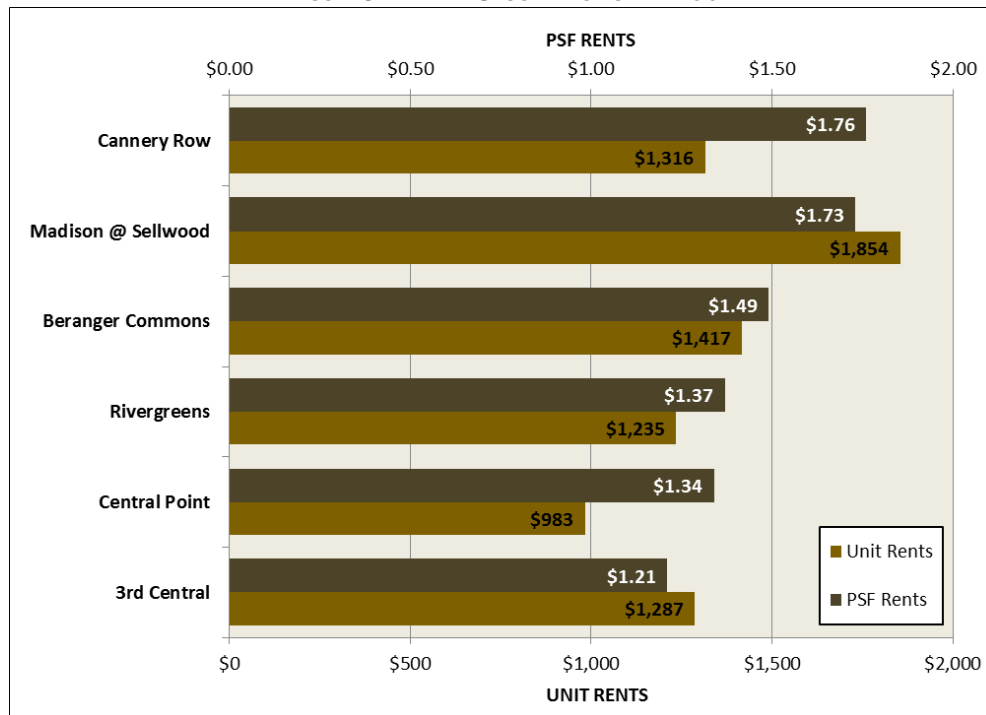
rents, while the Madison @ Sellwood obtains the highest rents per unit. The lowest per-square-foot rents are found at 3<sup>rd</sup> Central Apartments in Gresham. Though we'd expect higher rates at this property due to its location, the PSF average remains low largely due to the fact that only 33% of its units are under 1,000 SF. Conversely, Central Point receives the lowest per-unit rates as nearly all of its units are 800 SF or below. It does, however, obtain a \$1.34 PSF, 13 cents higher than that of 3<sup>rd</sup> Central.

**FIGURE 5.11: SUMMARY OF UNIT AND RENT CHARACTERISTICS**

Project Name/ Location	Year	Occupancy	Unit Characteristics					Rent Characteristics			
			Type	Units	Mix	Sq. Ft.	Vacant	Low Rent	High Rent	Avg. Rent	Avg. Rent Per SF.
<b>ALL SURVEYED UNITS</b>			Studio	16	3%	544	1	6%	\$1,182 - \$1,182	\$1,182	\$2.17
Average age (years):	4.8		1B/1b	180	34%	769	6	3%	\$950 - \$1,441	\$1,166	\$1.52
Average occupancy):	98.4%		2B/1b	10	2%	838	0	0%	\$1,100 - \$1,705	\$1,357	\$1.62
			2B/2b	227	43%	1110	3	1%	\$1,235 - \$2,050	\$1,454	\$1.31
			3B/2b	89	17%	1270	3	3%	\$1,445 - \$2,005	\$1,579	\$1.24
			<b>Total</b>	<b>522</b>	<b>100%</b>	<b>997</b>	<b>13</b>	<b>2%</b>	<b>\$950 - \$2,050</b>	<b>\$1,366</b>	<b>\$1.37</b>

SOURCE: Local Brokers, Leasing Agents, JOHNSON ECONOMICS

**FIGURE 5.12: PEER GROUP PRICING ANALYSIS**



SOURCE: Local Brokers, Leasing Agents, JOHNSON ECONOMICS

**Estimated Achievable Rents in the Study Area**

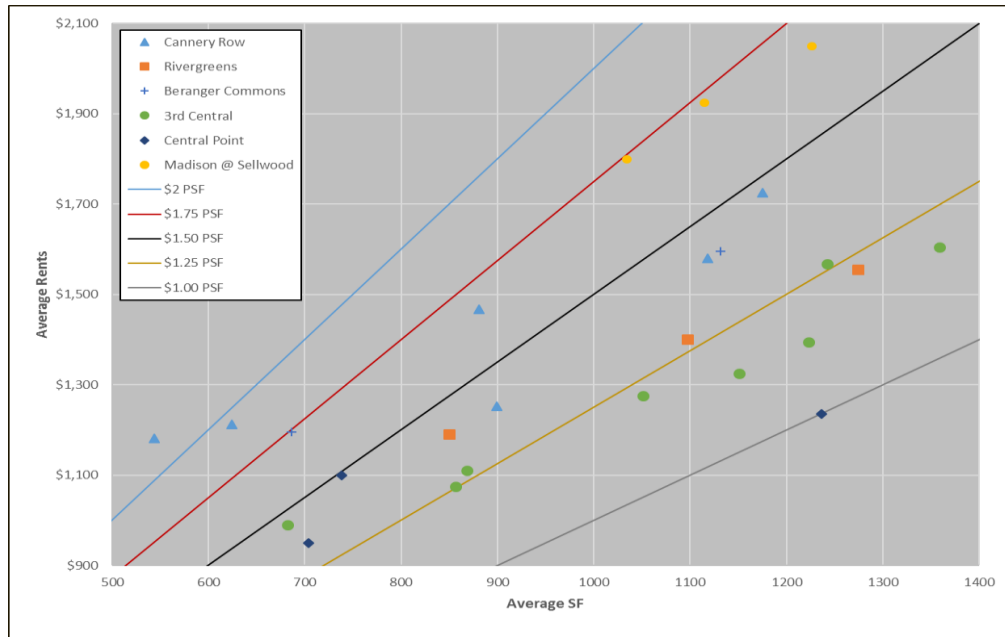
The approach used in estimating achievable rent levels at the subject site involves both a qualitative assessment of competitive position and a quantitative rent analysis. The qualitative component emphasizes locational characteristics such as access, visibility, configuration, views, type and character of surrounding land use, and proximity to amenities. Project characteristics like unit and community amenities are also considered. The quantitative component is informed by observations made in larger analyses conducted by JOHNSON ECONOMICS of



typical rent gradients and premiums associated with different property/unit characteristics and amenities. The rent estimates assume that the project uses the higher end community and unit amenities found among comparable projects.

The following charts provides a visual display of how new development in the study area may be positioned relative to the surveyed properties in terms of rents. The charts are followed by a brief summary of some of the qualitative factors considered.

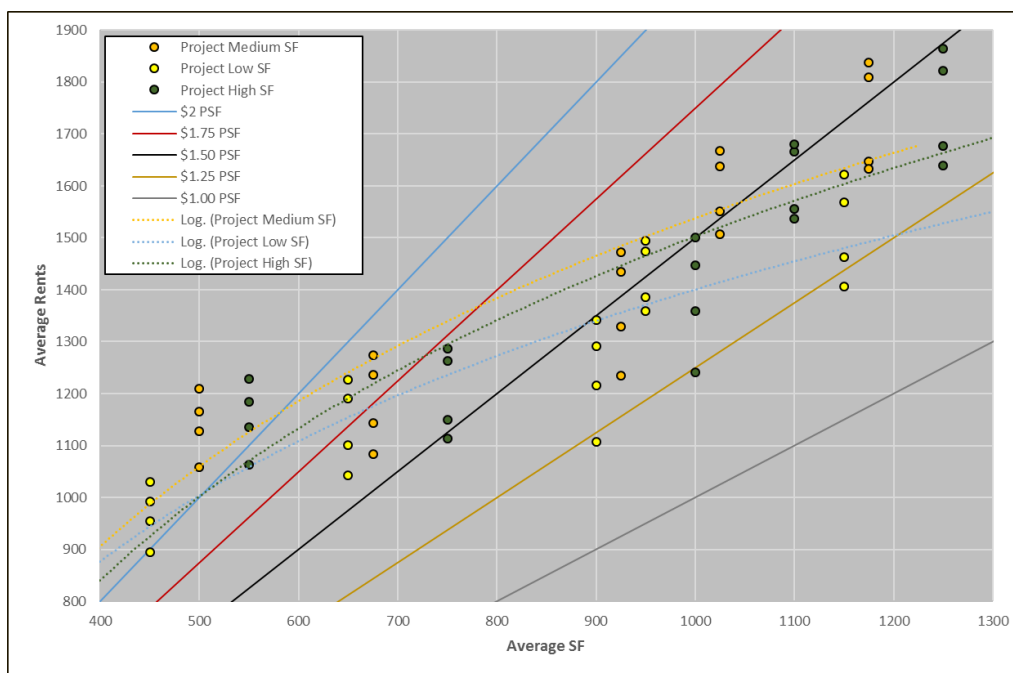
**FIGURE 5.13: PEER GROUP PRICING ANALYSIS**



SOURCE: JOHNSON ECONOMICS

**FIGURE 5.14: PROJECT SITE LOW, MEDIUM, AND HIGH**





SOURCE: JOHNSON ECONOMICS

## VI. OWNERSHIP RESIDENTIAL CONDITIONS

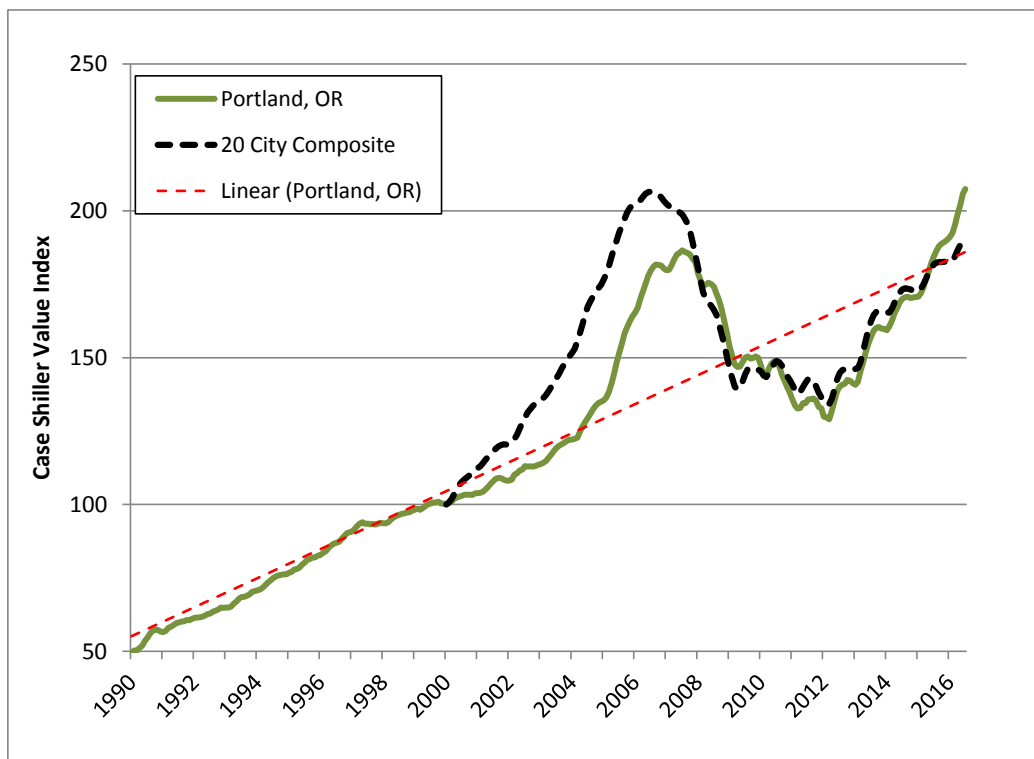
This section presents findings of general ownership housing trends. Nearly all ownership housing in Gladstone consists of detached single family homes. The Census estimates that this type of housing makes up 88% of owner-occupied housing, while mobile homes account for an additional 10%. Various types of attached housing, such as duplexes make up just 2%. Home sales records reflect this with just 2% of sales being for condo units, and the remainder of sales being detached homes. Because of this, it is likely that attached condominium buildings will be a low-likelihood development form for the study area for the foreseeable future. For this reason, this section is briefer than the discussion of rental apartment development forms, and does not include comparable properties. However, it does include findings of likely condo pricing in the area.

### General Housing Trends

The Portland Metro area followed the general trends in the housing cycle as the rest of the nation since the turn of the century. This included rapid growth in housing prices and sales activity in the early 2000's, accelerating mid-decade into what many have characterized as an asset "bubble." This period was characterized by increasingly speculative behavior, loose lending standards, and even fraud as many houses were treated more as investment vehicles and short-term assets rather than homes.

This activity peaked for most of the nation in 2006, before prices began to fall, precipitating a recession and financial crisis driven in no small part by failing housing loans and securities. House prices continued to fall in most of the U.S. until 2012, when a recovery began. According to the widely-cited Case Shiller index, home prices in their broadest 20-city composite index have now rebounded 42% since their low, but remain 8% lower than at their previous peak.

**FIGURE 6.1: CASE SHILLER HOME PRICE INDEX, PORTLAND METRO AND 20-CITY COMPARISON**



Source: S&P Case-Shiller Index, Johnson Economics

The Portland Metro market has followed this general trend, but with some important caveats. The rapid home price growth, or “bubble,” did not truly take off in the Portland (or Seattle) region until years after this trend was already evident in many national markets. The growth rate stayed true to the previous trend until roughly 2004 (see Figure). The effect was that the size of the bubble did not grow nearly as large as it did nationally. In addition, it didn’t peak in the Northwest until a year after the national peak.

Since 2012, the Portland and Seattle markets have distinguished themselves by with rapid price increases. Portland has often led all markets tracked by Case Shiller in the percentage gains in home prices measured year-over-year. After generally following the national trend down, and early in the recovery, Portland prices are now over 11% higher than the previous peak, having increased an estimated 60% since the low point. Home prices in the metro area have grown by double-digit percentage increases each year for the last three years.

Across much of the country, this rebound in home prices has not yet been matched by a commensurate rise in homebuilding activity. This is because many homebuilders and lenders remained cautious after the last downturn, and because in some overheated markets, an oversupply of homes and buildable land still persists.

### **Homebuilding Trends**

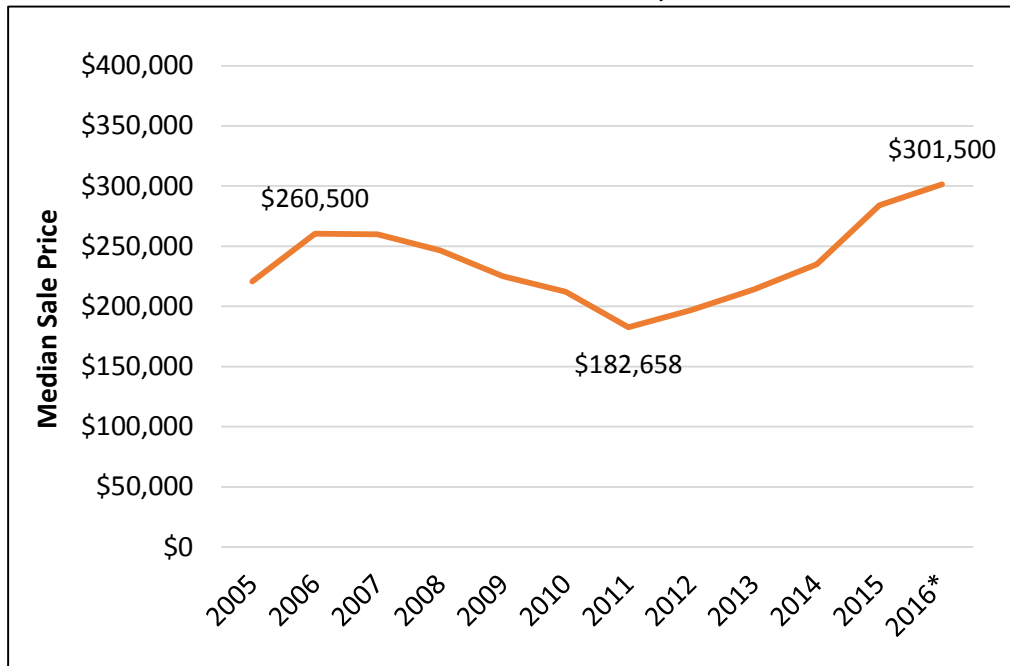
In the Portland area, homebuilding interest has returned but is hampered on the urban fringes by the Urban Growth Boundary which limits the amount of new buildable acreage available. Within the boundary, ownership housing must be supplied through infill or condominium development. Infill development can only provide a limited number of units due to the size of available parcels. Condo development has been nearly non-existent since the last housing bust, in which many new condo buildings were left financially distressed. Lenders remain wary of getting involved in condo projects, and the rental apartment market has been lucrative enough to keep the attention of developers.

Due to these factors, the pipeline of new homes for sale is likely to remain below the level of new demand for some time to come. Given rapid population growth and growth in high-wage industries, prices for the current supply of



housing will continue increasing. At some point, home prices will rise to the level that justify new attached condominium projects to meet demand, particularly if the rental apartment market becomes oversupplied.

**FIGURE 6.2: MEDIAN HOME SALE PRICES, GLADSTONE**



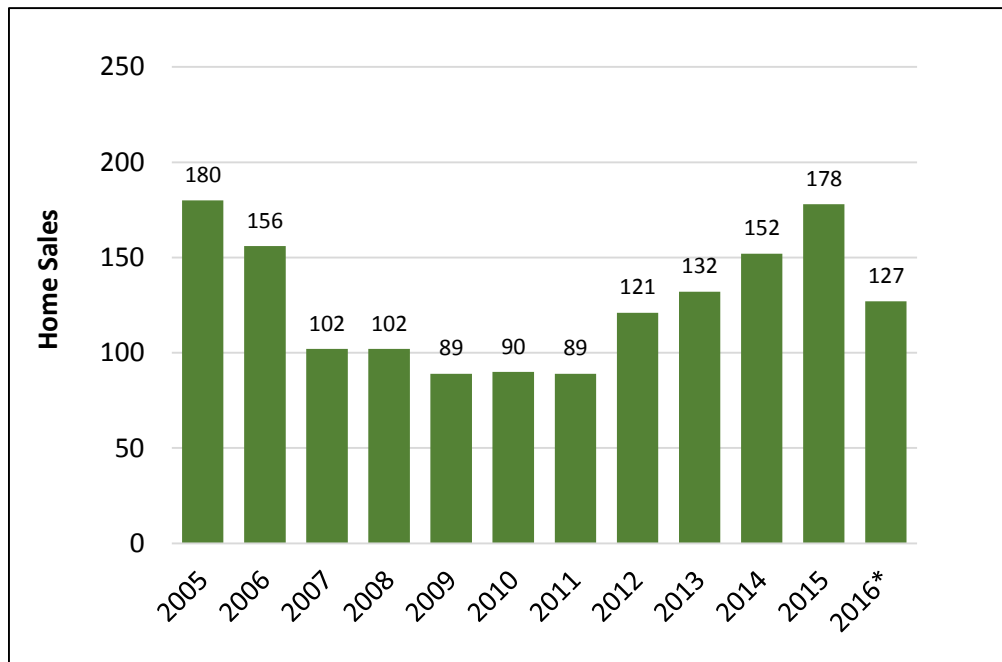
Source: RMLS, Johnson Economics  
 \* By August 2016

**Gladstone Housing Trends**

Home prices in Gladstone have followed the same general trend seen in the Metro area. The median home sales price peaked in 2006 and 2007, before falling nearly 30% by 2011. Since then, the median price as recovered 65% from the low, to over \$300,000 by the summer of 2016. This is roughly 15% less than the overall Portland Metro median sale price of \$350,000.

Over the last two to three years, the increasingly expensive housing in central Portland neighborhoods has begun to displace residents and push some homebuyers into outer neighborhoods and suburbs. This trend is well established in Milwaukie to the north, and is becoming apparent in Gladstone and the county. New households of younger and more modest means will continue to be attracted to the community and home price increases should be expected to continue.

**FIGURE 6.3: NUMBER OF HOME SALES, GLADSTONE**



Source: RMLS, Johnson Economics

\* By August 2016

#### **Estimated Achievable Pricing in the Study Area**

As noted the current median sales price for detached home has reached \$300,000, and \$170/s.f. The average home sold is 1,800 s.f. with three bedrooms and two bathrooms. The community vision for the Portland Avenue study area which arises through this planning process is unlikely to favor new detached homes as the best use on this corridor going forward. Though many such homes are found on Portland Avenue, future *new* development is likely to take denser forms.

According to RMLS, the median sale price of condo units in the broader Gladstone/Milwaukie/Clackamas market was \$180,000, or \$150/s.f. The average condo unit sold was 1,200 s.f. with two bedrooms and two bathrooms. Units built after 2000 represented about half of the sales, and achieved a higher sale price of \$230,000, or \$160/s.f. This price is a better indicator of what new condo units in the study area might achieve.



## VII. FORECAST OF RESIDENTIAL DEMAND (RENTAL AND OWNERSHIP)

This section presents forecasts of housing demand within a two-mile radius of the study area. This market area incorporates the City of Gladstone as well as some surrounding areas. It is meant to represent the area in which households who might consider living in the study area might cross-shop for locations.

### **Forecast of Housing Demand**

JOHNSON ECONOMICS' mid-term housing demand forecast is based on recent market trends, as well as the current and projected demographic characteristics of households in the study area. Existing households in the market area are stratified by age and income cohort, which are the best predictors of tenure split. Using a matrix of propensities to either own or rent based on age and income cohort, the projected new households are converted to a forecast for rental and ownership housing units.

Demand is presented in terms of *Structural Demand* (from net new households being added to the community), and *Total Demand* (which includes the turnover demand from existing households moving within the market area). The structural demand is a measure of total community growth, while the total demand includes existing households which may be part of the target market for new housing units which improve upon current available choices.

### **Structural Demand**

Over the 10-year forecast period, the PMA is expected to add over 1,250 new households, or an average of 125 households per year. These households are forecasted to be more heavily weighted towards owners (63%) than renters (37%). This rate would represent a higher share of owner households than currently found in Gladstone, because new households are expected to have relatively higher incomes relative to current residents, and are expected to be seeking the homeownership opportunities that are becoming increasingly expensive closer to central Portland.

### **Total Demand Profile**

Total demand is measured differently for renter and homeowner households because renters move with much greater frequency than homeowners. The forecast model used here assumes that 15% of renter households move per year, while 5% of owner households move. These are conservative estimates on both counts, meant to produce a more conservative forecast and err on the side of not overstating total demand for the purposes of this analysis.

### **Rental Housing Demand**

**Structural Demand:** Over the 10-year forecast period, new household growth is projected to roughly 465 net-new households seeking rental apartment housing in the market area, or 50 households annually. The growth is expected to be concentrated mostly in middle- and lower-income households, and those aged 55 to 84 years, reflecting the aging of the Baby Boom generation.

**Total Demand:** Renter households in the community looking to move over the next 10 years, may be looking for a unit or location which better suits their needs. Especially in a community such as Gladstone, with an aging and obsolete rental stock (as discussed more below), the pool of existing renters which are moving within the community should be an important source of demand for new, up-to-date units.

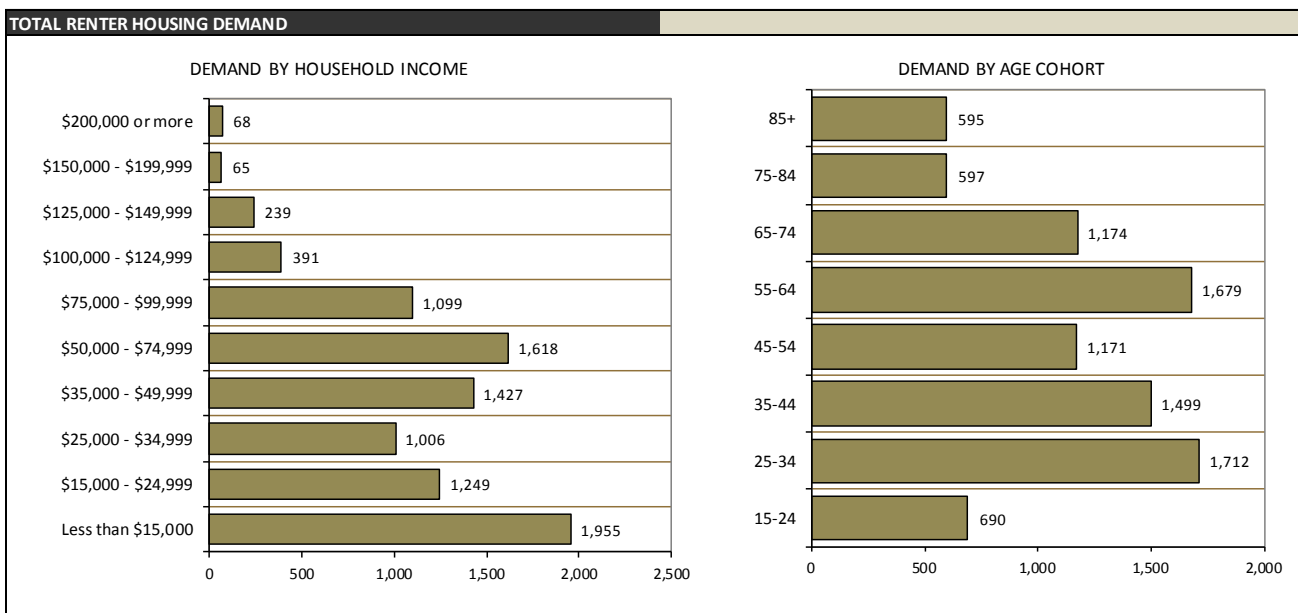
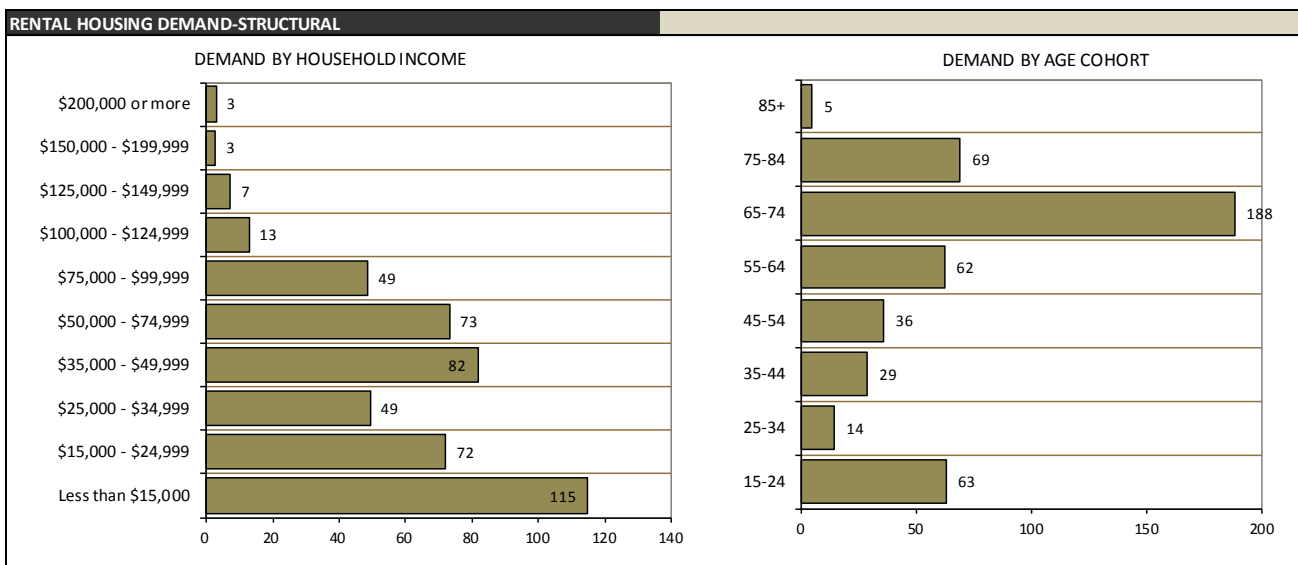


In total, assuming that 15% of renter households move per year, there is an estimate of over 9,100 rental households (structural and turnover) moving over the 10-year period. When total demand is considered, the demand is more evenly stratified across income and age groups.

Much of this demand will be met with by the units vacated from those moving locally within the community (i.e. the turnover units). However, the structural demand (net new households in the community) combined with the condition of the current rental stock, indicates that there will be strong interest for new up-to-date rental units among these 900 households moving annually.

The following figure outlines estimated structural and total market depth for rental apartments by age and income cohort.

**FIGURE 7.1: TOTAL PROJECTED RENTAL APARTMENT MARKET DEPTH (2016-2026)**



Source: Neilson Claritas, and JOHNSON ECONOMICS

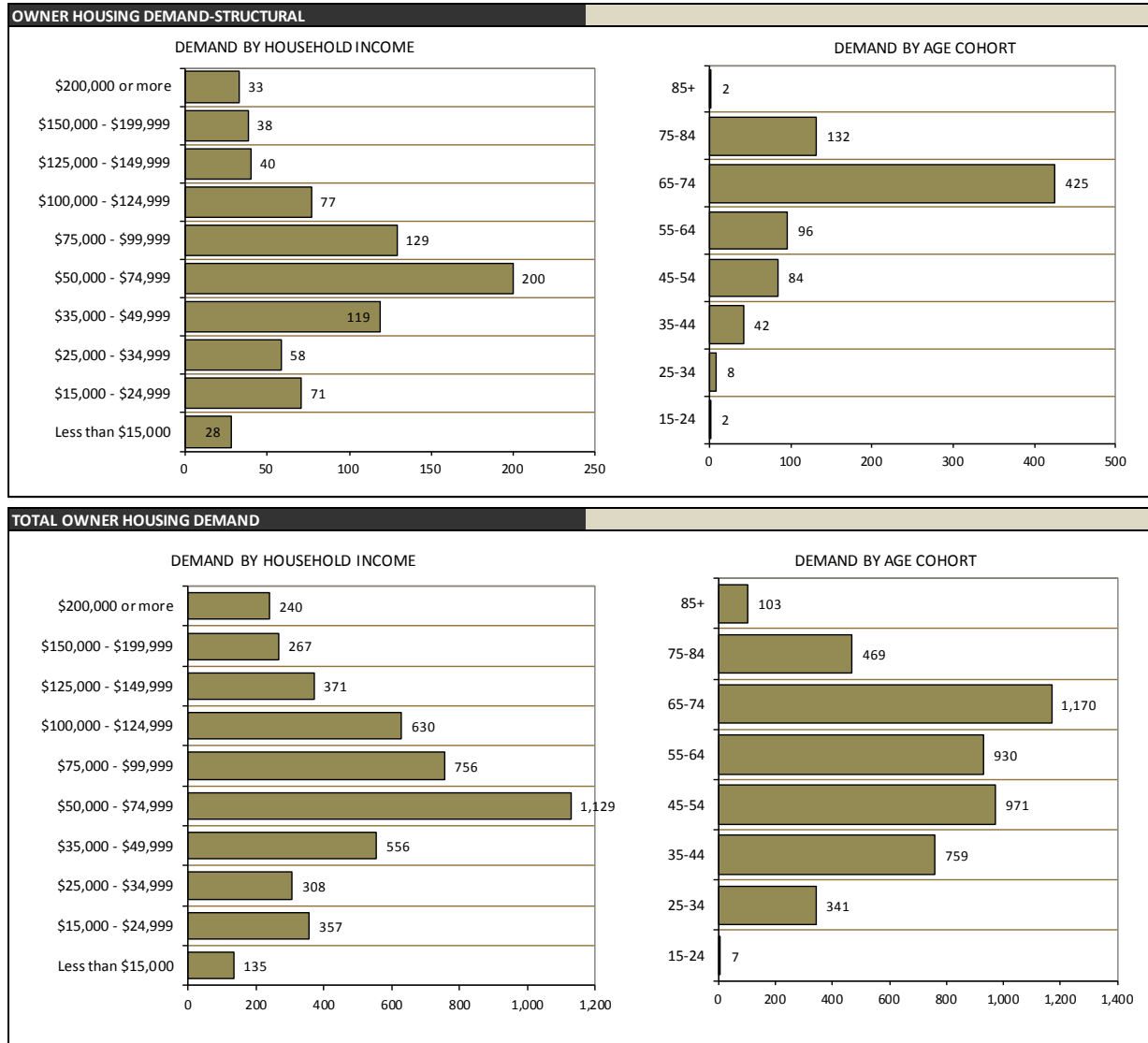
**Ownership Housing Demand**

**Structural Demand:** Over the 10-year forecast period, new household growth is projected to add roughly 790 net-new households seeking ownership housing in the market area, or nearly 80 households annually. The growth is expected to be concentrated in middle-income households, though there is significant demand in lower and upper ranges as well.

**Total Demand:** In total, assuming that 5% of existing owner households move per year, there is an estimate of nearly 4,750 households (structural and turnover) moving over the 10-year period. As with rental units, much of this demand will be met with by the units vacated from those moving locally within the community (i.e. the turnover units). However, newly built ownership opportunities always remain competitive for those with the means. The following figure outlines estimated structural and total market depth for rental apartments by age and income cohort.



FIGURE 7.2: TOTAL PROJECTED OWNERSHIP HOUSING MARKET DEPTH (2016-2026)



Source: Neilson Claritas, and JOHNSON ECONOMICS



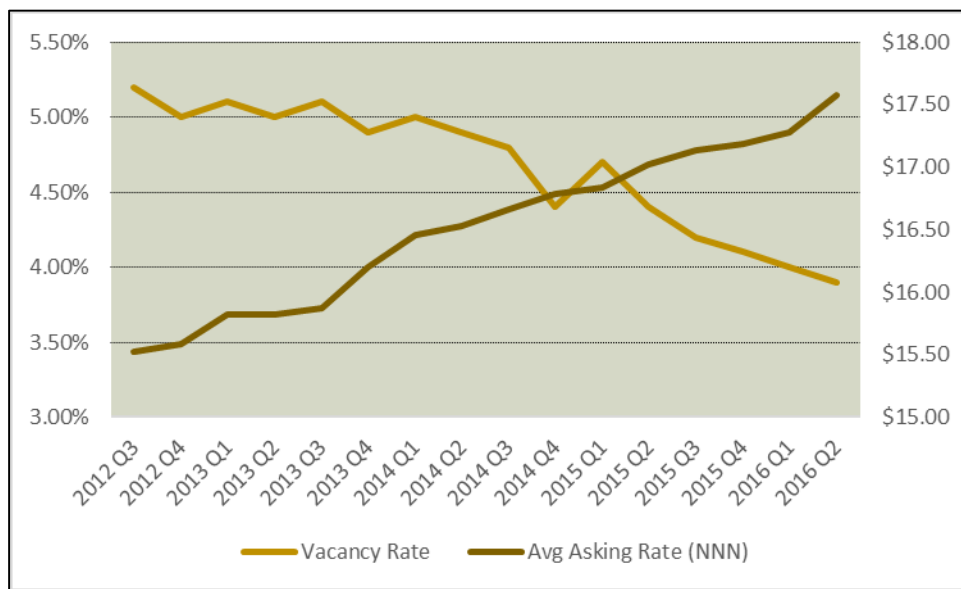


## VIII. RETAIL AND COMMERCIAL MARKET CONDITIONS

### CURRENT MARKET CONDITIONS

Like the office market, the Portland-area retail property market has been very strong since the recession. While national vacancy rates for retail hovers at around 7.6%, the Portland retail market is at roughly half that number, 3.9%, which is near historic lows. As with the office, industrial, and multifamily markets, construction for retail space development has not kept up with recent demand. As the vacancy rate has fallen, the average asking lease rate has risen. In the past year, lease rates are up 3.3% to \$17.58/SF/Year triple net. The opposite trends of these two indicators can be seen in Figure 8.1 below.

**FIGURE 8.1: VACANCY AND ASKING RATES FOR THE PORTLAND AREA RETAIL MARKET**



SOURCE: Kidder Matthews, JOHNSON ECONOMICS

**FIGURE 8.2: RETAIL SPACE INVENTORY, PORTLAND METRO AREA**

Quarter	Square Footage		
	Net Absorption	Delivered	Under Construction
2016 Q2	92,711	51,783	467,380
2016 Q1	199,136	140,763	380,411
2015 Q4	195,770	123,735	434,416
2015 Q3	338,000	336,161	450,581
2015 Q2	74,444	129,574	561,969
2015 Q1	-171,061	301,662	542,516

SOURCE: Kidder Matthews, JOHNSON ECONOMICS



### COMPETITIVE MARKET SURVEY

In order to assess the competitive environment, JOHNSON ECONOMICS surveyed five retail properties considered relevant in terms of location or profile. The surveyed retail properties are spread out slightly farther apart than the office properties. Three properties are in Oregon City, one property is in Milwaukie, and one property is a former book store in downtown Lake Oswego. The following page shows a map of the surveyed properties.

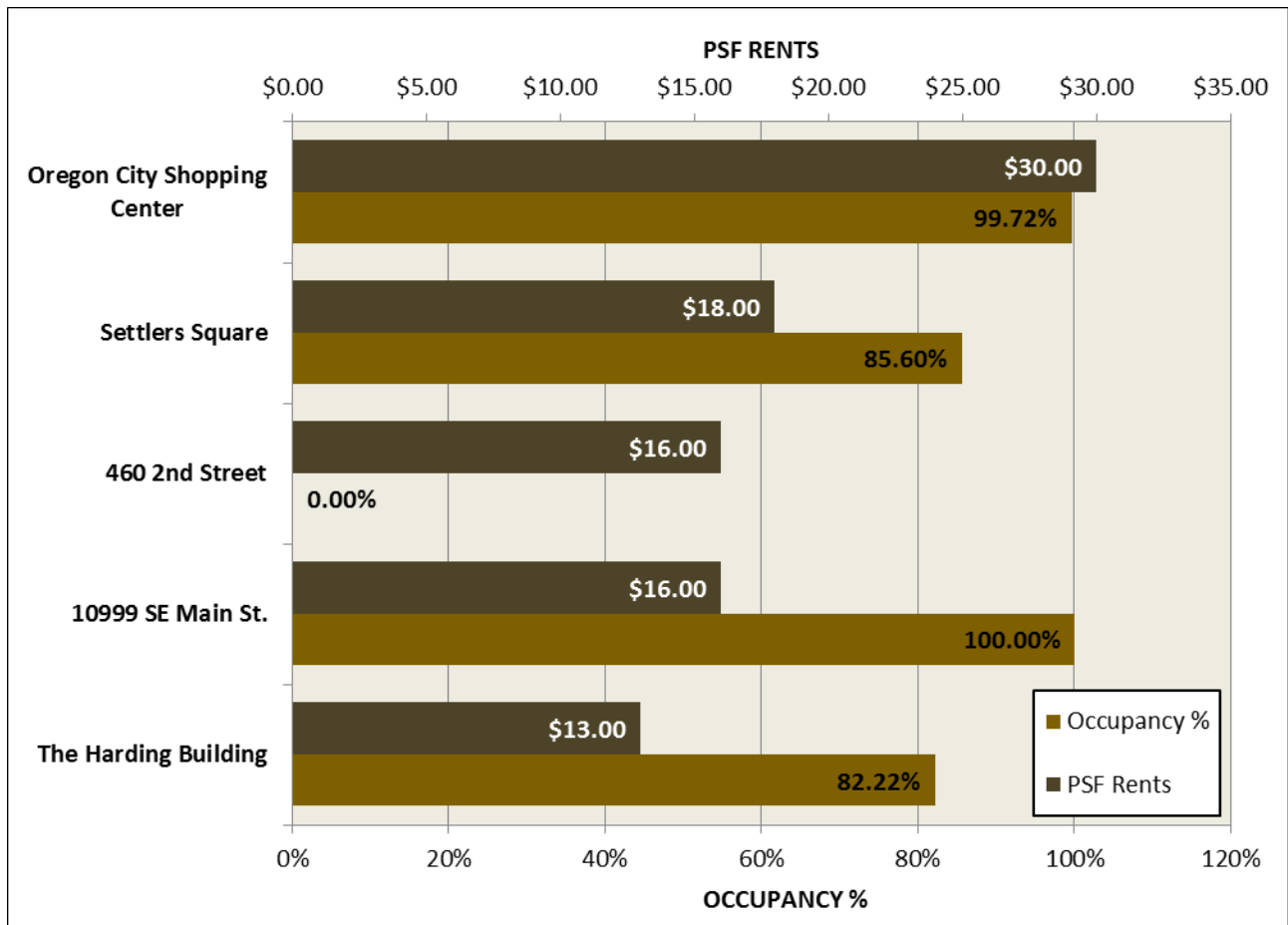
Comparable sheets of surveyed properties with detailed information can be found in the appendix of this report.

**FIGURE 8.3: SUMMARY OF RETAIL COMPARABLES**

Comp #	Name	Available SF	Occupancy	Asking Rate
1	The Harding Building	3,200	82%	\$13
2	Oregon City Shopping Center	668	100%	\$30
3	10999 SE Main St.	0	100%	\$16
4	Settlers Square	3450	86%	\$18
5	460 2nd Street	8,000	0%	\$16
<b>Totals/Avgs.</b>		<b>15,318</b>	<b>95%</b>	<b>\$10 to \$30</b>

SOURCE: CoStar/Loopnet, JOHNSON ECONOMICS

**FIGURE 8.4: RETAIL PRICING AND OCCUPANCY %**



SOURCE: CoStar/Loopnet, JOHNSON ECONOMICS



FIGURE 8.5: MAP OF SURVEYED COMPARABLES



SOURCE: JOHNSON ECONOMICS



## RETAIL GAP ANALYSIS

NOTE: Due to the unique nature of the area being one of the main hubs for vehicle purchases in the Metro area, we have excluded the numbers for motor vehicle sales from our analysis. Similarly, gasoline station supply and demand (NAICS 447) are not included. These categories are unlikely to be relevant to the types of new retail businesses which might locate in the study area.

With those excluded, it becomes clear that neither the three-mile radius PMA, nor smaller one and two-mile radii trade areas, have enough retail supply to meet the demands of today, let alone that of the household growth that is going to happen over the next five to ten years and beyond. We can see that only one retail category, Building Material and Garden Equipment Stores, currently meets the needs of the residents within a one-mile radius from the center of the Portland Avenue Corridor, let alone the needs of a growing population. This should not come as surprise, as the bulk of the one-mile area is comprised of single-family homes, which means that residents need to travel away from their homes in order to procure their necessary retail goods.

The biggest need in the area is for Food and Beverage Stores, specifically full-service grocery stores, a retail category that has a leakage of over \$9 million in the one-mile market area alone. The most convenient grocery option for many in this area is the Safeway at 82<sup>nd</sup> Drive and I-205, which is less than one mile from the study area. Other than that, residents can either head to a cluster of grocery options near the northern boundary of the three-mile PMA, along McLoughlin Blvd, go south into Oregon City or West Linn. There is a small market in the study area at Portland Avenue and W Dartmouth, which offers limited merchandise.

Other retail necessities with major leakage are Health and Personal Care Stores, and Clothing and Accessories Stores. Many people often buy health and personal care items at large grocery stores instead of stand-alone pharmacies such as Walgreens. Because of the dearth of options in the grocery category, it is no wonder that residents are underserved in the health and personal care sector as well, even though there is a Walgreens available at McLoughlin Blvd and West Arlington Street. Clothing options are also meager in the area.

## RETAIL SPACE DEMAND

Household retail spending, not including money spent at auto dealers and gas stations, ranges from roughly \$26,800 in the two-mile trade area, to \$28,300 in the three-mile PMA. Per person, the numbers range from \$10,650 to just over \$11,000. The biggest spending category is Food and Beverage Stores, followed closely by General Merchandise, Foodservices and Drinking Places, and Building Materials and Garden Equipment (Figure 8.6).

**FIGURE 8.6: PER HOUSEHOLD AND PER CAPITA CONSUMER SPENDING PATTERNS IN THE 1-MILE TRADE AREA**

CONSUMER SPENDING PATTERNS			Per Household	CONSUMER SPENDING PATTERNS			Per Person
NAICS	Category		Expenditures <sup>1</sup>	NAICS	Category		Expenditures <sup>1</sup>
<b>Estimated Households in 2016: 4,729</b>				<b>Estimated Population in 2016: 11,917</b>			
442	Furniture and Home Furnishings Stores		\$849	442	Furniture and Home Furnishings Stores		\$337
443	Electronics and Appliance Stores		\$765	443	Electronics and Appliance Stores		\$303
444	Building Materials and Garden Equipment		\$4,394	444	Building Materials and Garden Equipment		\$1,744
445	Food and Beverage Stores		\$5,778	445	Food and Beverage Stores		\$2,293
446	Health and Personal Care Stores		\$2,300	446	Health and Personal Care Stores		\$913
448	Clothing and Clothing Accessories Stores		\$1,913	448	Clothing and Clothing Accessories Stores		\$1,239
451	Sporting Goods, Hobby, Book and Music St		\$763	451	Sporting Goods, Hobby, Book and Music St		\$759
452	General Merchandise Stores		\$4,910	452	General Merchandise Stores		\$303
453	Miscellaneous Store Retailers		\$1,141	453	Miscellaneous Store Retailers		\$1,949
722	Foodservices and Drinking Places		\$4,677	722	Foodservices and Drinking Places		\$453
<b>Totals/Weighted Averages</b>			<b>\$27,489</b>	<b>Totals/Weighted Averages</b>			<b>\$10,291</b>

SOURCE: Nielsen Claritas, JOHNSON ECONOMICS

Figure 8.7 presents the estimated gap between what households in the 1-mile trade area spend on retail consumer expenditures, and the amount of retail sales in those categories which actually take place in the 1-mile trade area.



The difference shows that area households spend significantly more (\$71 million annually) in these retail categories than is actually captured in the trade area. This means there is significant opportunity for new retailers to capture some of this spending which is “leaking” out of the trade area.

**FIGURE 8.7: ESTIMATED 2016 RETAIL DEMAND AND SUPPLY IN THE 1-MILE TRADE AREA**

Retail Category (NAICS)	2016 Demand (Consumer Expenditures)	2016 Supply (Retail Sales)	Opportunity Gap/Surplus
Furniture and Home Furnishings Stores-442	\$4,016,841	\$513,638	\$3,503,202
Electronics and Appliance Stores-443	\$3,616,173	\$1,065,554	\$2,550,619
Building Material, Garden Equip Stores -444	\$20,778,807	\$20,985,544	(\$206,738)
Food and Beverage Stores-445	\$27,322,863	\$8,851,518	\$18,471,345
Health and Personal Care Stores-446	\$10,874,587	\$2,901,731	\$7,972,856
Clothing and Clothing Accessories Stores-448	\$9,044,513	\$1,655,129	\$7,389,383
Sporting Goods, Hobby, Book, Music Stores-451	\$3,607,904	\$2,379,084	\$1,228,821
General Merchandise Stores-452	\$23,220,817	\$16,663,145	\$6,557,671
Miscellaneous Store Retailers-453	\$5,396,821	\$1,636,129	\$3,760,692
Non-Store Retailers-454	\$17,395,091	\$2,164,413	\$15,230,678
Foodservice and Drinking Places-722	\$22,116,133	\$17,556,673	\$4,559,460
<b>Totals</b>	<b>\$147,390,549</b>	<b>\$76,372,559</b>	<b>\$71,017,990</b>

SOURCE: Nielsen Claritas, JOHNSON ECONOMICS

By 2026, we project that annual demand will increase by nearly \$11 million in the one-mile trade area, \$34 million in the two-mile trade area, and nearly \$58 million in the three-mile PMA. This assumes population growth similar to what the region has been experiencing in the past sixteen years. Given that Portland and close-in suburbs are becoming more costly, it stands to reason that outer suburbs could see increased population growth in the future. If that is the case, then the numbers just stated are just a baseline of what the retail market can expect to see (Figure 8.8).

**FIGURE 8.8: ESTIMATED 2016-2026 RETAIL DEMAND IN THE 1-MILE TRADE AREA (\$)**

1-Mile Trade Area		Per Household Expenditures	Household Retail Spending (in Millions)			
NAICS	Category		2016	2021	2026	'16-'26 Δ
442	Furniture and Home Furnishings Stores	\$849	\$4.0	\$4.2	\$4.4	\$0.3
443	Electronics and Appliance Stores	\$765	\$3.6	\$3.8	\$3.9	\$0.3
444	Building Materials and Garden Equipment	\$4,394	\$20.8	\$21.6	\$22.5	\$1.7
445	Food and Beverage Stores	\$5,778	\$27.3	\$28.4	\$29.6	\$2.3
446	Health and Personal Care Stores	\$2,300	\$10.9	\$11.3	\$11.8	\$0.9
448	Clothing and Clothing Accessories Stores	\$1,913	\$9.0	\$9.4	\$9.8	\$0.8
451	Sporting Goods, Hobby, Book and Music Stores	\$763	\$3.6	\$3.8	\$3.9	\$0.3
452	General Merchandise Stores	\$4,910	\$23.2	\$24.2	\$25.2	\$2.0
453	Miscellaneous Store Retailers	\$1,141	\$5.4	\$5.6	\$5.9	\$0.5
722	Foodservices and Drinking Places	\$4,677	\$22.1	\$23.0	\$24.0	\$1.9
<b>Totals/Weighted Averages</b>		<b>\$27,489</b>	<b>\$130.0</b>	<b>\$135.4</b>	<b>\$140.9</b>	<b>\$10.9</b>

SOURCE: Nielsen Claritas, JOHNSON ECONOMICS

Given these increases in demand, the already lagging supply of retail space will need to increase further to meet the needs of the area’s growing population, lest there continue to be retail leakage out of the local market. There is enough demand to increase supply by at least 40,000 square feet within the one-mile trade area, and by as much as 213,000 square feet in the three-mile PMA. Given that there is little retail in the pipeline in the area, there is great opportunity for developers and retailers to meet this growing demand.



**FIGURE 8.9: ESTIMATED 2016-2026 SPACE DEMAND IN THE 1-MILE TRADE AREA (SF)**

1-Mile Trade Area		Sales Support Factor <sup>1</sup>	Spending Supported Retail Demand (SF)			
NAICS	Category		2016	2021	2026	'16-'26 Δ
442	Furniture and Home Furnishings Stores	\$231	17,377	18,094	18,840	<b>1,463</b>
443	Electronics and Appliance Stores	\$334	10,826	11,273	11,738	<b>911</b>
444	Building Materials and Garden Equipment	\$430	48,296	50,287	52,361	<b>4,065</b>
445	Food and Beverage Stores	\$476	57,451	59,820	62,286	<b>4,836</b>
446	Health and Personal Care Stores	\$309	35,241	36,694	38,207	<b>2,966</b>
448	Clothing and Clothing Accessories Stores	\$173	52,420	54,582	56,832	<b>4,412</b>
451	Sporting Goods, Hobby, Book and Music Stores	\$220	16,392	17,068	17,772	<b>1,380</b>
452	General Merchandise Stores	\$181	128,018	133,297	138,793	<b>10,775</b>
453	Miscellaneous Store Retailers	\$140	38,421	40,006	41,655	<b>3,234</b>
722	Foodservices and Drinking Places	\$295	74,892	77,980	81,196	<b>6,304</b>
<b>Totals/Weighted Averages</b>			<b>479,333</b>	<b>499,099</b>	<b>519,679</b>	<b>40,346</b>

SOURCE: Nielsen Claritas, JOHNSON ECONOMICS

The estimated demand for retail space translates to an estimated need for 3.7 total acres of new developed retail land in the 1-mile trade area.

**FIGURE 8.10: ESTIMATED 2016-2026 LAND DEMAND IN THE 1-MILE TRADE AREA (ACRES)**

1-Mile Trade Area		Retail F.A.R. <sup>1</sup>	Commercial Retail Land Need (Acres)			
NAICS	Category		2016	2021	2026	'16-'26 Δ
442	Furniture and Home Furnishings Stores	0.25	1.6	1.7	1.7	<b>0.1</b>
443	Electronics and Appliance Stores	0.25	1.0	1.0	1.1	<b>0.1</b>
444	Building Materials and Garden Equipment	0.25	4.4	4.6	4.8	<b>0.4</b>
445	Food and Beverage Stores	0.25	5.3	5.5	5.7	<b>0.4</b>
446	Health and Personal Care Stores	0.25	3.2	3.4	3.5	<b>0.3</b>
448	Clothing and Clothing Accessories Stores	0.25	4.8	5.0	5.2	<b>0.4</b>
451	Sporting Goods, Hobby, Book and Music Stores	0.25	1.5	1.6	1.6	<b>0.1</b>
452	General Merchandise Stores	0.25	11.8	12.2	12.7	<b>1.0</b>
453	Miscellaneous Store Retailers	0.25	3.5	3.7	3.8	<b>0.3</b>
722	Foodservices and Drinking Places	0.25	6.9	7.2	7.5	<b>0.6</b>
<b>Totals/Weighted Averages</b>			<b>44.0</b>	<b>45.8</b>	<b>47.7</b>	<b>3.7</b>

SOURCE: Nielsen Claritas, JOHNSON ECONOMICS

The estimated demand for retail space translates to an estimated need for 3.7 total acres of new developed retail land in the 1-mile trade area.



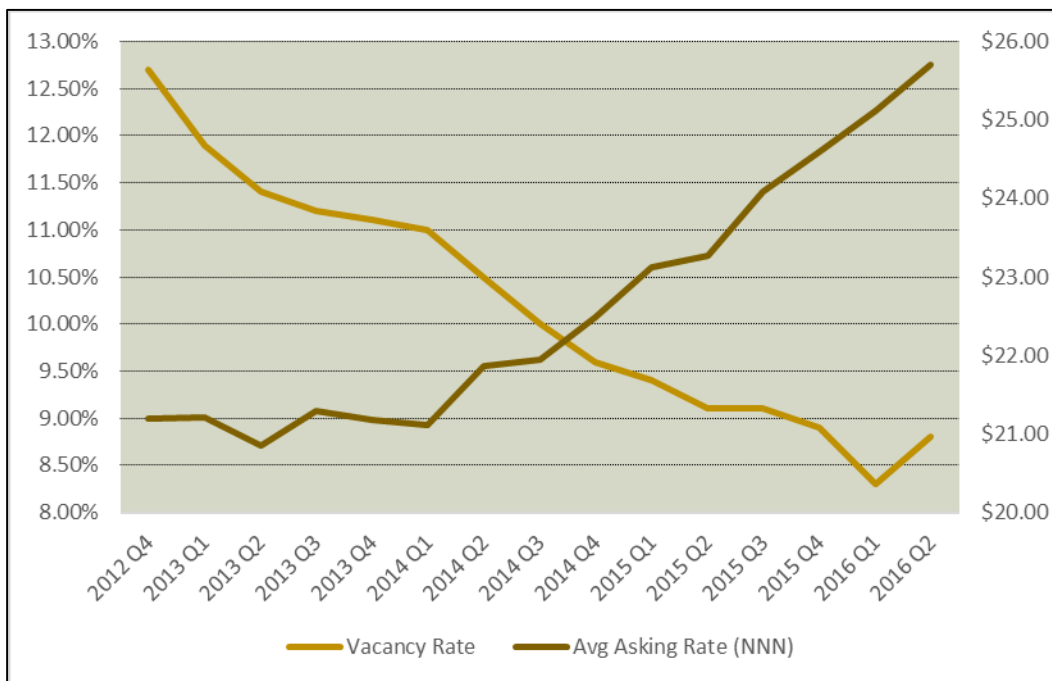
## IX. OFFICE MARKET CONDITIONS

### CURRENT MARKET CONDITIONS

Office vacancy rates are the lowest they have been in over 15 years. According to CBRE, Portland Metro office vacancy rates are currently at 9.9%, the first time since 2001 that they have been below 10% in their database. Other real estate brokers list even better numbers. Jones Lang LaSalle has second quarter 2016 office vacancy rates at 8.8%, while Kidder Matthews shows an even more robust 7.6%. Though the numbers vary based on the properties surveyed, the one thing in common is that the vacancy rates are the lowest they have been in years. As a result, office lease rates have generally been climbing as well. Office asking rates in the Portland Metro area have climbed dramatically in the past few years. Direct average asking lease rates have risen from roughly \$21 in the fourth quarter of 2012, to just under \$26 in the second quarter of this year (Figure 9.1).

Jones Lang LaSalle breaks up their office vacancy surveys into multiple submarkets throughout the Metro area. The Clackamas/Milwaukie submarket gives the best example of what asking rates have been in the Gladstone area. In this submarket, office vacancy rates are currently 8.5%, while asking rates are \$20.71 PSF gross, on average across Class A, B, and C office space. Class A space is the strongest, with vacancy rates at an incredibly low 5.2%, and asking rates of \$23.99 PSF. Currently, Class C space is estimated to be outperforming Class B space with as average asking price of \$20.35 in the area, compared to only \$19.26 for Class B space. This is likely a temporary anomaly in the data. Across the Metro area, Class B space is currently commanding a 3.2% lease rate premium compared to Class C space. The low asking rate is likely due to the 13.1% vacancy rate seen in Class B space in the Clackamas/Milwaukie area.

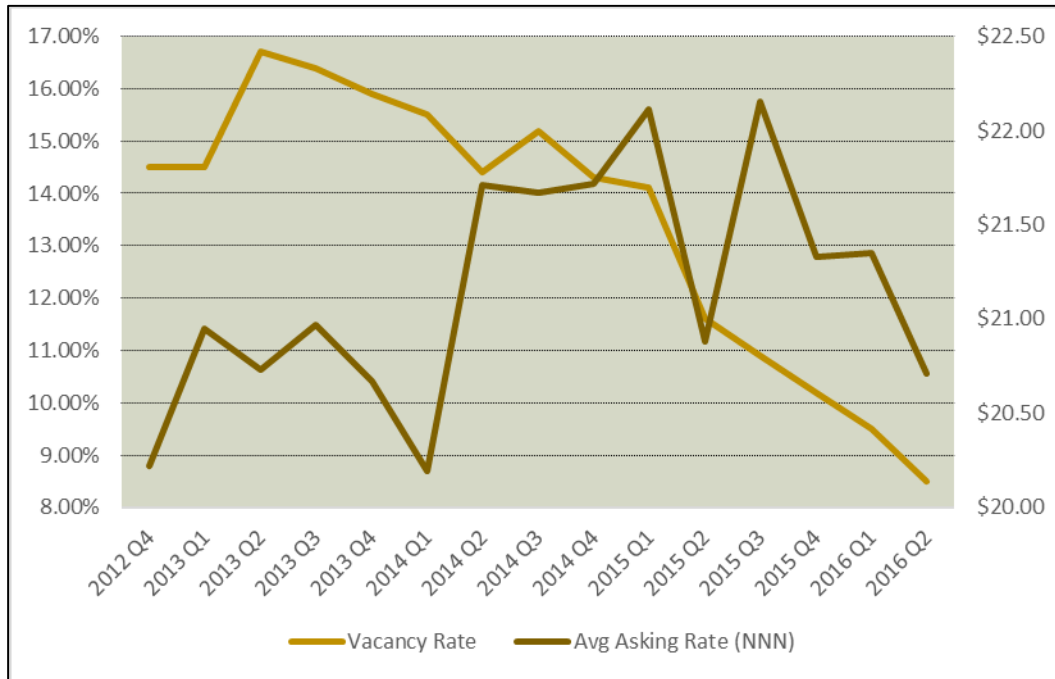
**FIGURE 9.1: VACANCY AND ASKING RATES FOR THE PORTLAND METRO OFFICE MARKET**



SOURCE: JLL, JOHNSON ECONOMICS



**FIGURE 9.2: VACANCY AND ASKING RATES FOR THE CLACKAMAS/MILWAUKIE OFFICE MARKET**



SOURCE: JLL, JOHNSON ECONOMICS

**FIGURE 9.3: OFFICE SPACE INVENTORY, PORTLAND METRO AREA**

Quarter	Square Footage		
	Net Absorption	Delivered	Under Construction
2016 Q2	552,050	741,070	1,250,651
2016 Q1	301,719	125,219	1,991,721
2015 Q4	557,257	83,249	1,974,106
2015 Q3	129,155	32,960	1,449,910
2015 Q2	-12,911	40,242	1,466,150
2015 Q1	-200,574	93,348	1,090,813

SOURCE: Kidder Matthews, JOHNSON ECONOMICS

### COMPETITIVE MARKET SURVEY

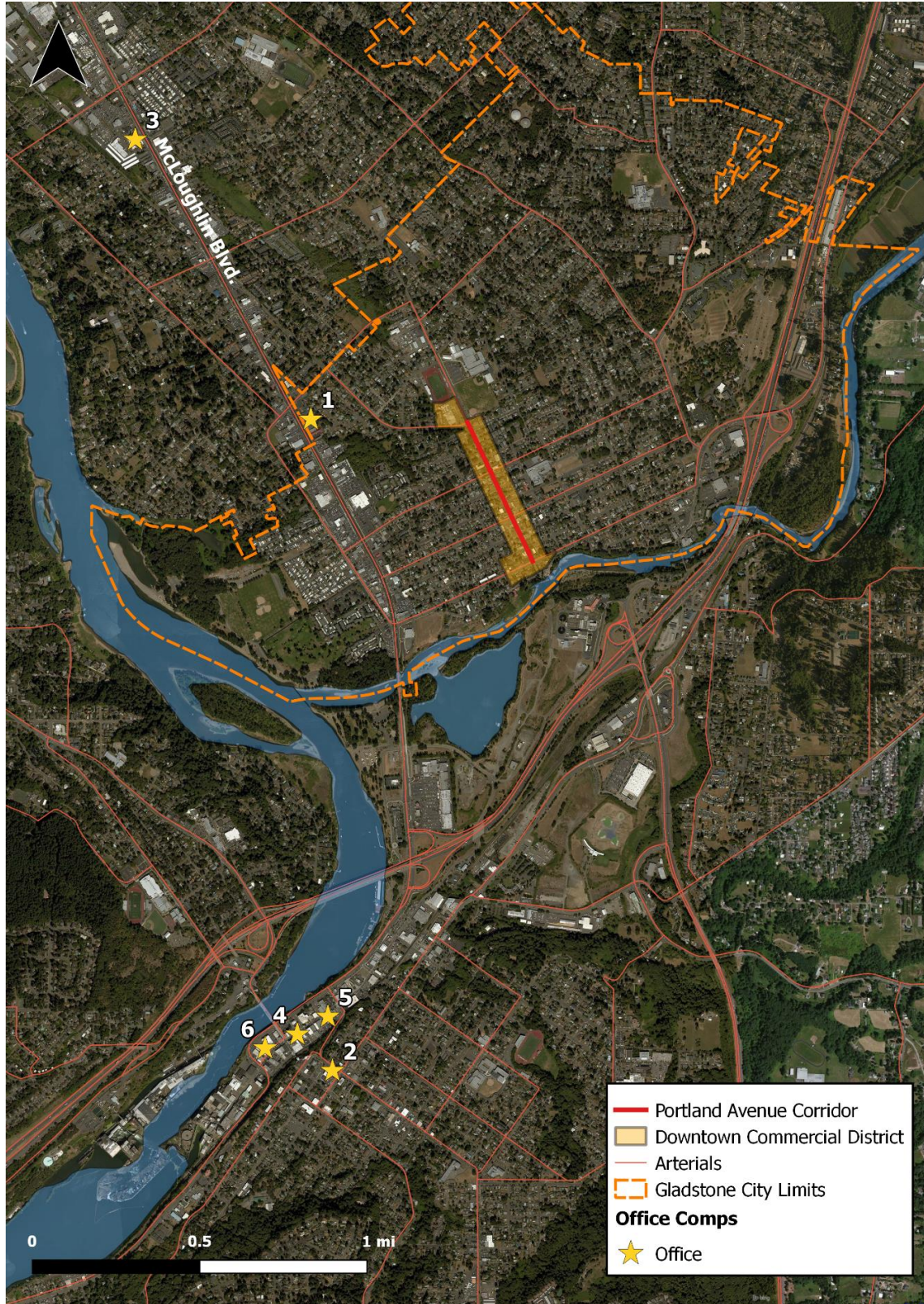
In order to assess the competitive environment, JOHNSON ECONOMICS surveyed six office properties considered most relevant in terms of location or profile. Unlike the multifamily comparables seen later in this report, a majority of the office comps were found in the Oregon City/Gladstone area. The surveyed one office property looked at outside this area was just north of the area in Milwaukie. The following page shows a map of the surveyed properties.

Comparable sheets of surveyed properties with detailed information can be found in the appendix of this report.





FIGURE 9.4: MAP OF SURVEYED COMPARABLES



SOURCE: JOHNSON ECONOMICS



### Summary of Observations

The six surveyed properties cover a wide range of office types, some of which will be more relevant than others to the Portland Avenue Corridor study area. However, we included several different types to give a broader view of what kind of office space is available in the area. The offices available at comparable #3 are part of a larger retail strip center along McLoughlin. The façade is not very welcoming, and the traffic counts on Hwy. 99W are much higher than can be seen in the study area. Even with the excellent traffic counts, it is priced at only \$9.60/SF/Year NNN, which is much lower than can be expected to be found in the study area.

Even though there is relatively decent access to the study area via public transit, large firms are unlikely to make their home along the corridor for a number of reasons. On the one hand, there is little visibility along the corridor in terms of traffic counts. Additionally, there is likely not space available for the parking required for larger firms. However, smaller professional firms have the profile to locate in the area. Four of the buildings we surveyed are similar to the types of places that small firms would consider occupying in the corridor.

The Bepaly Professional Building, comparable #2 in the previous map, is the best example of the type of office building that may locate in the corridor. Built in 2016, this 4,000 square foot building with a brick façade is clean, bright, and offers excellent options in terms of parking (lot and street) and walking distance to food options. Pricing at this building is being offered at \$18/SF/Year NNN.

## PRICING

### Rents at the Surveyed Properties

The six surveyed properties used for pricing analysis achieve average direct acting rents ranging from roughly \$10/SF/Year NNN to \$30/SF/Year gross, with an overall average of \$17.10/SF/Year. Empty office space in the buildings surveyed ranged from an entire 4,200 square foot medical office on McLoughlin to a 200 square foot space in a professional building in downtown Oregon City.

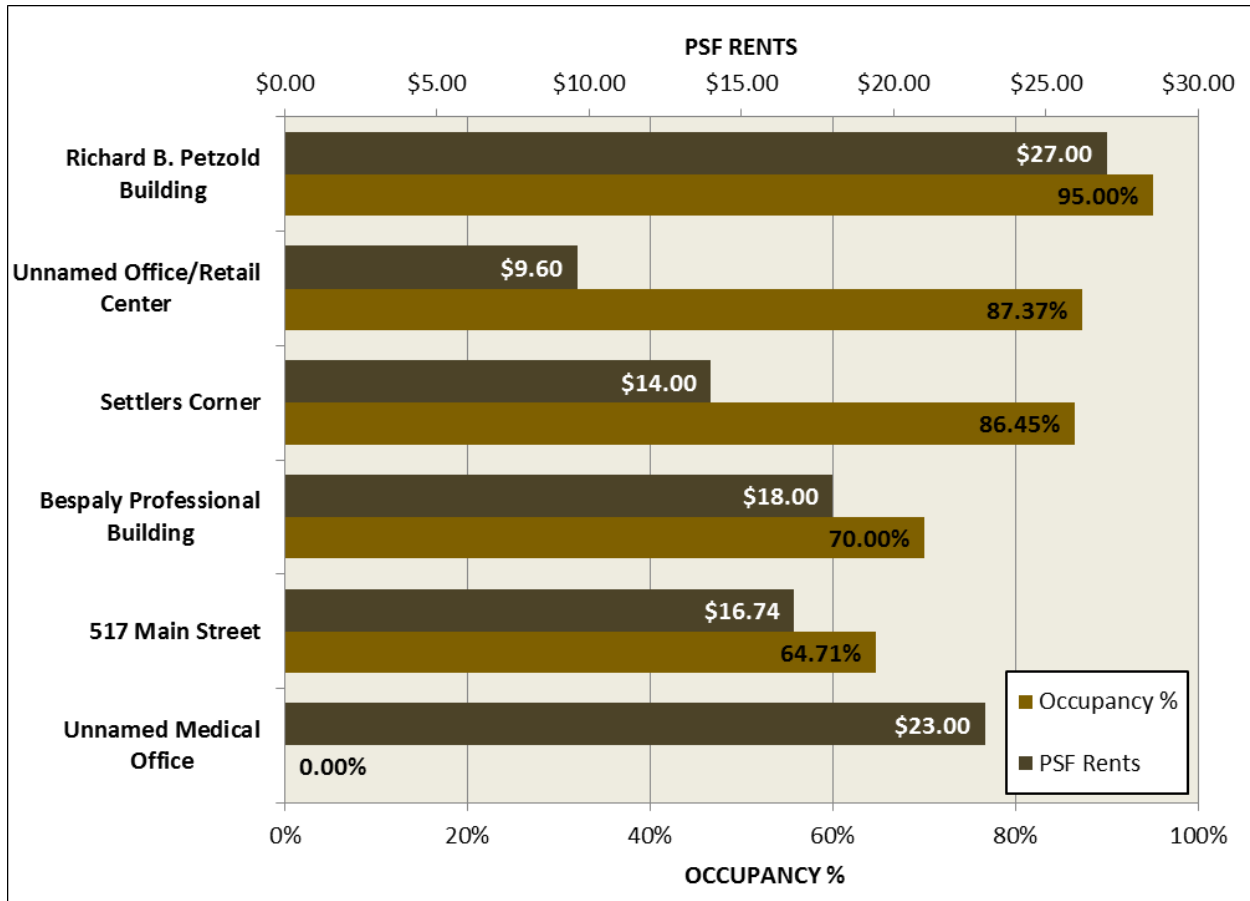
**FIGURE 9.5: SUMMARY OF OFFICE COMPARABLES**

Comp #	Name	Available SF	Occupancy	Asking Rate
1	Unnamed Medical Office	4,200	0%	\$22 to \$24
2	Bepaly Professional Building	1,200	70%	\$18
3	Unnamed Office/Retail Center	2,500	87%	\$10
4	Richard B. Petzold Building	200	95%	\$24 to \$30
5	Settlers Corner	2,710	86%	\$14
6	517 Main Street	1,800	65%	\$16 to \$17
<b>Totals/Avgs.</b>		<b>12,610</b>	<b>78%</b>	<b>\$10 to \$30</b>

SOURCE: CoStar/LoopNet, JOHNSON ECONOMICS



**FIGURE 9.6: OFFICE PRICING AND OCCUPANCY %**



SOURCE: CoStar/LoopNet, JOHNSON ECONOMICS

**FIGURE 9.7: ESTIMATED ACHIEVABLE OFFICE ASKING RATES**

GENERAL OFFICE				
1-2 STORIES				
Format/Location	Annual	Monthly	NOI/GFA	Comments:
Ground-floor (w/visibility)	\$18	\$1.50	\$1.28	- Larger employers unlikely to accept access inconvenience.
Gr.-floor (w/o visibility)	\$16	\$1.33	\$1.14	- Tenants most likely professional services firms
2nd floor	\$14	\$1.17	\$1.00	- Medical office could command slightly higher rents - Higher rents available if spaces are smaller in footprint

**Built-to-suit:** Unlikely due to demographics, access.  
**Tenant examples:** Small professional services firms.

SOURCE: CoStar/LoopNet, JOHNSON ECONOMICS



## OFFICE SPACE DEMAND

Using Census Bureau employment data and job growth projections for Clackamas County provided by the Oregon Office of Economic Analysis, JOHNSON ECONOMICS has projected job growth for different employment sectors within the 1-mile market area.

We find that industries represented in the tables below will need roughly 80 additional workers within the next five years, and 160 additional workers within the next ten years. (These are those workers expected to work in an *office* environment; not *all* workers.) The industry with the largest total job growth are Professional & Business Services, and Health Services. By using employment density numbers from the Urban Land Institute, we determine that there will be a need for roughly 22,000 SF of additional office space within the next five years within the 1-mile market area, and 46,000 in the next 10 years. Using typical floor-to-area ratios, we determine that this building square footage will need to be built on just over one acre of land in five years, and 2.3 acres in the next 10 years.

**FIGURE 9.8: ESTIMATED JOB INCREASES BY INDUSTRY**

Office Space-Utilizing Demand		Base Year	Estimated Jobs by Industry			Office	Office Space Employment			Δ Employment	
NAICS	Employment Sector	2014	2016	2021	2026	Share <sup>2</sup>	2016	2021	2026	'16-'21	'16-'26
44-45	Retail Trade	1,264	1,295	1,445	1,612	5%	65	72	81	7	16
51	Information	4	4	4	4	90%	4	4	4	0	0
52-53	Financial Activities	168	171	180	188	90%	154	162	169	8	15
54-56	Professional & Business	299	313	350	392	90%	282	315	353	34	71
61	Education	384	398	434	474	5%	20	22	24	2	4
62	Health Services	454	473	526	583	40%	189	210	233	21	44
71-72	Leisure & Hospitality	602	626	691	763	5%	31	35	38	3	7
81	Other Services	167	171	181	192	27%	46	49	52	3	6
92	Public Administration	103	104	105	107	30%	31	32	32	0	1
<b>TOTAL</b>		<b>3,445</b>	<b>3,555</b>	<b>3,916</b>	<b>4,316</b>		<b>822</b>	<b>900</b>	<b>986</b>	<b>78</b>	<b>164</b>

\* Share of office space-utilizing employment provided by the Urban Land Institute, converted to NAICS categories by Johnson Economics

SOURCE: U.S. Census Bureau, Oregon Office of Economic Analysis, JOHNSON ECONOMICS

**FIGURE 9.9: ESTIMATED OFFICE SPACE NEEDED (SF)**

Office Space-Utilizing Demand		New Office Jobs		Avg. SF	New Office SF Need	
NAICS	Employment Sector	'16-'21	'16-'26	Per Job	'16-'21	2026
44-45	Retail Trade	7	16	250	2,081	4,402
51	Information	0	0	250	39	79
52-53	Financial Activities	8	15	250	2,087	4,276
54-56	Professional & Business	34	71	250	9,345	19,808
61	Education	2	4	250	505	1,056
62	Health Services	21	44	250	5,792	12,222
71-72	Leisure & Hospitality	3	7	250	905	1,905
81	Other Services	3	6	250	771	1,587
92	Government	0	1	250	131	264
<b>TOTAL</b>		<b>78</b>	<b>164</b>		<b>21,655</b>	<b>45,598</b>

<sup>1</sup> Average office employment density based on Urban Land Institute guidelines.  
<sup>2</sup> Assumes a market-clearing 10% office space vacancy rate.  
<sup>3</sup> Share of office employment in commercial office buildings, separate from non-office uses

SOURCE: Urban Land Institute, JOHNSON ECONOMICS



**FIGURE 9.10: ESTIMATED EMPLOYMENT LAND NEEDED (ACRES)**

Baseline Scenario Employment Sector	New Office SF Need		Typical F.A.R.	Land Need (Acres)	
	2021	2026		2021	2026
Retail Trade	2,081	4,402	0.35	0.14	0.29
Information	39	79	0.35	0.00	0.01
Financial Activities	2,087	4,276	0.35	0.14	0.28
Professional & Business	9,345	19,808	0.35	0.61	1.30
Education	505	1,056	1.35	0.01	0.02
Health Services	5,792	12,222	2.35	0.06	0.12
Leisure & Hospitality	905	1,905	0.35	0.06	0.12
Other Services	771	1,587	0.35	0.05	0.10
Government	131	264	0.35	0.01	0.02
<b>TOTAL</b>	<b>21,655</b>	<b>45,598</b>		<b>1.07</b>	<b>2.26</b>

SOURCE: JOHNSON ECONOMICS



## X. FINDINGS & CONCLUSIONS

### **General Market Findings**

Since the 2009 recession, the Portland Metro area has been one of the fastest growing regions in the country. Nearly every real estate measure, including home prices and rents, commercial lease rates, vacancy rates, property values and development activity have fully recovered or reached new levels over the past four years. The region has also seen healthy employment growth, particularly in high-income field such as technology and professional services. The combination of popularity, strong employment, and lower cost of living relative to other West Coast cities is self-reinforcing and these trends can be expected to continue for the foreseeable future.

At the same time, the region has been slow to add housing to keep up with this high demand. Despite record production of apartment units across the region since 2012, the production has generally been just enough to meet demand. For-sale housing production has trailed demand, being slow to resume after the recession, and facing limited buildable land in many parts of the region. Central Portland neighborhoods that have grown in popularity are largely built-out, meaning few opportunities for new detached single family homes to meet demand. The shortage of available housing for the increased flow of newcomers has led to rising prices and rents which have now spread from Portland to neighboring communities across the region.

Gladstone is already experiencing the effects of this growth and will continue to do so, as middle-income homebuyers and renters search for lower costs first in Milwaukie, then in areas farther south. The opening of the MAX Orange Line is adding to the attractiveness of the area to households who work in other parts of the Metro area. Gladstone is in the path of growth, making this a good time to plan for the future of Portland Avenue.

### **Study Area**

The study area is the Portland Avenue corridor stretching from the river to Abernathy Lane. It includes those parcels zoned Community Commercial (C2). The study area will have advantages and disadvantages for different land uses and development forms.

Generally, the study area is occupied by older, low-density structures of one to two stories, used for a combination of commercial, civic or residential use. There are relatively few vacancies along the corridor. There are also few fully vacant parcels, and limited surface parking. Over time, new development on the corridor might take the form of rehabilitation and reuse of existing buildings, or redevelopment with new structures.

The following discussion summarizes the findings of the analysis presented in this report for each major land use category. The pricing and development forms discussed reflect current market conditions. *These may be impacted by public policies and tools identified in subsequent phases of this planning process. It should also be noted that even new low-rise development has the potential to add substantially more density, mixed uses and new design to the corridor.*



<u>Land Use</u>	<u>Location</u>	<u>Market Conditions</u>	<u>Estimated Demand</u>	<u>Feasible Development Forms</u>
<b>Rental Residential</b>	<b>Good:</b> The study area is a good location for rental residential use. The area combines walkable services, shopping and other amenities, with a pleasant residential character on adjoining streets and neighborhoods.	<b>Strong:</b> Market conditions are currently strongest for rental residential use. Rental apartments has been the leading development sector for four years in central Portland and larger submarkets. Smaller suburban markets have lagged behind and have significant pent-up demand for rentals, even as central markets become increasingly expensive for many renters.	<b>Moderate:</b> There is an estimated 10-year demand for 465 new rental units, or roughly 50 new apartment units per year in the market area surrounding the study area. This reflects Gladstone’s moderate growth rate over recent decades. This has the potential to accelerate if housing is made available.	<b>Low-Rise:</b> Currently, low rise development forms are feasible. These include three- to four-story multifamily buildings (up to 30 units per acre), or attached townhomes (15 to 22 units per acre). The market will likely dictate some off-street parking.
<b>Ownership Residential (Condo)</b>	<b>Good:</b> Generally a good residential location for the reasons stated above.	<b>Moderate:</b> Conditions are good for ownership housing in general, however the study area corridor will be best suited for attached types of housing, such as townhomes and condominiums. This housing type as a for-sale product has a more limited market in Gladstone.	<b>Moderate:</b> There is an estimated 10-year demand for 800 new ownership units, or roughly 80 new units per year in the market area surrounding the study area. However, almost all of this demand is for detached single family units. The demand for attached units will be lower, though moderately priced townhomes may do well.	<b>Low-Rise:</b> Currently, low rise development forms are feasible. These include three- to four-story multifamily buildings (up to 30 units per acre), or attached townhomes (15 to 22 units per acre). The market will likely dictate some off-street parking.
<b>Retail Commercial</b>	<b>Good:</b> The study area is a good location for modestly-scaled retail uses and commercial services serving the local market and surrounding county and Oregon City customers.	<b>Moderate:</b> The retail corridor enjoys few vacancies and a nice mix of retail and service businesses. However, limited current rent levels and property values hamper property reinvestment or new development. The study area also suffers low awareness from a broader customer base. To attract investment, visibility of the study area will have to increase.	<b>Moderate:</b> There is an estimated 10-year demand for roughly 40,000 s.f. of new retail space, or 4 acres of retail property, in the trade area surrounding the study area. The study area has the ability to capture some of this demand through new businesses and renovated and new retail space.	<b>Low-Rise:</b> Suburban retail uses are almost uniformly one-story buildings served by surface parking. However, three-story mixed use buildings of residential or office uses over commercial space should be feasible later in the planning period.
<b>Office Commercial</b>	<b>Moderate:</b> The study area is a good location for local office-based businesses which are modest in size. It is a poor candidate to attract larger office employers due to distance from major arterial streets, low visibility and lack of large development parcels.	<b>Moderate/Poor:</b> While office-based employment has rebounded strongly in some Portland Metro submarkets since the recession, the greatest demand has been in the central city and Washington County submarkets. A small suburban main street submarket such as the study area is unlikely to attract office demand beyond smaller businesses.	<b>Moderate:</b> There is an estimated 10-year demand for roughly 46,000 s.f. of new office space, or 2.25 acres of office property, in the market area surrounding the study area.	<b>Low-Rise:</b> Suburban office uses are almost uniformly one-story buildings served by surface parking. However, three-story mixed use buildings of residential or office uses over commercial space should be feasible later in the planning period.



## **XI. APPENDIX**

### **COMPETITIVE MARKET SURVEY**

In order to assess the competitive environment, JOHNSON ECONOMICS surveyed six apartment properties, six office buildings, and five retail properties considered relevant in terms of location or profile.

#### **MULTIFAMILY**

Multifamily pricing is much more prone to fluctuations based on the age of a property/building. Due to the lack of recent apartment projects in the primary market area, we also looked outside the market area for newer projects located in comparable markets. We included one such property from Sherwood, one from Sellwood, and three such properties from Gresham. We did include one property from Gladstone, Rivergreens Apartments, for pricing comparison purposes. Rivergreens was built in 1992, while all of the other properties were built on or after 2000.

#### **RETAIL**

The retail spaces are a bit more spread out than the office comparables. They range from Oregon City to the south, Milwaukie to the north, and Lake Oswego to the West. They were built anywhere from 1961 to 2007, with one of the buildings having gone a façade renovation in 2016. Retail spaces covered range from roughly 3,400 square feet to over 241,000 square feet. The latter is a neighborhood center, and is included only for price comparison purposes. Prices of the buildings other than the neighborhood center range from roughly \$15 to \$18/SF/Year triple net.

#### **OFFICE**

Four of the six office properties are located in and around downtown Oregon City. One is located in Gladstone, and one in Milwaukie, both of which are on the McLoughlin corridor. The offices were built anywhere from 1905 in the case of the Richard B. Petzold Building in Oregon City, to 2016 for the just completed Bepaly Professional Building, also in Oregon City. Building sizes range anywhere from 4,000 to 20,000 square feet. The prices range from roughly \$10 to \$30/SF/Year triple net.

The following pages show these comparable properties in detail.





## Cannery Row

22550 SW Highland Dr, Sherwood, OR 97140



**Project Description:**

Cannery Row is located near Old Town Sherwood, in a neighborhood with a Walk Score® of 83 and easy access to public transportation. Occupancy is currently 93.5%, but many of the vacant units are leased, leading to a 98% lease rate according to the agent with whom we spoke. We mark current vacancies below. The studio units have the highest PSF at \$2.17, and the 2-bed 2-bath units have the lowest, at \$1.41. Both surface lots (\$25) and covered parking (\$45) is available. No storage is available on-site. The project has a limited number of townhomes that were excluded from the blended average to get a comparison more similar to the proposed project.

<b>YEAR BUILT:</b>	<b>2014</b>
<b>TOTAL UNITS:</b>	<b>101</b>
<b>OCCUPANCY:</b>	<b>96.8%</b>
<b>PARKING STALLS/UNIT:</b>	<b>1.00</b>
<b>AVERAGE RENT/SF:</b>	<b>\$1.76</b>

Project Amenities	Unit Amenities
Fitness center	Vaulted Ceilings
Elevator	Balconies
Storage units	Washer/Dryer
Free Wi-Fi in Common Areas	Air Conditioning
Community Room with TV/Kitchen	Granite Countertops

	UNIT CHARACTERISTICS			OCCUPANCY		RENTS			
	Units* (#)	Units (%)	Avg. Size	Vac. (#)	Occ. (%)	Low	High	Average	Avg. PSF
<b>Studio</b>	16	17%	544	1	94%	\$1,182	\$1,182	\$1,182	\$2.17
<b>1B/1b</b>	46	49%	624	2	96%	\$995	\$1,430	\$1,213	\$1.94
<b>1B/1b+Den</b>	6	6%	899	0	100%	\$1,065	\$1,441	\$1,253	\$1.39
<b>2B/1b</b>	7	8%	881	0	100%	\$1,230	\$1,705	\$1,468	\$1.67
<b>2B/2b</b>	8	9%	1,118	0	100%	\$1,345	\$1,815	\$1,580	\$1.41
<b>3B/2b</b>	10	11%	1,175	0	100%	\$1,445	\$2,005	\$1,725	\$1.47
<b>Tot./Avg:</b>	<b>93</b>	<b>100%</b>	<b>749</b>	<b>3</b>	<b>97%</b>	<b>\$995</b>	<b>\$2,005</b>	<b>\$1,316</b>	<b>\$1.76</b>



**Living Area**



**Kitchen**



**One-Bedroom Floorplan**



**Fitness Center**

\*TH units excluded from analysis



## Rivergreens Apartments

19739 River Rd, Gladstone, OR 97027



### Project Description:

Close to the best Portland has to offer, Rivergreens Apartments offers spacious one, two and three bedroom apartments. The 1 bedroom units command the highest prices per SF at \$1.40, while the largest 3 bedroom units rent for an average of \$1.22 per SF. The complex offers one covered parking space per unit. Quality lifestyle for discriminating tastes, Rivergreens features include a variety of unique floor plans including full size washer and dryers, wood burning fireplaces, patios or balconies. The apartment complex is located at the confluence of the Clackamas and Willamette Rivers.

<b>YEAR BUILT:</b>	<b>1992</b>
<b>TOTAL UNITS:</b>	<b>335</b>
<b>OCCUPANCY:</b>	<b>100%</b>
<b>PARKING STALLS/UNIT:</b>	<b>1.00</b>
<b>AVERAGE RENT/SF:</b>	<b>\$1.37</b>

### Project Amenities

Fitness center
Sauna & seasonal swimming pool
Billiards room
9-hole golf course adjacent to complex

### Unit Amenities

Washer/dryer
Patio or balcony
Air conditioning
Walk-in closets

	UNIT CHARACTERISTICS			OCCUPANCY		RENTS			
	Units (#)	Units (%)	Avg. Size	Vac. (#)	Occ. (%)	Low	High	Average	Avg. PSF
<b>1B/1b</b>	18	82%	850	0	100%	\$1,140	\$1,240	\$1,190	\$1.40
<b>2B/12</b>	3	14%	1,097	0	100%	\$1,335	\$1,465	\$1,400	\$1.28
<b>3B/2b</b>	1	5%	1,274	0	100%	\$1,490	\$1,620	\$1,555	\$1.22
<b>Tot./Avg:</b>	<b>22</b>	<b>100%</b>	<b>903</b>	<b>0</b>	<b>100%</b>	<b>\$1,140</b>	<b>\$1,620</b>	<b>\$1,235</b>	<b>\$1.37</b>



Living Area



Kitchen



Bedroom/Closet



Lounge



## Beranger Commons

287 NE 3rd St, Gresham, OR 97030



**Project Description:**

Beranger Commons represents the higher end of the market in the historic downtown Gresham area. With wood flooring, A/C, granite countertops, stainless steel appliances, fireplaces and decks, these units come complete with a parking space. The property features a community patio on the green roof. The multi-use building has five retail spaces on the ground floor and offers renters card-access entry into the building. Occupancy has been high since the building opened in 2008. It currently has zero vacancies. PSF rates for this complex are up \$0.18 to \$1.49 compared to our last contact with the property in August 2015.

<b>YEAR BUILT:</b>	<b>2008</b>
<b>TOTAL UNITS:</b>	<b>18</b>
<b>OCCUPANCY:</b>	<b>100%</b>
<b>PARKING STALLS/UNIT:</b>	<b>1.00</b>
<b>AVERAGE RENT/SF:</b>	<b>\$1.49</b>

**Project Amenities**

Controlled Access Building
Doorman
Community Patio
Elevator
Designated Parking Spaces

**Unit Amenities**

In-Unit Washer/Dryer
Hardwood/Tile Flooring
Balconies
Fireplace
Stainless Appliances

	UNIT CHARACTERISTICS			OCCUPANCY		RENTS			
	Units (#)	Units (%)	Avg. Size	Vac. (#)	Occ. (%)	Low	High	Average	Avg. PSF
<b>1B/1b</b>	9	50%	686	0	100%	\$1,195	\$1,195	\$1,195	\$1.74
<b>2B/2b</b>	8	44%	1,131	0	100%	\$1,595	\$1,595	\$1,595	\$1.41
<b>3B/3b</b>	1	6%	1,920	0	100%	\$1,995	\$1,995	\$1,995	\$1.04
<b>Tot./Avg:</b>	<b>18</b>	<b>100%</b>	<b>952</b>	<b>0</b>	<b>100%</b>	<b>\$1,195</b>	<b>\$1,995</b>	<b>\$1,417</b>	<b>\$1.49</b>



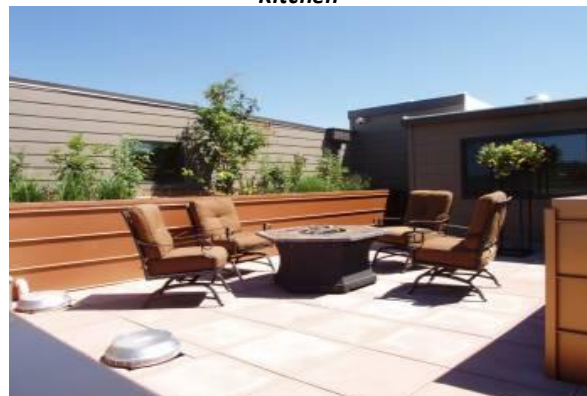
**Living Area**



**Kitchen**



**Lobby**



**Patio**



### 3rd Central Apartments

188 NW 3rd Street, Gresham, OR 97030



**Project Description:**

Located in Downtown Gresham, 3rd Central is one of the newer multi-family developments in the area. Units come with a W/D, patio or balcony, air conditioning, stainless appliances and carpeting throughout. Each unit also comes with it's own dedicated parking space for no extra charge per month, a huge incentive for people to rent here. With an average PSF of \$1.21, these units are currently very underpriced for the area. It is no wonder then that the complex has only one vacant unit at this time. The units range from small, 682 SF, 1 bedrooms to 1,359 SF 2 bedroom units that have a bonus media room.

<b>YEAR BUILT:</b>	<b>2009</b>
<b>TOTAL UNITS:</b>	<b>34</b>
<b>OCCUPANCY:</b>	<b>97%</b>
<b>PARKING STALLS/UNIT:</b>	<b>1.09</b>
<b>AVERAGE RENT/SF:</b>	<b>\$1.21</b>

**Project Amenities**

Controlled Access Building
Plaza with Rain Garden
Close Access to Springwater Trail
Secured Car/Bike Parking
Adjacent to Weekly Farmer's Market

**Unit Amenities**

In-Unit Washer/Dryer
Patio or Balcony
Walk-in Closets
A/C in Every Unit
Garage

	UNIT CHARACTERISTICS			OCCUPANCY		RENTS			
	Units (#)	Units (%)	Avg. Size	Vac. (#)	Occ. (%)	Low	High	Average	Avg. PSF
1B/1b Sm	3	9%	682	0	100%	\$990	\$990	\$990	\$1.45
1B/1b Lg	7	21%	857	0	100%	\$1,075	\$1,075	\$1,075	\$1.25
1B/1b Lg	1	3%	868	0	100%	\$1,110	\$1,110	\$1,110	\$1.28
2B/2b Sm	2	6%	1,051	0	100%	\$1,275	\$1,275	\$1,275	\$1.21
2B/2b Med	12	35%	1,151	1	92%	\$1,325	\$1,325	\$1,325	\$1.15
2B/2b Lg	3	9%	1,223	0	100%	\$1,390	\$1,400	\$1,395	\$1.14
2B/2b +	3	9%	1,242	0	100%	\$1,555	\$1,580	\$1,568	\$1.26
2B/2b +	3	9%	1,359	0	100%	\$1,605	\$1,605	\$1,605	\$1.18
<b>Tot./Avg:</b>	<b>34</b>	<b>100%</b>	<b>1,068</b>	<b>1</b>	<b>97%</b>	<b>\$990</b>	<b>\$1,605</b>	<b>\$1,287</b>	<b>\$1.21</b>



**Living Area**



**Kitchen**



**Patio with Rain Garden**



**Garage**



## Central Point

318 NE Roberts Ave, Gresham, OR 97030



**Project Description:**

Located in the heart of downtown Gresham, this building features apartments with higher-end staples such as stainless steel appliances, granite countertops, hardwood flooring and gas fireplaces, an amenity which is not very common in comparable units. Like the other units nearby, renters enjoy close proximity to restaurants, coffee houses and shopping. Those without cars are afforded easy maneuverability with close access to the MAX at Gresham Transit Station, although the building has tuck-under parking available. The smaller square footage of the units affords the building owner the ability to collect higher rents per square foot.

<b>YEAR BUILT:</b>	<b>2000</b>
<b>TOTAL UNITS:</b>	<b>22</b>
<b>OCCUPANCY:</b>	<b>100%</b>
<b>PARKING STALLS/UNIT:</b>	<b>0.77</b>
<b>AVERAGE RENT/SF:</b>	<b>\$1.34</b>

**Project Amenities**

Controlled Access Entry
Elevator
Tuck-under Parking
Close to Gresham Transit Station

**Unit Amenities**

Hardwood Flooring in Living Room
Gas Fireplace
Built-in Bookcases
Stainless Appliances/Granite Counters
In-Unit Washer/Dryer

	UNIT CHARACTERISTICS			OCCUPANCY		RENTS			
	Units (#)	Units (%)	Avg. Size*	Vac. (#)	Occ. (%)	Low	High	Average	Avg. PSF
<b>1B/1b Lg</b>	18	82%	704	0	100%	\$950	\$950	\$950	\$1.35
<b>2B/1b</b>	3	14%	738	0	100%	\$1,100	\$1,100	\$1,100	\$1.49
<b>2B/2b</b>	1	5%	1,236	0	100%	\$1,235	\$1,235	\$1,235	\$1.00
<b>Tot./Avg:</b>	<b>22</b>	<b>100%</b>	<b>733</b>	<b>0</b>	<b>100%</b>	<b>\$950</b>	<b>\$1,235</b>	<b>\$983</b>	<b>\$1.34</b>



**Living Area**



**Kitchen**



**Bedroom/Closet**



**Balcony**

\*Average SF is estimated



## Madison @ Sellwood

1315 SE Umatilla St., Portland, OR



### Project Description:

This 21 unit building comprised of all 2B/2b units, at the former site of the Black Cat Tavern, is priced fairly low for the area. Units average just \$1.73 per square foot, compared to a range of \$1.82 to \$2.30 for other two bedroom units in the area. However, this is up \$0.19 PSF since March 2015, a jump of over 12%. Located one block from Sellwood Middle School and New Seasons Market, this building offers large balconies, large/walk-in closets and a number of other desirable features. As of August 25, 2016, it is 100% leased and occupied.

<b>YEAR BUILT:</b>	<b>2014</b>
<b>TOTAL UNITS:</b>	<b>21</b>
<b>OCCUPANCY:</b>	<b>100%</b>
<b>PARKING STALLS/UNIT:</b>	
<b>AVERAGE RENT/SF:</b>	<b>\$1.73</b>

### Project Amenities

Bike Storage/Garage Spaces  
Elevator  
Secure Keyless Access  
Non-Smoking Building

### Unit Amenities

Washer/Dryer  
Air Conditioning  
Quartz/Limestone Countertops  
Private Balconies  
Walk-in or Large Closets

	UNIT CHARACTERISTICS			OCCUPANCY		RENTS			
	Units (#)	Units (%)	Avg. Size	Vac. (#)	Occ. (%)	Low	High	Average	Avg. PSF
<b>2B/2b</b>	15	71%	1,035	0	100%	\$1,800	\$1,800	\$1,800	\$1.74
<b>2B/2b</b>	3	14%	1,115	0	100%	\$1,925	\$1,925	\$1,925	\$1.73
<b>2B/2b</b>	3	14%	1,226	0	100%	\$2,050	\$2,050	\$2,050	\$1.67
<b>Tot./Avg:</b>	<b>21</b>	<b>100%</b>	<b>1,073</b>	<b>0</b>	<b>100%</b>	<b>\$1,800</b>	<b>\$2,050</b>	<b>\$1,854</b>	<b>\$1.73</b>



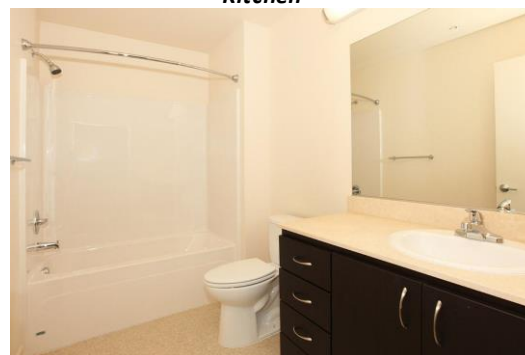
**Living Area**



**Kitchen**



**Bedroom**



**Bathroom**

SOURCE: Local Brokers, Leasing Agents, JOHNSON ECONOMICS



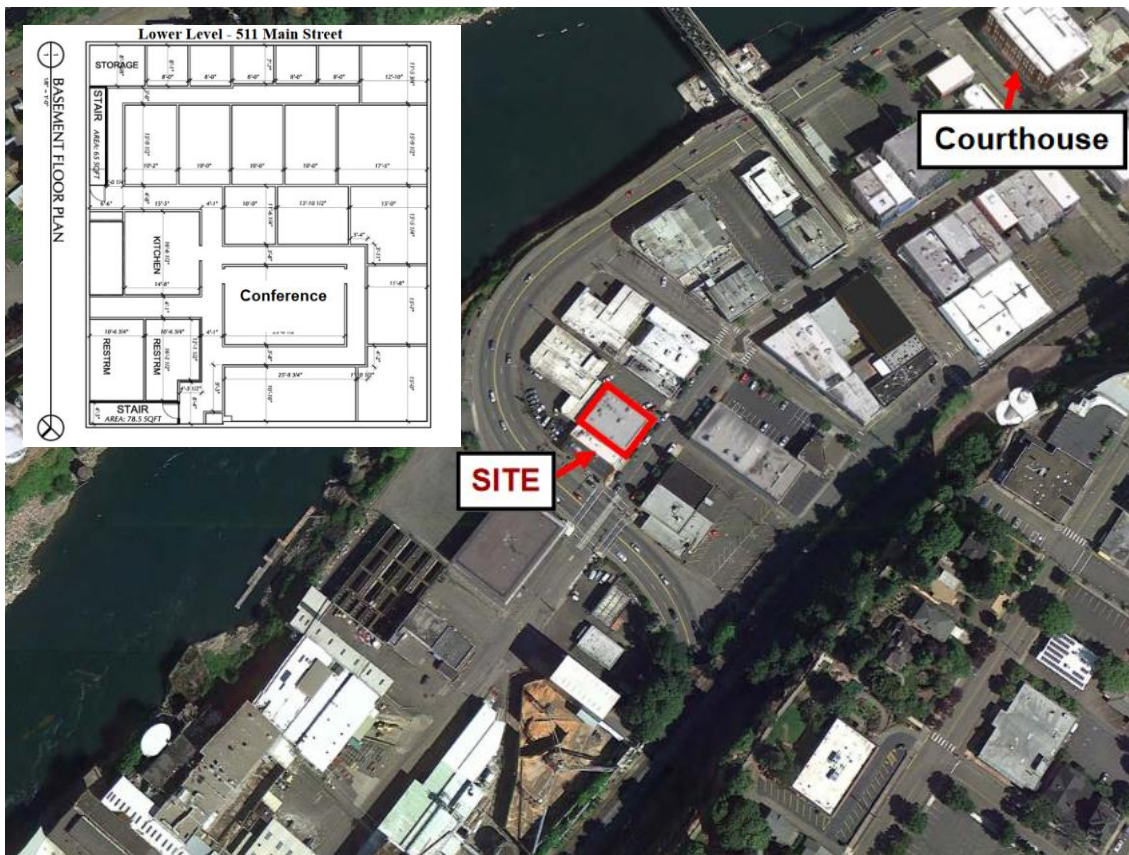


**RETAIL**

**Comparable #1**



<b>Name:</b>	The Harding Building
<b>Location:</b>	507 Main St.
<b>City:</b>	Oregon City, OR
<b>Developer:</b>	Unknown
<b>Type:</b>	Retail
<b>Subtype:</b>	Street Retail
<b>Year built:</b>	Unknown; Façade renovated in 2016
<b>Size (SF):</b>	18,000
<b>Stories:</b>	2
<b>Buildings:</b>	1
<b>Lot Size:</b>	0.15 AC
<b>Available SF:</b>	3,200
<b>Occupancy (%):</b>	82.22%
<b>Asking rate:</b>	\$15.00/SF/Year
<b>Rate type:</b>	Modified Gross



**Notes:** This building in downtown Oregon City is undergoing a façade renovation this year. Though it has been home to a Farmer's Insurance office, a chapel, and a treatment facility, it is unclear whether or not these businesses will continue to lease space after the renovation. Prices for the building are advertised at \$15/SF/Year modified gross.





**RETAIL**

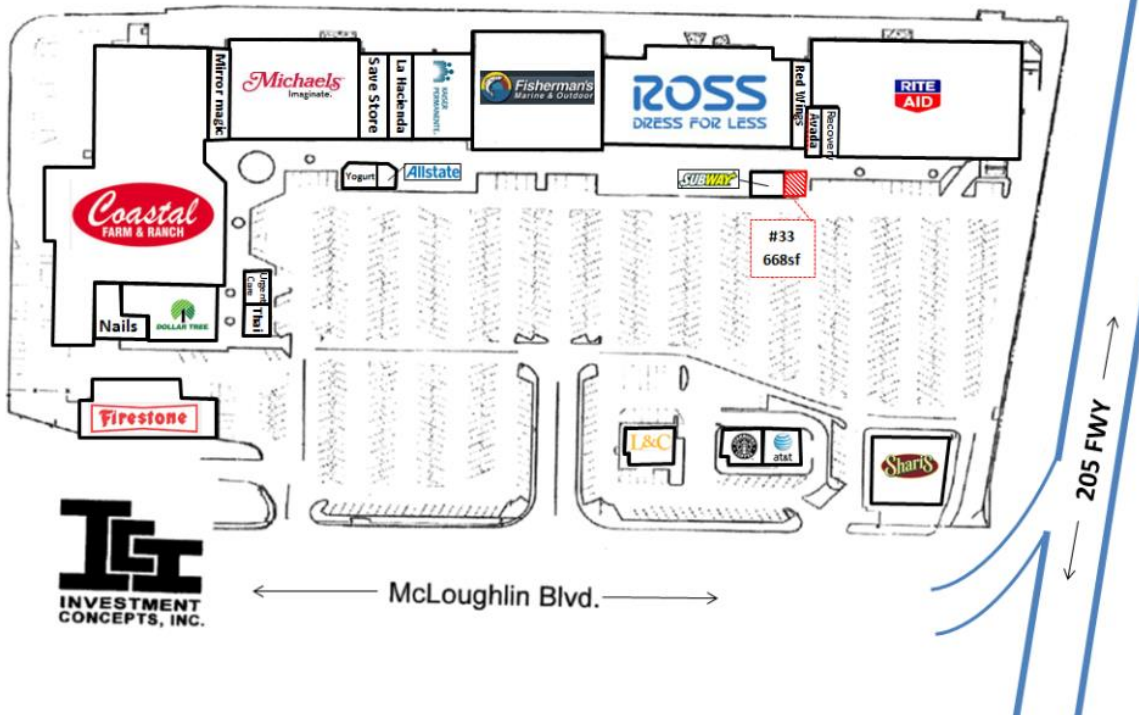
**Comparable #2**



<b>Name:</b>	Oregon City Shopping Center
<b>Location:</b>	1900 McLoughlin Blvd
<b>City:</b>	Oregon City, OR
<b>Developer:</b>	Unknown
<b>Type:</b>	Retail
<b>Subtype:</b>	Neighborhood Center
<b>Year built:</b>	1961
<b>Size (SF):</b>	241,505
<b>Stories:</b>	1
<b>Buildings:</b>	8
<b>Lot Size:</b>	16.46 AC
<b>Available SF:</b>	668
<b>Occupancy (%):</b>	99.72%
<b>Asking rate:</b>	\$30.00/SF/Year
<b>Rate type:</b>	NNN

**Oregon City Shopping Center**

1900 SE McLoughlin Blvd.,  
Oregon City, Oregon 97045



**Notes:** Situated at the confluence of SE McLoughlin Blvd and I-205, the Oregon City Shopping Center is in an ideal location to bring in shoppers that may have not come otherwise. Anchored by Ross Dress for Less, Rite Aid, and Coastal Farm & Ranch, businesses that choose to situate here will know that they will have constant opportunity to grow their customer base. It is no wonder that the over 241,000 SF of space is nearly 100% occupied. The site has nearby ADT of nearly 150,000. Workers in the retail center have food options for lunch, including Shari's, Starbucks, and Subway.

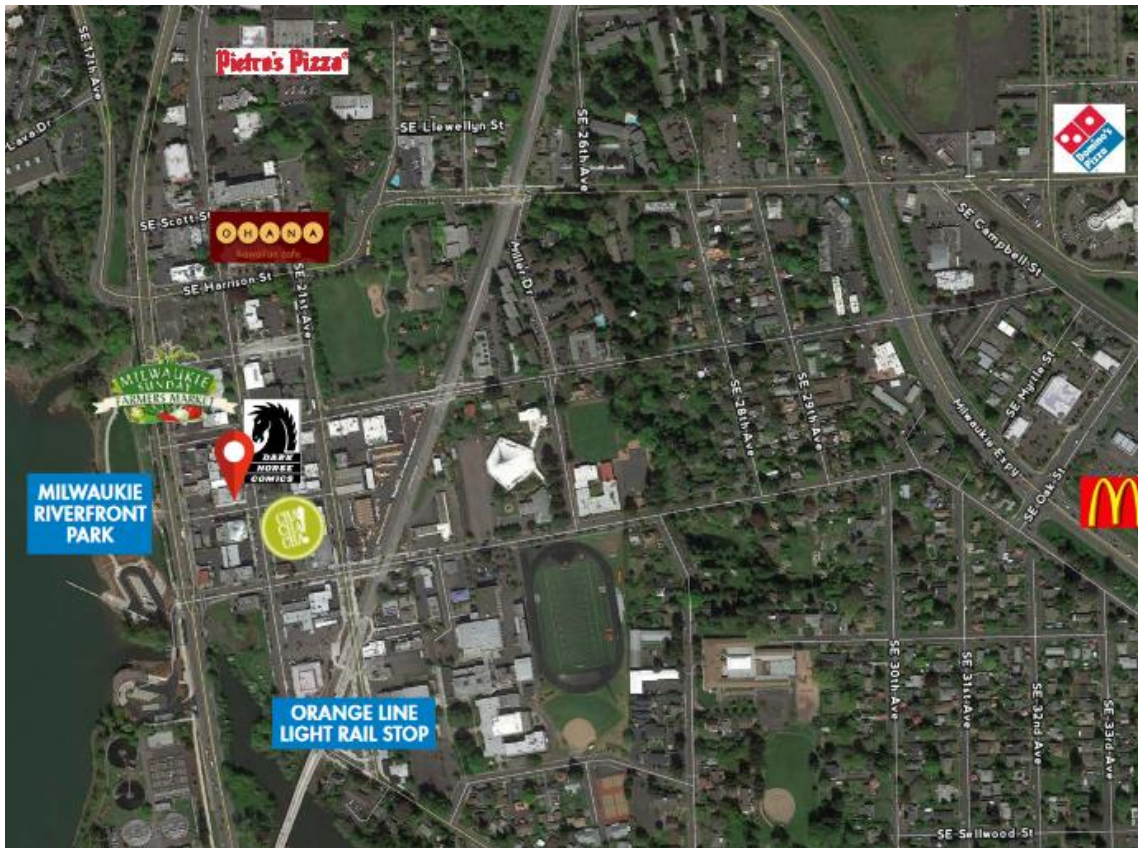


**RETAIL**

**Comparable #3**



<b>Name:</b>	10999 SE Main St.
<b>Location:</b>	215 13th Street
<b>City:</b>	Milwaukie
<b>Developer:</b>	Unknown
<b>Type:</b>	Retail
<b>Subtype:</b>	Street Retail
<b>Year built:</b>	Unknown
<b>Size (SF):</b>	3,355
<b>Stories:</b>	2
<b>Buildings:</b>	1
<b>Lot Size:</b>	0.14 AC
<b>Available SF:</b>	0
<b>Occupancy (%):</b>	100.0%
<b>Asking rate:</b>	\$16.00/SF/Year
<b>Rate type:</b>	NNN

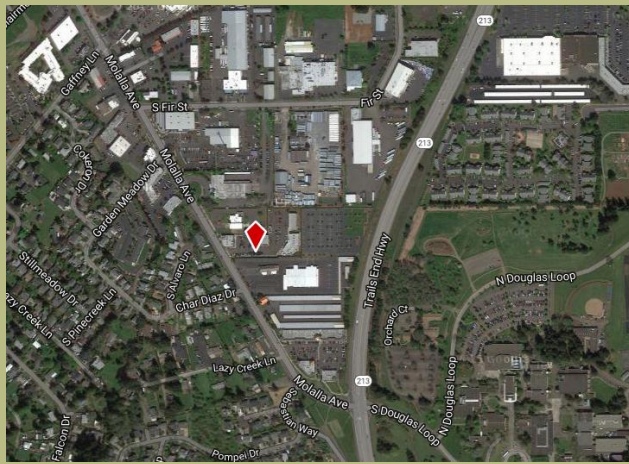


**Notes:** This retail building is situated in the heart of Downtown Milwaukie. It was vacant for a few months at the beginning of the year, but was leased by The Missing Link, a bicycle shop, in May of this year. The building is also home to the offices of the reknown Dark Horse Comic. It is also home to the populat Things From Another World comic book shop.



**RETAIL**

**Comparable #4**



<b>Name:</b>	Settlers Square
<b>Location:</b>	19352-19376 Molalla Ave
<b>City:</b>	Oregon City
<b>Developer:</b>	Unknown
<b>Type:</b>	Retail
<b>Subtype:</b>	Strip Center
<b>Year built:</b>	2007
<b>Size (SF):</b>	24,000
<b>Stories:</b>	2
<b>Buildings:</b>	4
<b>Lot Size:</b>	2.56 AC
<b>Available SF:</b>	3,450
<b>Occupancy (%):</b>	85.6%
<b>Asking rate:</b>	\$18.00
<b>Rate type:</b>	NNN



**Notes:** This popular shopping strip is located near Clackamas Community College, just off of Hwy 213. The building was built just before the downturn in 2007, and is home to such businesses as Lil' Cooperstown Bar & Grill, Meineke, and an Oregonians Credit Union.

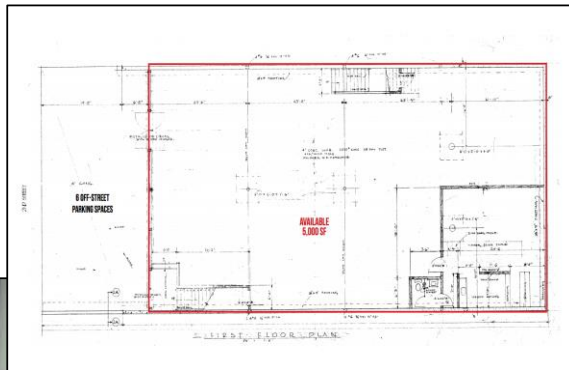


**RETAIL**

**Comparable #5**



<b>Name:</b>	460 2nd Street
<b>Location:</b>	460 2nd Street
<b>City:</b>	Lake Oswego
<b>Developer:</b>	Unknown
<b>Type:</b>	Retail
<b>Subtype:</b>	Retail (Other)
<b>Year built:</b>	1963
<b>Size (SF):</b>	16,000
<b>Stories:</b>	2
<b>Buildings:</b>	1
<b>Lot Size:</b>	0.14 AC
<b>Available SF:</b>	5,000-8,000
<b>Occupancy (%):</b>	Unknown
<b>Asking rate:</b>	\$15.00 - \$18.00/SF/Year
<b>Rate type:</b>	Modified Gross



**Notes:** This retail space is located in the heart of downtown Lake Oswego. Off-street parking is provided, with nearby tenants including Starcycle, Baird's on B, Chuck's Place, Bike Gallery, Umpqua Bank, and Barre3. Currently, there are both a 5,000-SF and 8,000-SF space available for lease. According to the marketing flyer on LoopNet, the 2014 ADT count for 2nd Street was 13,638, though we expect this includes State Street as

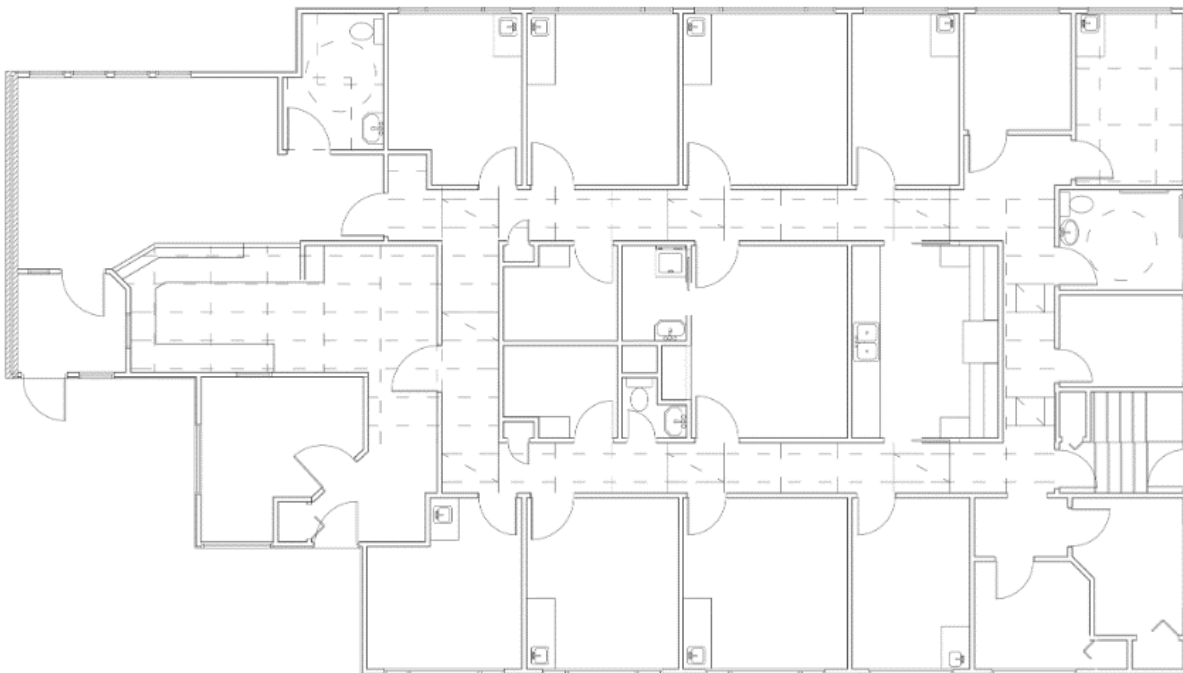


**OFFICE**

**Comparable #1**



<b>Name:</b>	Unnamed Medical Office
<b>Location:</b>	19220 McLoughlin Blvd.
<b>City:</b>	Gladstone, OR
<b>Developer:</b>	Unknown
<b>Type:</b>	Office
<b>Subtype:</b>	Medical Office
<b>Year built:</b>	Unknown
<b>Size (SF):</b>	4,200
<b>Stories:</b>	1
<b>Buildings:</b>	1
<b>Lot Size:</b>	0.42 AC
<b>Available SF:</b>	4,200
<b>Occupancy (%):</b>	0.00%
<b>Asking rate/SF:</b>	\$22 to \$24/SF/Year
<b>Rate type:</b>	NNN



**Notes:** This medical office sits on SE McLoughlin Blvd, just southeast of the intersection at Glen Echo Avenue. It sits between a TenderCare Dental practice and Mattress Warehouse. While there is a sign along the street to attract potential customers, it is smaller than similar signs at adjacent businesses. The buildings colors are very plain and do not catch the eye, and passers by might be put off by the uncared for parking lot and questionable fencing along the property line. The building itself contains 9 treatment rooms, 5 offices, and 2 bonus rooms.



**OFFICE**

**Comparable #2**



<b>Name:</b>	Bespaly Professional Building
<b>Location:</b>	514 7th St.
<b>City:</b>	Oregon City
<b>Developer:</b>	Lana and Michael Bespaly
<b>Type:</b>	Office
<b>Subtype:</b>	Medical Office
<b>Year built:</b>	2016
<b>Size (SF):</b>	4,000
<b>Stories:</b>	1
<b>Buildings:</b>	1
<b>Lot Size:</b>	0.16 AC
<b>Available SF:</b>	1,200
<b>Occupancy (%):</b>	70.00%
<b>Asking rate:</b>	\$18.00/SF/Year
<b>Rate type:</b>	NNN

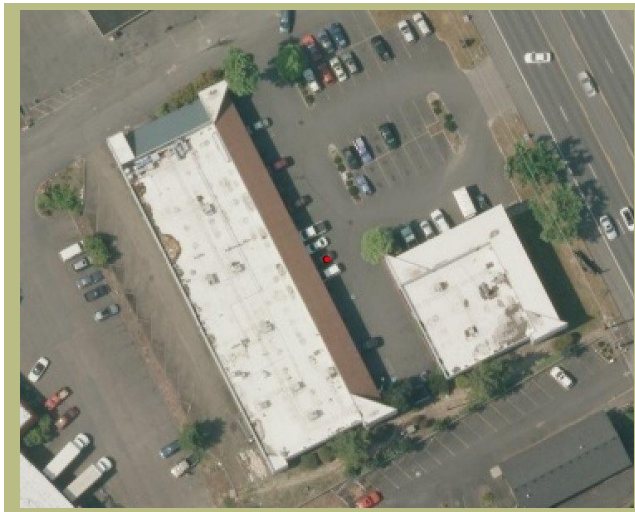


**Notes:** The Bespaly Professional Building is one of the newest office buildings in the Primary Market Area. While somewhat higher-priced than similar buildings in Oregon City, the price of \$18/SF/Year NNN is still very reasonable. As of this report, the building was 70% occupied. We expect the empty space to fill quickly.



**OFFICE**

**Comparable #3**



<b>Name:</b>	Unnamed Office/Retail Center
<b>Location:</b>	17432 SE McLoughlin
<b>City:</b>	Milwaukie, OR
<b>Developer:</b>	Unknown
<b>Type:</b>	Mixed Use
<b>Subtype:</b>	Strip Center
<b>Year built:</b>	Unknown
<b>Size (SF):</b>	19,800
<b>Stories:</b>	1
<b>Buildings:</b>	2
<b>Lot Size:</b>	1.39 AC
<b>Available SF:</b>	2,500
<b>Occupancy (%):</b>	87.37%
<b>Asking rate:</b>	\$9.60/SF/Year
<b>Rate type:</b>	NNN



**Notes:** This small mixed-use strip center on McLoughlin Blvd includes a few cafes, a smoke shop, and an auto store. It sits NW of a dental practice and mini-storage facility, and SW from a car dealership. Visibility is very strong as the strip center sits a long busy McLoughlin Blvd. The yearly cost of the space is only \$9.60 per square foot, which is one of the lowest we've seen for similar office spaces.

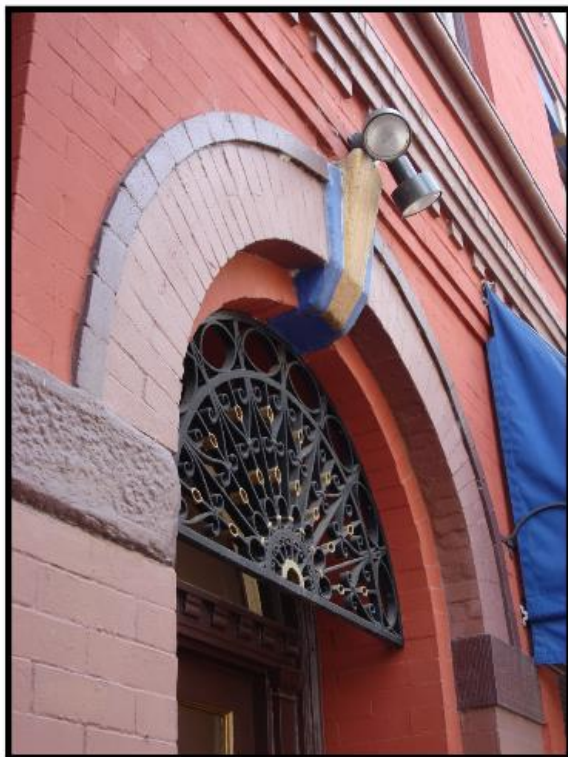


**OFFICE**

**Comparable #4**



<b>Name:</b>	Richard B. Petzold Building
<b>Location:</b>	714 Main St.
<b>City:</b>	Oregon City
<b>Developer:</b>	Gustav Friewald
<b>Type:</b>	Flex Space
<b>Subtype:</b>	Creative/Loft
<b>Year built:</b>	1905
<b>Size (SF):</b>	4,000
<b>Stories:</b>	2
<b>Buildings:</b>	1
<b>Lot Size:</b>	0.07 AC
<b>Available SF:</b>	200
<b>Occupancy (%):</b>	95.00%
<b>Asking rate:</b>	\$30.00 to \$36.00/SF/Year
<b>Rate type:</b>	Full Service



**Notes:** This office building in downtown Oregon City currently has two small creative spaces available to rent. The \$30 to \$36 per square foot per year are some of the higher prices we've seen in Oregon City, but it should be noted that the small size of the offices (250 to 300 SF) plays a role in this elevated price. The building was built in 1905 and is on the National Register of Historic Places.



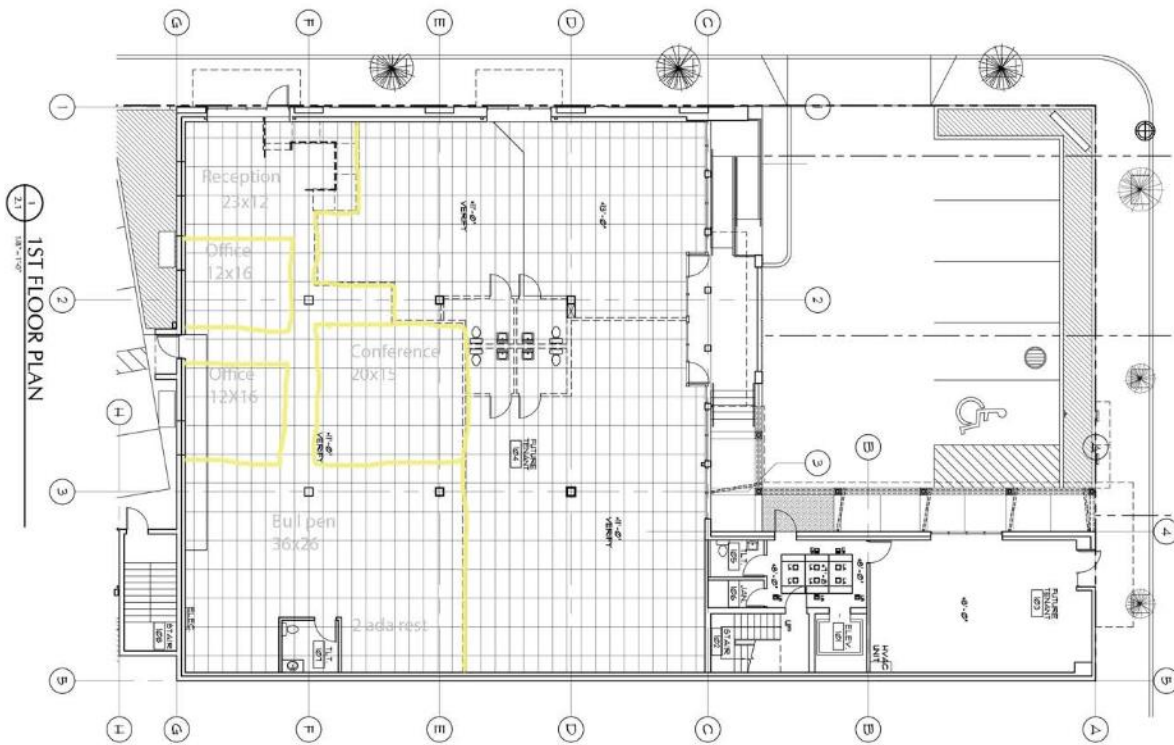


**OFFICE**

**Comparable #5**



<b>Name:</b>	Settlers Corner
<b>Location:</b>	900 Main St.
<b>City:</b>	Oregon City, OR
<b>Developer:</b>	Unknown
<b>Type:</b>	Office
<b>Subtype:</b>	Mixed Use
<b>Year built:</b>	Unknown
<b>Size (SF):</b>	20,000
<b>Stories:</b>	3
<b>Buildings:</b>	1
<b>Lot Size:</b>	0.36 AC
<b>Available SF:</b>	2,710
<b>Occupancy (%):</b>	86.45%
<b>Asking rate:</b>	\$14.00/SF/Year
<b>Rate type:</b>	NNN



**Notes:** Home to one of the more popular coffee spots for downtown Oregon City workers and potential jurors, Settlers Choice also includes Premier Choice Insurance Agency and the Center for Continuous Improvement, a non-profit organization. The office space for lease seems to have been empty for over a year. Lease rates are currently \$14/SF/Year, which is roughly average for similar office space.

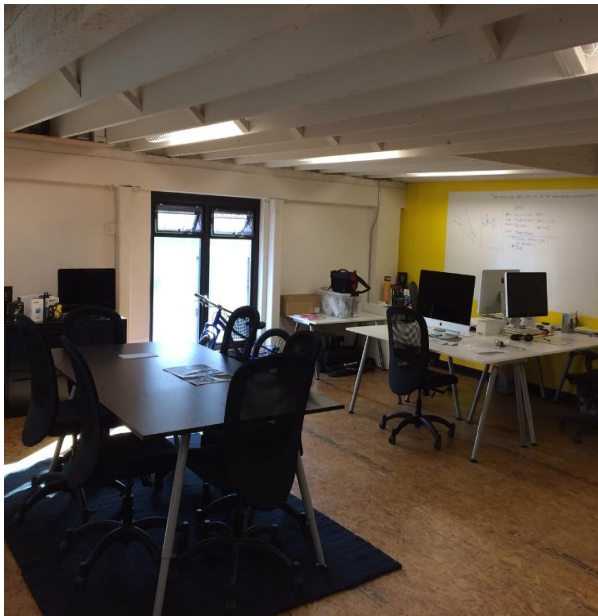


**OFFICE**

**Comparable #6**



<b>Name:</b>	517 Main Street
<b>Location:</b>	517 Main St.
<b>City:</b>	Oregon City, OR
<b>Developer:</b>	Unknown
<b>Type:</b>	Office
<b>Subtype:</b>	Creative/Loft
<b>Year built:</b>	Unknown
<b>Size (SF):</b>	5,100
<b>Stories:</b>	2
<b>Buildings:</b>	1
<b>Lot Size:</b>	.20 AC
<b>Available SF:</b>	1,800
<b>Occupancy (%):</b>	64.71%
<b>Asking rate:</b>	\$16.32 to \$17.16/SF/Year
<b>Rate type:</b>	NNN



**Notes:** This open, creative space is located at Main Street and 6th Street in downtown Oregon City. Equipped with a kitchenette, the space features exposed rafters and an industrial-type wood flooring. Adjacent to the space, a jiu jitsu studio and Chinese restaurant share space on the block.

# **Downtown Revitalization Plan**

## **Gladstone, OR**

### **Appendix F**

Plan Concept Alternatives Memo



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MEMORANDUM

## Conceptual Land Use and Transportation Alternatives Gladstone Downtown Revitalization Plan

DATE February 1st, 2017  
TO Gladstone PMT Team  
FROM Angelo Planning Group

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The purpose of this memorandum is to finalize three conceptual land use and transportation alternatives for the Gladstone Downtown Revitalization Plan. The memo is organized into sections that could be adapted into display boards for the open house or pages/slides of the online survey. There is some introductory language in each section intended for the PMT, and proposed language for the public. Public-facing language is indented and italicized.

The sections are as follows:

1. Vision Statement
2. Overall Strategies
3. Opportunity Site Studies
4. Integration of Land Use and Transportation
5. Overview of Alternatives
6. Location of Downtown Core
7. Conceptual Land Use Map
8. Land Use and Code Concepts
9. Street Cross-Section Concepts
10. Additional Street Design Treatments

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## 1. VISION STATEMENT

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Below is a revised vision statement based on input from the TAC and stakeholders. The vision statement should be presented to set the context for the alternatives.

### ***Vision and Objectives for Downtown Gladstone***

*Downtown Gladstone is a unique, lively community center that celebrates the history of the city while accommodating the modern, everyday needs of residents, businesses, and visitors.*

- *The Downtown is part of a successful mixed-use corridor along Portland Avenue, where housing in various forms integrates harmoniously with a mix of restaurants, shops, and civic buildings, services, and gathering spaces.*
- *The corridor is the vibrant backbone of the community—a destination as well as a connection to other commercial areas, the Clackamas River, regional trails and natural areas, and nearby attractions outside of the city.*
- *The corridor is knit together with unifying streetscape design elements and easily and safely accessible by foot, bike or car, Portland Avenue welcomes residents and visitors alike to Downtown Gladstone.*

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## 2. OVERALL STRATEGIES

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The following revitalization strategies have been identified as recommendations that are not dependent on the land use and transportation alternatives, but are important recommendations of the plan. These should be communicated alongside the three alternatives to ensure the community understands the full scope of the plan's recommendations. For purposes of public input, a scale along the "agree" to "disagree" will be posed as questions along each of the following elements.

### ***Programs and initiatives***

*New development and street improvements are not the only way to spur revitalization and achieve the community's vision for Downtown Gladstone. Based on community input, the project team has identified several programs and initiatives that could be led by the City, neighborhood groups, or an association of business owners.*

- ***Storefront improvement grant program.*** *This program would be led and funded by the City. The City would provide financial assistance to property owners that invest in improving the appearance of their commercial storefronts.*
- ***Property rehabilitation/adaptive reuse grant program.*** *This program would be led by the City. The City would provide financial assistance to property owners that invest in the renovation or rehabilitation of a vacant commercial property.*

- **Public art program.** *This program could be led by the City or community group. The program would raise money and oversee the purchase and installation of public art along Portland Avenue.*
- **Events.** *The City and community groups could work in concert to organize more events located on the corridor, such as a Farmer's Market or seasonal celebrations.*
- **Marketing and branding.** *These types of efforts are often led by a business association. The goal is to establish a distinct brand for Portland Avenue as the heart of downtown Gladstone and a unique business district. The brand can be used in marketing communications, which may include a map of businesses, events, street banners, and many other ways of increasing awareness of Portland Avenue.*

### **Transportation improvements**

*There are opportunities to improve transportation to and through the corridor that require relatively modest capital investments. The community and project team have identified several improvements that will make it easier, safer, and more attractive to get around in downtown Gladstone.*

- **Bike lanes.** *Portland Avenue has sufficient space for bike lanes today; they also can be designed to fit into a narrower curb-to-curb profile, as was envisioned in an earlier streetscape planning project. Bike lanes would connect the Trolley Trail to the north with the Clackamas River and promote more traffic and visibility for local businesses.*
- **Pedestrian crossings.** *Crosswalks and associated safety improvements are needed in several locations, and could be implemented separately from a complete street reconstruction. The specific location and design of crossings is to be determined.*
- **Navigational signs.** *Visitors and residents from around the region are often unaware of Portland Avenue and downtown Gladstone. Navigational signs at key locations, such as 99E and I-205, will point visitors to the location of downtown Gladstone.*
- **Pedestrian-scale lighting.** *Lighting can make the corridor feeling more welcoming and safe, especially to visitors, and can also be a unifying design element.*
- **Decorative elements.** *Hanging flower baskets, banners, public art and other decorative elements can help to mark downtown Gladstone as a special place. To ensure consistency throughout the downtown and/or corridor, suitable elements, placement, installation, and maintenance should be the purview of the City, through a downtown improvement district, or as part of the operations of a business organization (fee-based membership funded).*

### **Land use concepts**

- **3-story height limit.** *Based on feedback from the community, there is support for the current 3-story height limit for new buildings. Buildings of 4- or 5-stories may be economically feasible in coming years and would benefit local businesses by creating a larger local customer base. However, limiting new buildings to 3-stories can help*

*ensure visual compatibility with the one- and two-story development that is prominent throughout the corridor.*

- ***Streamlined permitting process.*** *The Gladstone development code requires a longer and more uncertain permitting process for some types of development. A series of adjustments to the procedures and standards of the code would make the permitting process simpler and faster, which is important for encouraging new development*

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### **3. OPPORTUNITY SITE STUDIES**

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I assume we'll need a board or two to document the site studies at the (physical) open house. I think it makes sense to separate this information from the conceptual alternatives, so the community understands this was an exploratory process that informs the alternatives, but they are not the alternatives themselves. However, the site study examples (sketches, photos) will help to illustrate the alternatives in the on-line open house.

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### **4. INTEGRATION OF LAND USE AND TRANSPORTATION**

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Each alternative represents a package of land use and transportation strategies. There is a connection between the level of investment required for transportation improvements and the level of property tax revenue (future land use) available to fund the investments. Thus, property tax will either directly fund the investments, or more likely, an increasing tax base will be needed to fund an urban renewal bond. Furthermore, it is assumed that the improvements cannot be funded fully with outside grants. The text below is proposed to communicate this background information to the public.

#### ***Conceptual Alternatives***

*The vision for Downtown Gladstone could be realized in a few different ways. The project team has created three conceptual alternatives for achieving the vision. These alternatives are based on community input, analysis of the local real estate market and other existing conditions of the area, and consultant expertise on the viability of different approaches.*

#### ***Levels of Investment and Change***

*The alternatives vary based on two things: how large of a capital investment is required, and what degree of change would be needed to support that investment. Improvements to the physical character of Portland Avenue—such as the 2008 Streetscape Plan—require investment by the City. To pay for that investment, the City may need to encourage the density and scale of future development in the area to increase, as compared to existing development, in order to increase City revenue from property taxes. Therefore, the alternative approaches include varying levels of public investment paired with varying levels of change in the density and scale of new buildings in the area.*

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## 5. OVERVIEW OF CONCEPTUAL ALTERNATIVES

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The following text can be used to describe the overall intent of each alternative.

**Alternative 1: Limited Investment and Change.** *Alternative 1 represents a modest change in the existing land uses and urban form of the corridor and a limited overall investment in transportation and streetscape improvements. Changes to the development code are intended to streamline the permitting process, but not to significantly change the type of development that is permitted. Projected future development would include single-family homes, townhomes, small apartment buildings, and a limited number of new one- or two-story commercial buildings. The width of the street and sidewalks remain the same as today, and the street is reconstructed in phases.*

**Alternative 2: Moderate Investment and Change.** *Alternative 2 represents a more substantial change in land uses and urban form than Alternative 1; the change is more significant in the downtown core area than the rest of the corridor. Changes to the development code are intended to both streamline the permitting process and enable new types of development. Projected future development would include single-family homes, townhomes, small apartment buildings, two- to three- story commercial buildings, and a limited number of two- to three-story mixed use buildings. The width of the street and sidewalks remains the same outside the downtown core, but the street is narrowed and the sidewalks widened in the downtown core. The street would be reconstructed in the downtown core in one project in the short-term, and in phases outside the downtown core.*

**Alternative 3: Significant Investment and Change.** *Alternative 3 represents a significant change in land uses and urban form of the corridor and a major capital investment in reconstruction of the street. Changes to the development code are intended to both streamline the permitting process and enable new types of development. Projected future development would include single-family homes, townhomes, small apartment buildings, two- to three- story commercial buildings, and three-story mixed use buildings. The street is narrowed and the sidewalks widened throughout the entire corridor.*



## 6. LOCATION OF DOWNTOWN CORE

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The following text can be used to get input on the proposed location for the downtown core. The open-ended question can be used in the survey.

### **Location of Downtown Core**

*The character of the Portland Avenue corridor is not uniform. Previous planning projects identified several “character areas” throughout the corridor. The community and stakeholders have expressed a preference for a concept that recognizes some of these differences but also unifies the corridor.*

*This plan will focus on defining a “downtown core” for the corridor. The downtown core will have several features that make it distinct from the rest of the corridor.*

- *A greater focus on commercial development, particularly retail shops or restaurants, with storefronts that directly front the sidewalk;*
- *Development code standards that encourage higher density commercial and mixed-use development;*
- *A sidewalk design that includes space for street furniture and street trees rather than a planter strip;*
- *The potential for a downtown plaza that spans the street, designed with special pavers and bollards in place of curbs, that could function as a civic gathering space and a way to mark the heart of Gladstone. The plaza may not cover the entire area defined as the downtown core.*

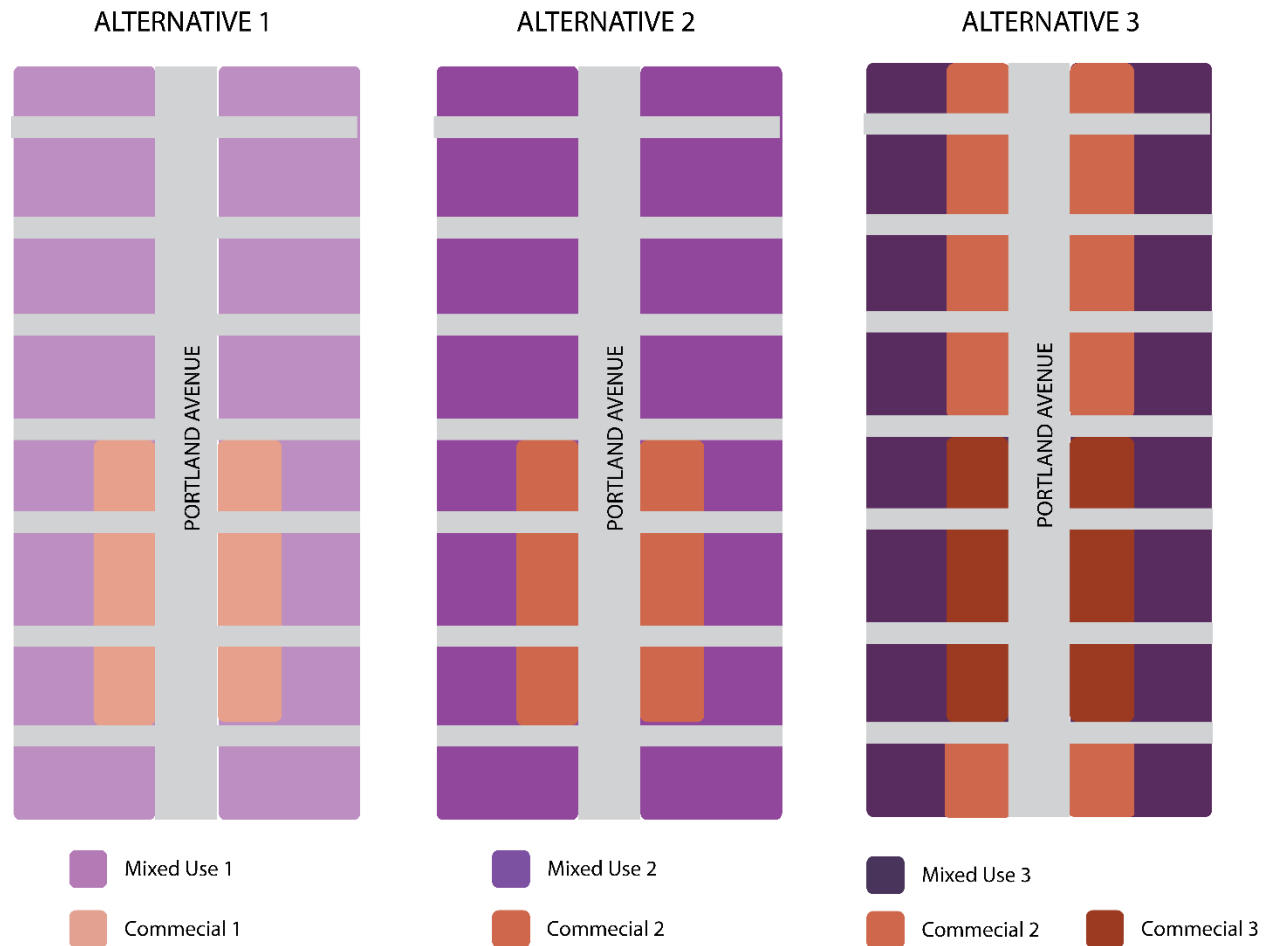
*Based on community and stakeholder input, the downtown core area has been defined as the three blocks between Exeter and Berkeley (see map).*

### **PLACEHOLDER FOR DOWNTOWN CORE MAP**

*In your view, does this represent Gladstone’s downtown core? If not, how would you change the area?*

## 7. CONCEPTUAL LAND USE MAP

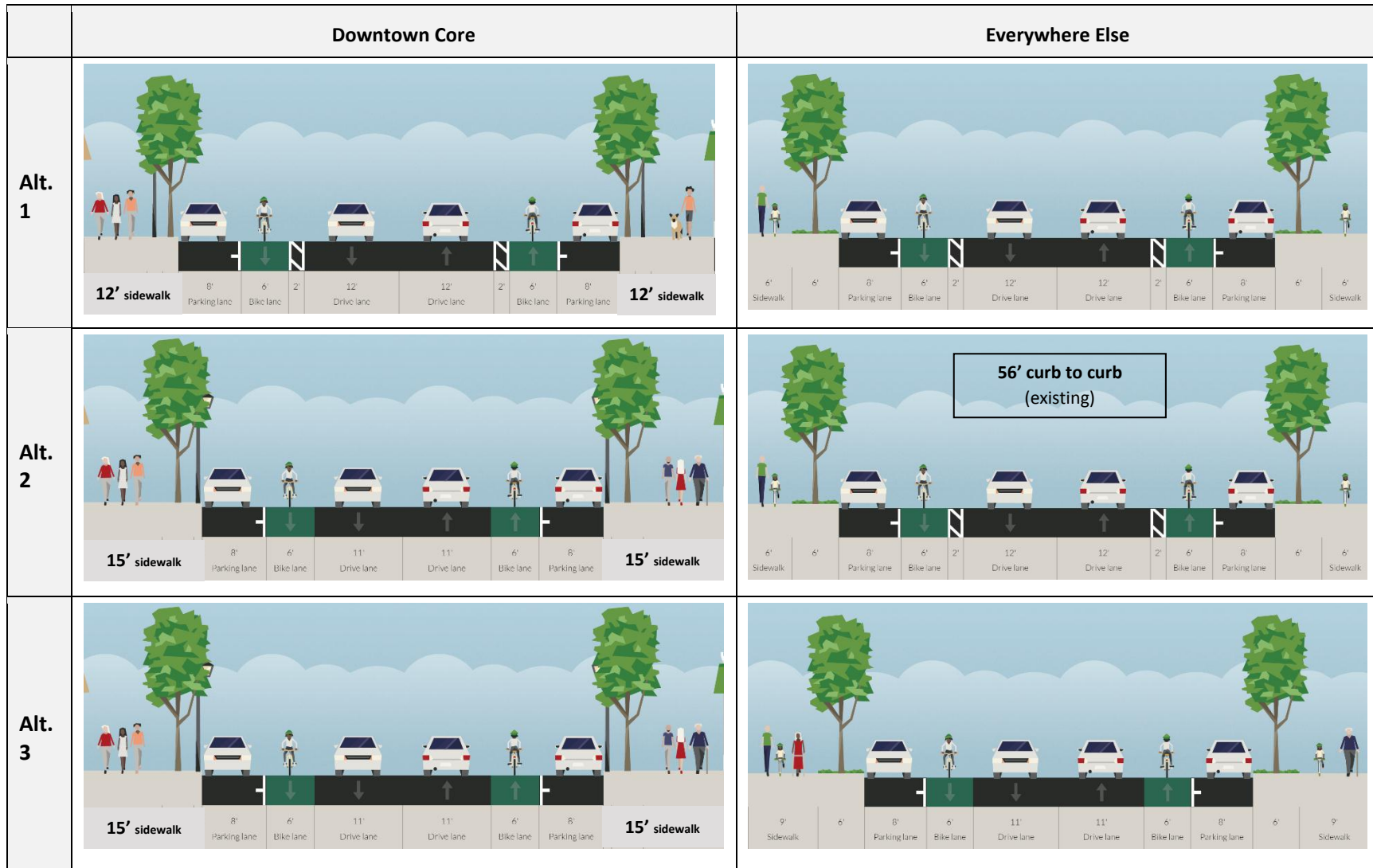
The diagram below is an example of how to illustrate the land use alternatives. SERA could illustrate a more attractive version, using bubbles or more sketch-like graphics to imply the conceptual nature of the alternatives. Additionally, a perspective-view sketch of the expected urban form/development types could be included for each alternative. Code concepts related to each land use type will be described in the next section and presented alongside this diagram.



## 8. LAND USE AND CODE CONCEPTS

	Alternative 1		Alternative 2		Alternative 3	
	Downtown Core	Everywhere Else	Downtown Core	Everywhere Else	Downtown Core	Everywhere Else
<i>Land Use Type</i>	Commercial 1	Mixed Use 1	Commercial 2	Mixed Use 2	Commercial 3	<ul style="list-style-type: none"> <li>Commercial 2 (on Portland Ave.)</li> <li>Mixed Use 3</li> </ul>
<i>Permitted Uses and Development Types</i>	<ul style="list-style-type: none"> <li>Commercial</li> <li>Mixed Use</li> </ul> <p><i>No residential on ground floor</i></p>	<ul style="list-style-type: none"> <li>Commercial</li> <li>Mixed Use</li> <li>Residential                             <ul style="list-style-type: none"> <li>Single-family</li> <li>Townhomes</li> <li>Small apartment buildings (3-8 units)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Commercial</li> <li>Mixed Use</li> </ul> <p><i>No residential on ground floor</i></p>	<ul style="list-style-type: none"> <li>Commercial</li> <li>Mixed Use</li> <li>Residential                             <ul style="list-style-type: none"> <li>Single-family</li> <li>Townhomes</li> <li>Small apartment buildings (3-8 units)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Commercial</li> <li>Mixed Use</li> </ul> <p><i>No residential on ground floor</i></p>	<ul style="list-style-type: none"> <li>Commercial</li> <li>Mixed Use</li> <li>Residential                             <ul style="list-style-type: none"> <li>Single-family</li> <li>Townhomes</li> <li>Small MF buildings (3-8 units)</li> <li>Low-rise MF (10-30 units)</li> </ul> </li> </ul> <p><i>Portland Ave: No residential on ground floor</i></p>
<i>Off-Street Parking Requirements</i>	<p>No change</p> <ul style="list-style-type: none"> <li>Residential: 1.5 spaces per unit</li> <li>Commercial: 1 per ~300 sq. ft.</li> </ul>	<p>No change</p> <ul style="list-style-type: none"> <li>Residential: 1.5 spaces per unit</li> <li>Commercial: 1 per ~300 sq. ft.</li> </ul>	<ul style="list-style-type: none"> <li>Residential: 0.5-0.75 spaces per unit</li> <li>Ground floor commercial: None</li> <li>Upper floor commercial: 1 space ~600 sq. ft.</li> </ul> <p><i>On-street parking counts</i></p>	<ul style="list-style-type: none"> <li>Residential: 1 per unit</li> <li>Commercial: 1 space ~600 sq. ft.</li> </ul> <p><i>On-street parking counts</i></p>	<ul style="list-style-type: none"> <li>Residential: 0.5-0.75 spaces per unit</li> <li>Ground floor commercial: None</li> <li>Upper floor commercial: 1 space ~600 sq. ft.</li> </ul> <p><i>On-street parking does not count</i></p>	<ul style="list-style-type: none"> <li>Residential: 0.5-0.75 spaces per unit</li> <li>Ground floor commercial: None</li> <li>Upper floor commercial: 1 space ~600 sq. ft.</li> </ul> <p><i>On-street parking does not count</i></p>
<i>Landscaping and Setbacks</i>	<ul style="list-style-type: none"> <li>15% of lot area</li> </ul>	<ul style="list-style-type: none"> <li>15% of lot area</li> <li>Reduce minimum setback for ground floor residential</li> </ul>	<ul style="list-style-type: none"> <li>Parking areas only</li> </ul>	<ul style="list-style-type: none"> <li>Parking areas only</li> <li>Reduce minimum setback for ground floor residential</li> </ul>	<ul style="list-style-type: none"> <li>Parking areas only</li> </ul>	<ul style="list-style-type: none"> <li>Parking areas only</li> <li>Reduce minimum setback for ground floor residential</li> </ul>
<i>Maximum Density</i>	1 unit per 1,500 sq. ft.	1 unit per 1,500 sq. ft.	1 unit per 1,000 sq. ft.	1 unit per 1,000 sq. ft.	Controlled by height limit and parking requirements	Controlled by height limit and parking requirements

### 9. STREET CROSS-SECTION CONCEPTS



## 10. ADDITIONAL STREET DESIGN TREATMENTS

In addition to the cross-section, the 2008 Streetscape Plan recommended a number of special street design treatments and amenities. These treatments could theoretically be included in any of the three alternatives. In order to prioritize the treatments for implementation and provide guidance to a future design projects, we need to have community input on the specific treatments.

Below is a list of the treatments/amenities. In the online survey, we'll provide an image and short description of each element, then ask the community to rate the overall importance/desirability and, where appropriate, what is the best location for the element.

We'll need to come up with a board display at the open house to get input on these items.

1. Downtown curbless plaza
2. Special intersection treatments (pavers, raised crosswalks)
  - a. Arlington
  - b. Dartmouth
  - c. Abernethy
3. Curb extensions
4. Pedestrian-scale lighting
5. Decorative elements (flower baskets, banners)
6. Gateway sign(s)
7. Contrast paving at crosswalks
8. Contrast paving on bike lanes/parking lanes

14



# ALTERNATIVE 1: LIMITED INVESTMENT AND CHANGE



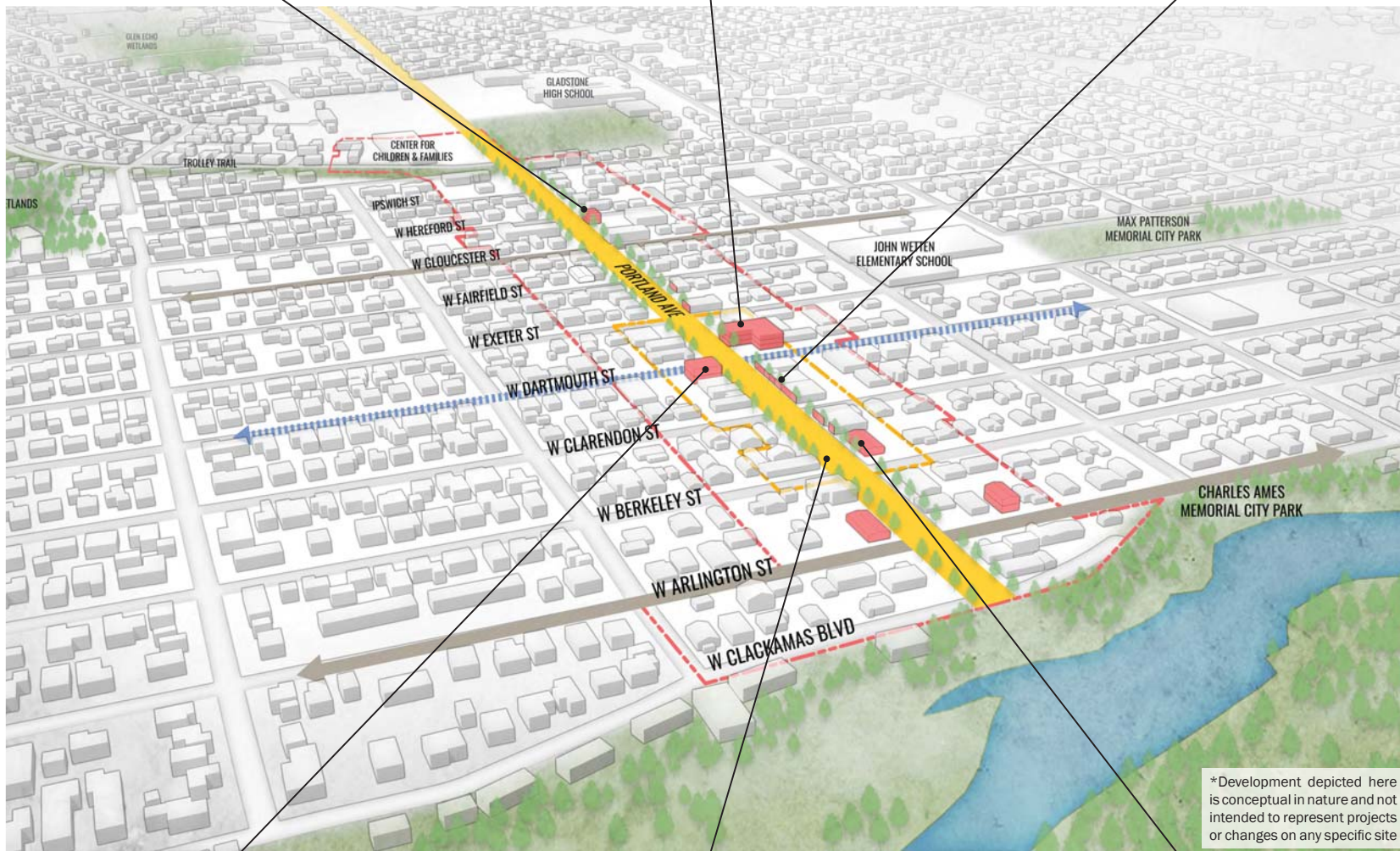
INFILL HOUSING  
CHARLOTTE, NC



CITY HALL / LIBRARY / RETAIL  
SHERWOOD, OR



STOREFRONT IMPROVEMENT;  
SIDEWALK AND STREET TREES  
PORTLAND, OR



\*Development depicted here is conceptual in nature and not intended to represent projects or changes on any specific site



COMMERCIAL REDEVELOPMENT;  
SIGNIFICANT PARKING REQ'D  
PORTLAND, OR

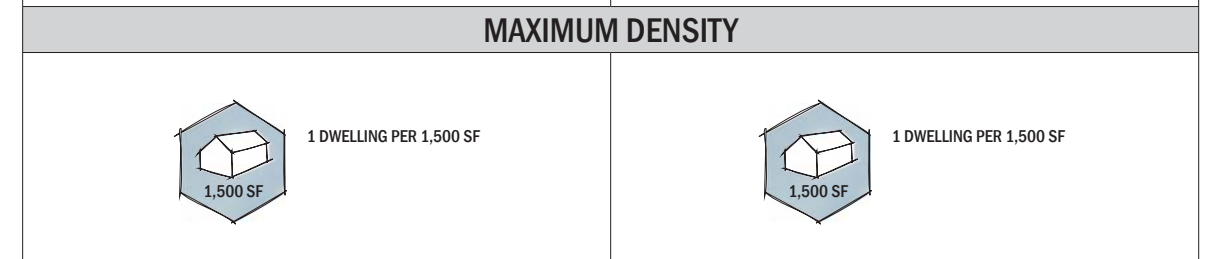
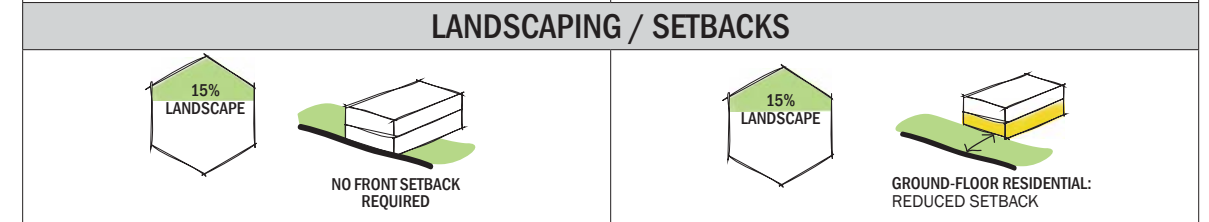
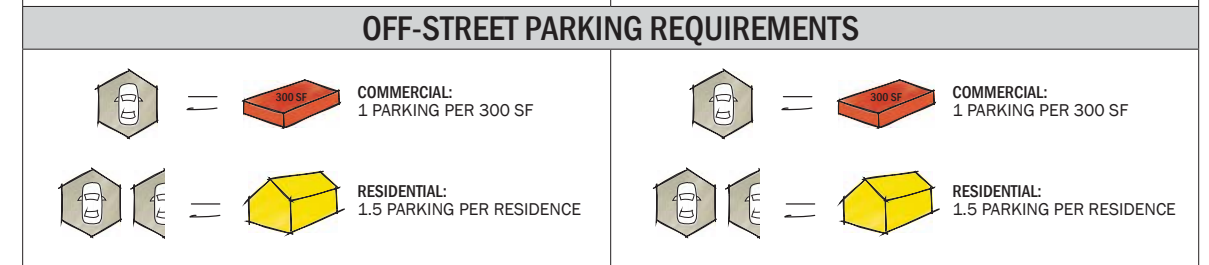
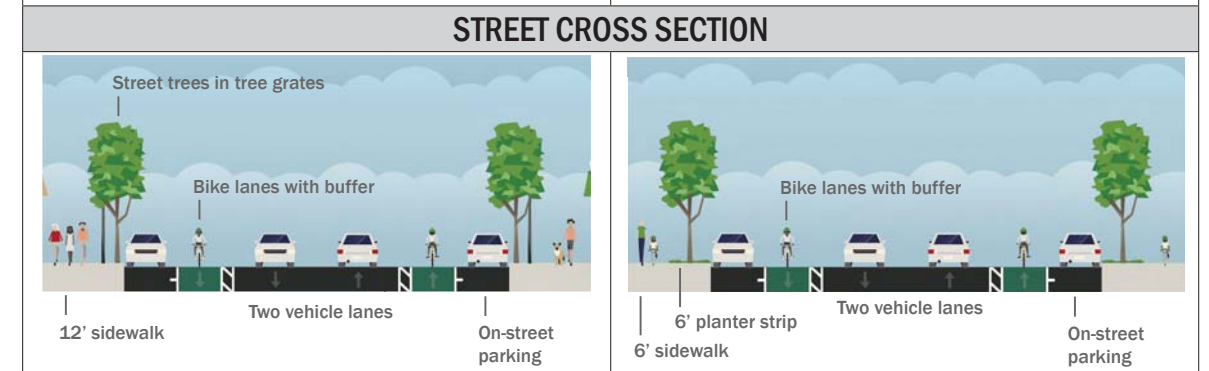
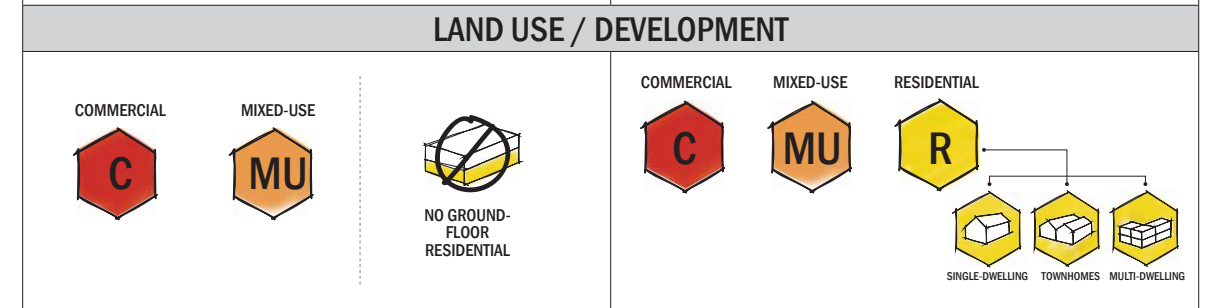


TWO-LANES; BIKE LANES; PARKING  
TROUTDALE, OR



STOREFRONT IMPROVEMENT; PARKING  
LOT CONVERSION TO SEATS  
PORTLAND, OR

DOWNTOWN CORE	MIXED USE CORRIDOR
<ul style="list-style-type: none"> <li>New development includes 1-2 story commercial buildings.</li> <li>Ground floors required to be commercial; parking and landscaping requirements same as today.</li> <li>Same width of the street/sidewalks; add bike lanes; remove center turn lane.</li> <li>Sidewalks improved as properties redevelop.</li> </ul>	<ul style="list-style-type: none"> <li>New development includes 1-2 story commercial buildings, townhomes, duplex/triplex, and small apartments.</li> <li>Ground floors may be commercial or residential; parking and landscaping requirements same as today.</li> <li>Same width of the street/sidewalks; add bike lanes; remove center lane.</li> <li>Sidewalks improved as properties redevelop.</li> </ul>



# ALTERNATIVE 2: MODERATE INVESTMENT AND CHANGE



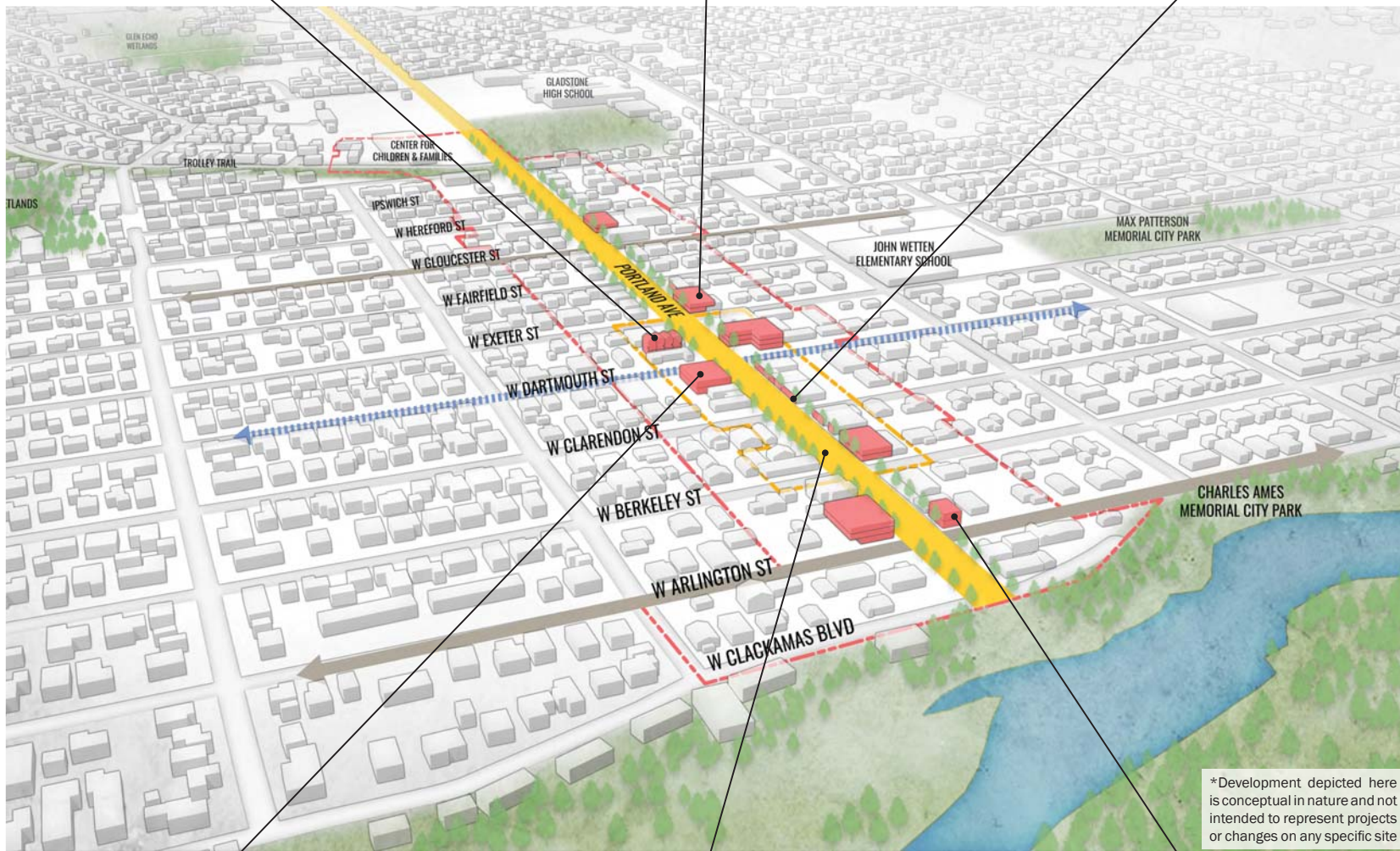
ATTACHED TOWNHOMES  
FAIRVIEW, OR



OFFICE OVER RETAIL MIXED-USE  
PORTLAND, OR



STOREFRONT IMPROVEMENT;  
SIDEWALK AND STREET TREES  
PORTLAND, OR



HOUSING OVER COMMERCIAL  
ASHLAND, OR



SIDEWALKS; STORMWATER; PARKING  
PORTLAND, OR



SMALL LOT MIXED-USE  
MANZANITA, OR

DOWNTOWN CORE	MIXED USE CORRIDOR
<ul style="list-style-type: none"> <li>New development includes 2-3-story commercial and mixed use buildings.</li> <li>Ground floors required to be commercial; parking and landscaping requirements reduced substantially.</li> <li>Street is narrowed to provide wider sidewalks; add bike lanes; remove center turn lane.</li> <li>City reconstructs street and sidewalks as a part of a public improvement project.</li> </ul>	<ul style="list-style-type: none"> <li>New development includes 2-3 story commercial or mixed-use buildings, townhomes, duplex/triplex, and small apartments.</li> <li>Ground floors may be commercial or residential; parking and landscaping requirements reduced slightly.</li> <li>Width of the street and sidewalks remains same as today; add bike lanes; remove center turn lane.</li> <li>Sidewalks improved when properties redevelop.</li> </ul>

LAND USE / DEVELOPMENT		
<p>COMMERCIAL</p>	<p>MIXED-USE</p>	<p>RESIDENTIAL</p>
<p>NO GROUND-FLOOR RESIDENTIAL</p>		

STREET CROSS SECTION	
<p>Street trees in tree grates</p> <p>15' sidewalk   Two vehicle lanes   On-street parking</p>	<p>Bike lanes with buffer</p> <p>6' planter strip   6' sidewalk   Two vehicle lanes   On-street parking</p>

OFF-STREET PARKING REQUIREMENTS	
<p>COMMERCIAL (UPPER FLOORS): 1 PARKING PER 600 SF</p>	<p>COMMERCIAL (GROUND FLOOR): NO PARKING REQUIREMENT</p>
<p>RESIDENTIAL: 0.5-0.75 PARKING PER RESIDENCE</p>	<p>COMMERCIAL: 1 PARKING PER 600 SF</p>
	<p>RESIDENTIAL: 1.0 PARKING PER RESIDENCE</p>

LANDSCAPING / SETBACKS	
<p>LANDSCAPE REQUIRED AT PARKING AREAS</p>	<p>NO FRONT SETBACK REQUIRED</p>
<p>LANDSCAPE REQUIRED AT PARKING AREAS</p>	<p>GROUND-FLOOR RESIDENTIAL: REDUCED SETBACK</p>

MAXIMUM DENSITY	
<p>1 DWELLING PER 1,000 SF</p>	<p>1 DWELLING PER 1,000 SF</p>

# ALTERNATIVE 3: SIGNIFICANT INVESTMENT AND CHANGE



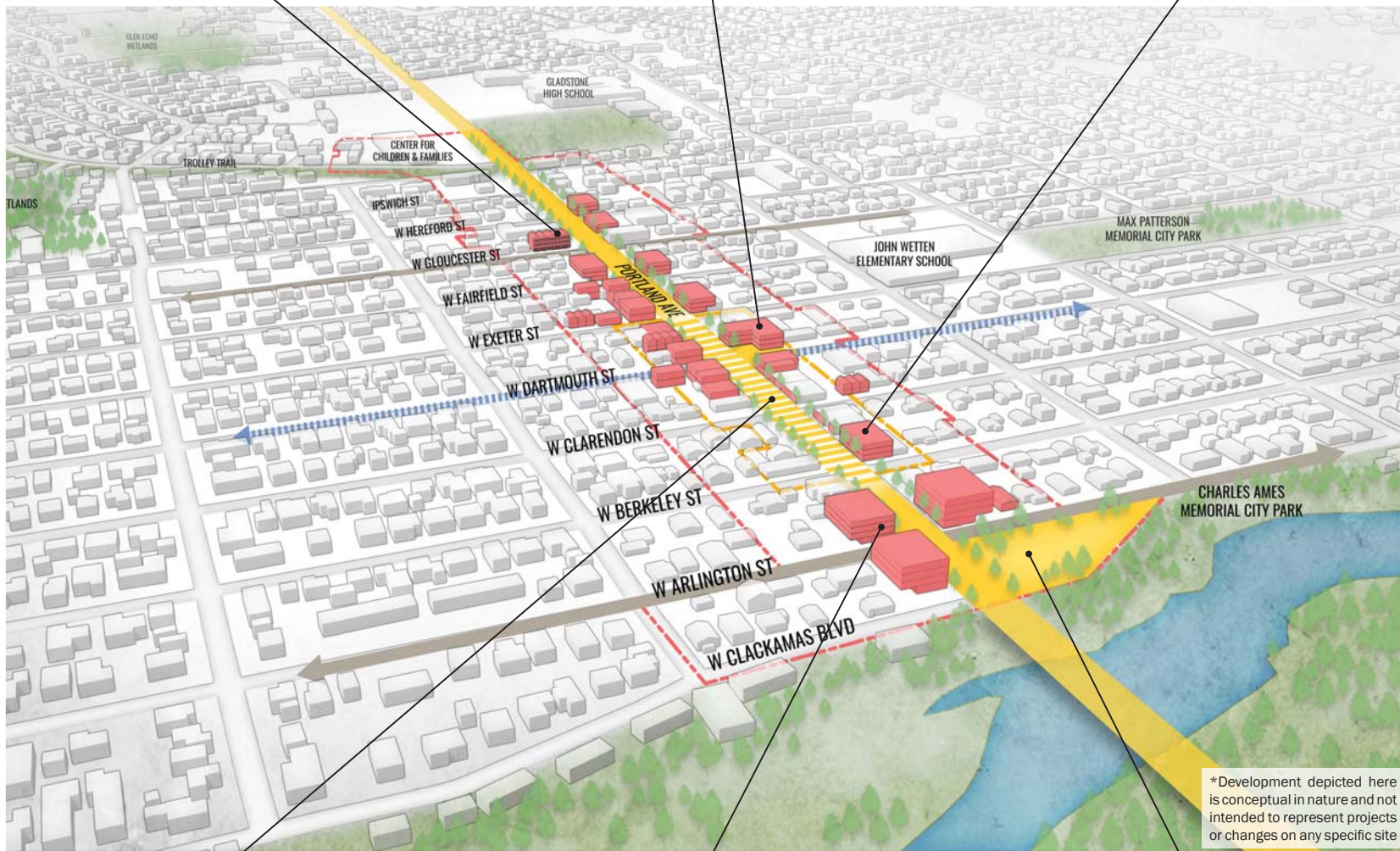
3-UNIT CONDOMINIUM COMPLEX  
PORTLAND, OR



LIBRARY / CIVIC BUILDING  
HILLSDALE - PORTLAND, OR



FOUR-STORY MIXED HOUSING OVER  
RETAIL SPACES; PARKING BEHIND  
PORTLAND, OR



CURBLESS "FESTIVAL" STREET  
GLADSTONE, OR



MULTI-DWELLING HOUSING  
MILWAUKIE, OR

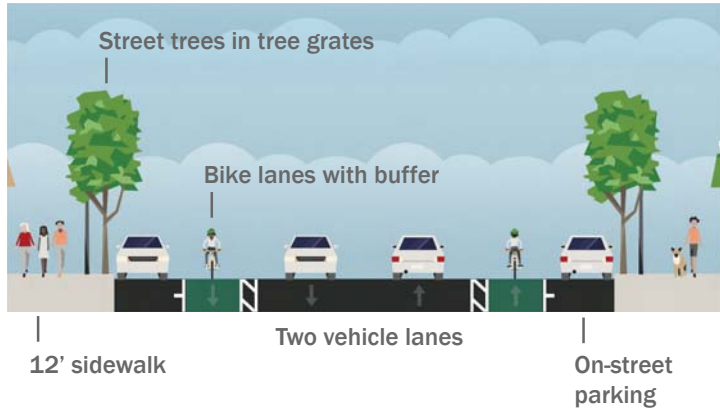

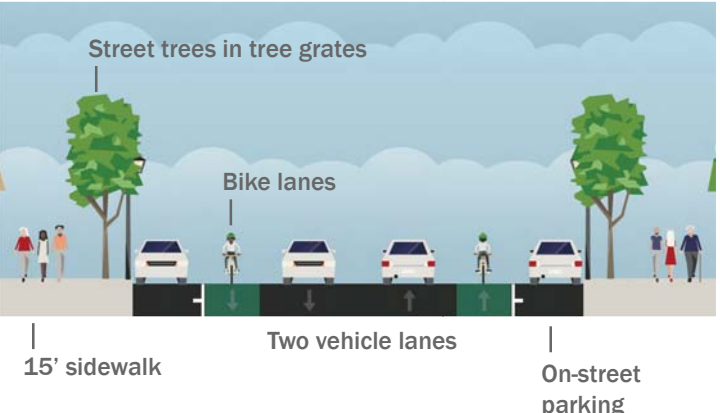

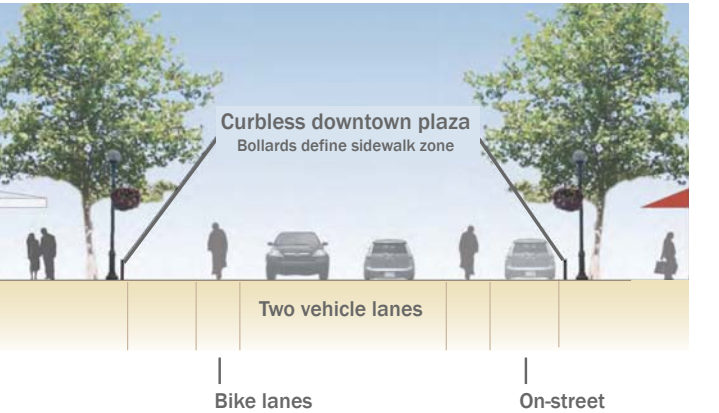

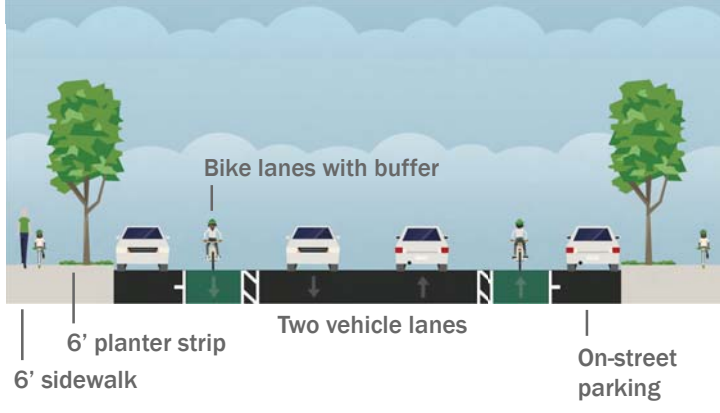

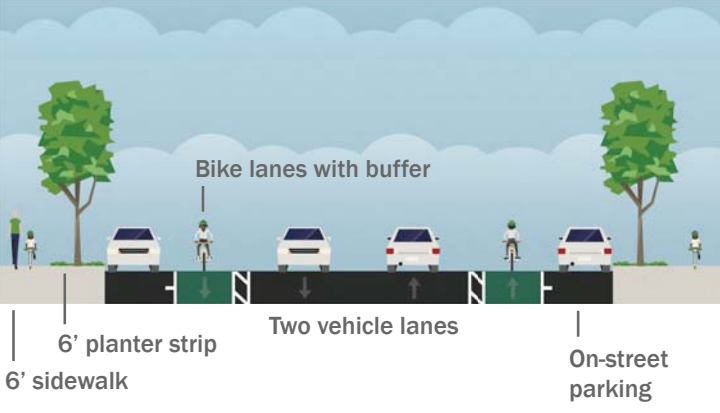

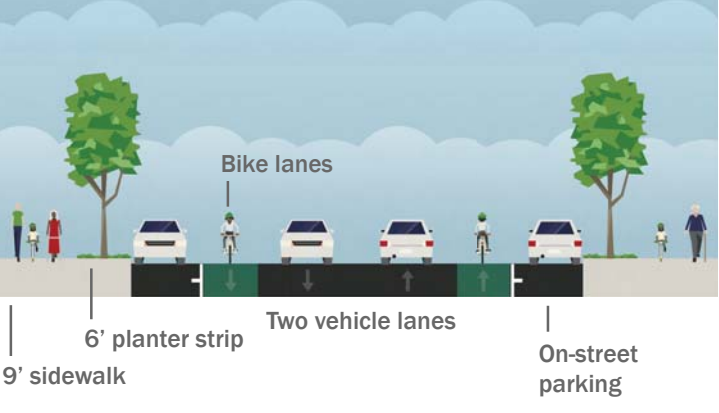



RIVERFRONT PARK AND TRAIL  
CORVALLIS, OR

DOWNTOWN CORE		MIXED USE CORRIDOR	
<ul style="list-style-type: none"> <li>New development includes 3-4 story commercial and mixed use buildings.</li> <li>Ground floors required to be commercial; parking and landscaping requirements reduced substantially.</li> <li>Street is narrowed to widen sidewalks; add bike lanes; remove center turn lane.</li> <li>Curbs removed and special pavers used to create a "downtown plaza" on Core.</li> <li>City reconstructs street and sidewalks as a part of a public improvement project.</li> </ul>		<ul style="list-style-type: none"> <li>New development includes 2-3 story commercial or mixed-use buildings, townhomes, duplexes/triplexes, and small apartment buildings.</li> <li>Ground floors required to be commercial if fronting Portland Avenue; parking and landscaping requirements reduced.</li> <li>Street is narrowed to widen sidewalks; add bike lanes; remove center turn lane.</li> <li>City reconstructs street and sidewalks as a part of a public improvement project.</li> </ul>	
LAND USE / DEVELOPMENT			
<p>COMMERCIAL</p>	<p>MIXED-USE</p>	<p>NO GROUND-FLOOR RESIDENTIAL</p>	<p>COMMERCIAL MIXED-USE RESIDENTIAL</p> <p>SINGLE-DWELLING TOWNHOMES MULTI-DWELLING</p> <p>NO GROUND-FLOOR RESIDENTIAL</p>
STREET CROSS SECTION			
<p>Curbsless downtown plaza Bollards define sidewalk zone</p> <p>Two vehicle lanes</p> <p>Bike lanes</p> <p>On-street parking</p>		<p>Bike lanes</p> <p>6' planter strip</p> <p>Two vehicle lanes</p> <p>9' sidewalk</p> <p>On-street parking</p>	
OFF-STREET PARKING REQUIREMENTS			
<p>COMMERCIAL (UPPER FLOORS): 1 PARKING PER 600 SF</p>	<p>COMMERCIAL (GROUND FLOOR): NO PARKING REQUIREMENT</p>	<p>COMMERCIAL (UPPER FLOORS): 1 PARKING PER 600 SF</p>	<p>COMMERCIAL (GROUND FLOOR): NO PARKING REQUIREMENT</p>
<p>RESIDENTIAL: 0.5-0.75 PARKING PER RESIDENCE</p>		<p>RESIDENTIAL: 0.5-0.75 PARKING PER RESIDENCE</p>	
LANDSCAPING / SETBACKS			
<p>LANDSCAPE REQUIRED AT PARKING AREAS</p>	<p>NO FRONT SETBACK REQUIRED</p>	<p>LANDSCAPE REQUIRED AT PARKING AREAS</p>	<p>GROUND-FLOOR RESIDENTIAL: REDUCED SETBACK</p>
MAXIMUM DENSITY			
	<p>CONTROLLED BY HEIGHT LIMIT (FOUR STORIES, APPROX. 45-50') AND PARKING REQUIREMENT</p>		<p>CONTROLLED BY HEIGHT LIMIT (35 FEET) AND PARKING REQUIREMENT</p>



# STREETSCAPE DESIGN ALTERNATIVES

	ALT 1: LIMITED INVESTMENT AND CHANGE	ALT 2: MODERATE INVESTMENT AND CHANGE	ALT 3: SIGNIFICANT INVESTMENT AND CHANGE
DOWNTOWN CORE	 <p>Street trees in tree grates</p> <p>Bike lanes with buffer</p> <p>12' sidewalk</p> <p>Two vehicle lanes</p> <p>On-street parking</p>  <p>TROUTDALE, OR</p> <ul style="list-style-type: none"> <li>• Maintain existing curbs</li> <li>• Two-lanes</li> <li>• Bicycle lanes</li> <li>• Gradual sidewalk rebuilding as part of new development</li> </ul>	 <p>Street trees in tree grates</p> <p>Bike lanes</p> <p>15' sidewalk</p> <p>Two vehicle lanes</p> <p>On-street parking</p>  <p>OREGON CITY, OR</p> <ul style="list-style-type: none"> <li>• Curb width reduced from 56' to 50'</li> <li>• Two-lanes</li> <li>• Bicycle lanes</li> <li>• Core area sidewalks widened</li> <li>• Trees in planter grates</li> </ul>	 <p>Curbless downtown plaza Bollards define sidewalk zone</p> <p>Two vehicle lanes</p> <p>Bike lanes</p> <p>On-street parking</p>  <p>SHERWOOD, OR</p> <ul style="list-style-type: none"> <li>• "Festival" street with curbless design</li> <li>• Two-lanes</li> <li>• Bicycle lanes</li> <li>• Stormwater facilities</li> <li>• Trees planted in grates</li> </ul>
MIXED-USE CORRIDOR	 <p>Bike lanes with buffer</p> <p>6' planter strip</p> <p>6' sidewalk</p> <p>Two vehicle lanes</p> <p>On-street parking</p>  <p>PORTLAND, OR</p> <ul style="list-style-type: none"> <li>• Maintain existing curbs</li> <li>• Two-lanes</li> <li>• Bicycle lanes</li> <li>• Gradual sidewalk rebuilding as part of new development</li> </ul>	 <p>Bike lanes with buffer</p> <p>6' planter strip</p> <p>6' sidewalk</p> <p>Two vehicle lanes</p> <p>On-street parking</p>  <p>PORTLAND, OR</p> <ul style="list-style-type: none"> <li>• Maintain existing curbs</li> <li>• Two-lanes</li> <li>• Bicycle lanes</li> <li>• Stormwater and tree planter wells</li> </ul>	 <p>Bike lanes</p> <p>6' planter strip</p> <p>9' sidewalk</p> <p>Two vehicle lanes</p> <p>On-street parking</p>  <p>PORTLAND, OR</p> <ul style="list-style-type: none"> <li>• Curb width reduced from 56' to 50'</li> <li>• Two-lanes</li> <li>• Bicycle lanes</li> <li>• Stormwater and tree planter wells</li> </ul>

# **Downtown Revitalization Plan**

## **Gladstone, OR**

### **Appendix G**

#### **Public Involvement Plan**



# ***Public Involvement Plan***

August 2016

## **Overview**

The City of Gladstone is planning for the future of the City's Downtown area, centered on Portland Avenue. The overall goal of the project is to create a more cohesive main street that re-establishes the corridor as the city center. The project will identify development opportunities and appropriate land uses that can make the area more attractive and inviting for residents, businesses and visitors alike. The project will result in a master plan for Portland Avenue that guides future development in the corridor and ensures that there are safe and convenient connections to the area for all modes of travel. An implementation strategy will include tools to support local businesses, potential funding sources, and city policy changes that help the community achieve the goals of the Downtown Revitalization Plan.

It is essential to understand community members' vision for the future of the Project Area. The project team will conduct a variety of community engagement activities to inform people about the project and seek their guidance in helping to shape the outcomes of the project. This Public Involvement Plan describes those activities.

## **Overall Goals**

The overall goals of the community engagement effort are to:

- Inform people about the planning process and how they can participate in a clear and effective manner.
- Use a variety of tools and strategies to engage key stakeholders and other community members in the process and incorporate the results in planning efforts and analyses.
- Build understanding of and support for the project by key stakeholders, particularly downtown business and property owners.

## **Key Messages**

Recurring themes to be communicated and incorporated in informational and other materials and communications during the course of the project include:

- The goal of the Plan is to create a more cohesive main street that re-establishes the corridor as the city center.

- The Plan should benefit local businesses and property owners in the study area, as well as residents and property owners of the entire city.
- The City envisions a process with broad participation and input from residents and others throughout the revitalization plan process.
- The Plan will represent a long-term vision for the downtown area and will be implemented over the long term.

## Target Audiences and Stakeholders

Participants in the community engagement process are expected to include the following:

- Project area business and property owners.
- Other local residents and property owners.
- Other public agencies
- Planning Commission and City Council members

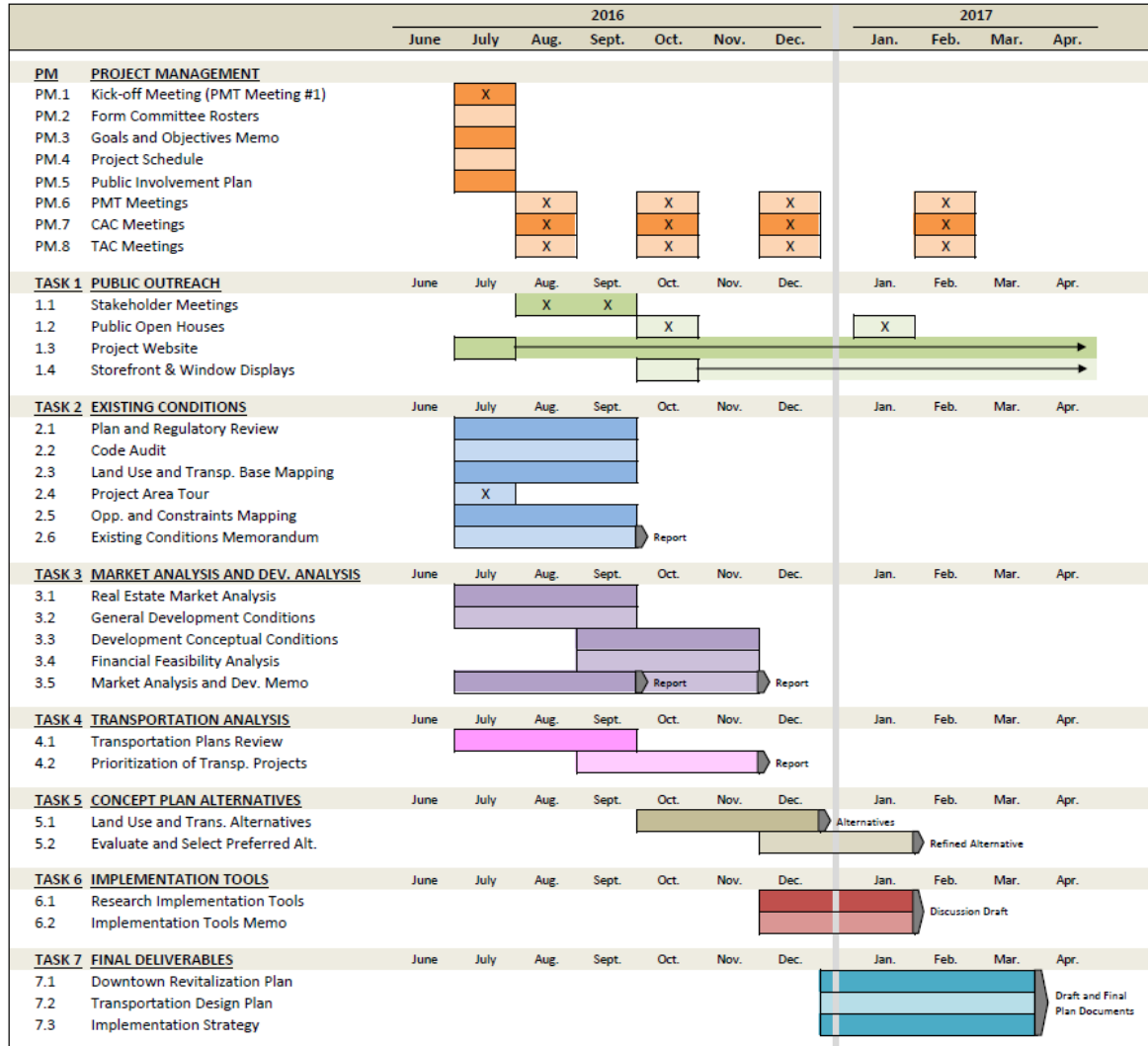
## Community Engagement Tools at a Glance

<b>Tool</b>	<b>Audiences</b>	<b>Communication Materials</b>
Citizens Advisory Committee (CAC); and Technical Advisory Committee (TAC)	Representative group of community interests (CAC)  Technical experts, key stakeholders, interest groups (TAC)	<ul style="list-style-type: none"> <li>• Agendas</li> <li>• Maps and summary memos or reports via Web site</li> <li>• Opportunities for public participation, comment</li> </ul>
Stakeholder meetings	Key community stakeholders, business and property owners	<ul style="list-style-type: none"> <li>• Key issues, themes, project goals</li> <li>• Public involvement strategy</li> <li>• Strategic questions to reveal aspirations for the corridor, specific concerns, project expectations, how to maximize participation, etc.</li> </ul>
City Web site	All community members/ general public	<ul style="list-style-type: none"> <li>• Project Schedule</li> <li>• Project news and updates</li> <li>• Meeting materials</li> <li>• Questionnaires</li> <li>• Maps and reports</li> <li>• Contact Information</li> </ul>

<b>Tool</b>	<b>Audiences</b>	<b>Communication Materials</b>
Social media	All community members/tech savvy/younger residents	<ul style="list-style-type: none"> <li>• Encourage use by advisory committee or other community members</li> <li>• No other City staff or project team action</li> </ul>
Community Meetings/Open Houses	All community members/general public	<ul style="list-style-type: none"> <li>• Flyers</li> <li>• FAQs/Handouts</li> <li>• Questionnaires</li> <li>• Maps and summary memos or reports via Web site</li> <li>• PowerPoint</li> <li>• Summary notes</li> <li>• Presentation (large format) boards</li> </ul>
Storefront Program	Businesses, patrons and downtown visitors	<ul style="list-style-type: none"> <li>• Flyers</li> <li>• FAQs/Handouts</li> <li>• Questionnaires</li> <li>• Presentation (large format) boards</li> </ul>
Printed and online questionnaires	All community members/general public	<ul style="list-style-type: none"> <li>• Printed questionnaires and corresponding online versions</li> </ul>
Media notices and public meeting announcements	City residents and property owners	<ul style="list-style-type: none"> <li>• City newsletters</li> </ul>
Planning Commission or City Council Briefings	Planning Commission, City Council, general public	<ul style="list-style-type: none"> <li>• Verbal announcements, project memos</li> </ul>
Direct Citizen Communications	All community members/general public	<ul style="list-style-type: none"> <li>• Contact list</li> <li>• Call-in number</li> <li>• City staff contact</li> <li>• Web site</li> </ul>

# SCHEDULE OF KEY PUBLIC OUTREACH AND COMMUNICATION MILESTONES

Following is a schedule of key milestones in the project tied to different communications and community engagement methods. This schedule is intended as a guide to intended timeframes. The timing of specific tasks and meetings may change.



# Community Engagement Tools in Detail

## Citizens Advisory Committee

The Gladstone City Council has appointed a Citizens Advisory Committee (CAC) for the project. Five prospective CAC members submitted applications and were selected for the committee. This group will provide guidance and recommendations on key aspects of project, considering results and recommendations from the consultant team and staff and other community members. CAC meeting topics are expected to include the following, including a tentative meeting timeframe:

- Meeting 1 (August) – Project goals and objectives
- Meeting 2 (October) – Existing conditions, opportunities and constraints
- Meeting 3 (December) – Concept Plan alternatives
- Meeting 4 (February) – Revitalization Plan recommendations

Consultant team project manager and key city staff will attend all meetings. Other selected consulting team members or staff will attend some meetings to present technical information, as needed. Consultant will prepare meeting agendas and materials. Meeting summaries will be prepared by the Consultant. City staff will provide logistical support by reserving meeting venues, providing public notice, and distributing materials to the CAC in advance of meetings. The schedule for these meetings and associated materials will be available on the project Website.

## Technical Advisory Committee (TAC)

Technical Advisory Committee (TAC) will be formed and meet approximately four times during the project to provide feedback on key project deliverables, and to ensure coordination among affected agencies and organizations, and other planning efforts. At a minimum, the TAC will consist of the City and representatives of affected agencies and organizations, including Metro. The TAC also may include local property or business owners who can advise on local economic or other conditions or issues.

The TAC will meet on the same approximate schedule as the CAC. Some TAC meetings may be held jointly with CAC meetings to provide opportunities for dialogue between the two groups.

Consultant team project manager and key city staff will attend all meetings. Other selected consulting team members or staff will attend some meetings to present technical information, as needed. Consultant will prepare meeting agendas and materials. Meeting summaries will be prepared by the Consultant. City staff will provide logistical support by reserving meeting venues, providing public notice, and distributing materials to the TAC in advance of meetings. The schedule for these meetings and associated materials will be available on the project Website.

## Stakeholder Interviews or Meetings

The Consultant team, with assistance from the City, shall schedule up to three stakeholder meetings with stakeholders identified at project initiation, and others who become apparent during the process. A

significant percentage of these stakeholders are likely to be project area business and property owners. The Consultant team will provide a summary of “key takeaways” from these meetings.

To the extent possible, the stakeholder outreach will follow a consistent format. The meetings are expected to include a brief overview of the project for participants, followed by a discussion of key project issues and objectives, using a discussion or “topic guide” prepared by the consulting team. These meetings may be scheduled for times most convenient for business people to participate (e.g., early morning or lunchtime), may be co-sponsored by the Chamber of Commerce or other local group, and will be announced directly to business and property owners through a combination of direct mail or email or individual contacts. However, the PMT will maintain flexibility to substitute formats and methods of contact to ensure good participation from stakeholders, which may include individual contacts and phone interviews.

## City Website

Consultant shall prepare Project Webpage that includes up to date information regarding the Project. The City’s current Website contractor shall update the City’s existing Website (<http://www.ci.gladstone.or.us/>) to include a new Webpage for this project. The City will post a link from the home page of the City’s Website to the Project Webpage. Consultant will provide a recommended structure and initial content for the Project Webpage. Throughout the Project, Consultant also will provide the City’s contractor with updated information to be included on the Webpage. Items to be posted on the Project Webpage include:

- City staff contact information
- Project schedule and calendar
- Advisory committee rosters
- Committee and public meeting notices, agendas and summaries
- Background maps
- Downtown transportation alternatives/design concepts
- Draft and final reports
- Opportunity to submit email comments.
- Links to one or more online surveys for the project.

The Website will be updated by the City’s Website contractor approximately once per month using content primarily provided by the consulting team.

## Social Media

The City does not have a social media program for disseminating information to community members. Consequently, members of the project CAC and TAC and/or other community members will be encouraged to post announcements about upcoming community meetings, project milestones or other project information on their individual social media sites.



## Public Open Houses

The City shall arrange and the Consultant team and City shall conduct two public open houses to present the project findings and products to the public at key project junctures to explain the project, solicit feedback from the community on planning alternatives, designs and recommendations. The open houses are tentatively scheduled to be held during October and January.

At the first open house, the team will present the Existing Conditions (Task 2), as well as gather feedback on the draft goals, priorities and values for the Downtown. The format of this open house is expected to include opportunities to view project displays and materials (open house format) along with a brief presentation by the Consultant, conducted once or twice during the event.

At the second open house, the team will present the findings of the Market and Development Analysis (Task 3), preliminary Transportation Analysis (Task 4), and preliminary concept plan alternatives (Task 5). The format for this meeting may be an open house format (interactive displays and one-on-one feedback) or small group discussions of the preliminary concept plan alternatives, depending on the nature of the alternatives and feedback desired.

Locations for these meetings are also to be determined, but ideally will be held within or near the Town Center. The Gladstone School District will be contacted to explore John Wetten Elementary School or Gladstone High School as possible locations for the open houses.

The City shall work with the community and local businesses to help publicize the open houses to encourage participation from a broad range of community members. The Consultant will draft a brief announcement for each open house to be included in the City's monthly newsletter and will prepare a flyer for placement in local businesses. For each open house, consultant deliverables will include meeting plans, agendas, presentation or other materials, content for notification materials such as Website announcements or meeting flyers, newsletter announcement, and meeting summaries.

Notification activities for each meeting will include the following:

Task	Responsibility	Schedule
Draft text for City Newsletter announcement	Consultant	Four-six weeks before event
Prepare meeting flyer, e-mail announcements	Consultant	Three weeks before event
Post info to project Webpage	City	Two weeks before event
Send meeting announcement to project mailing list, advisory committee members and others via email	City	Two weeks before event
Post open house materials to project Webpage	City	Three days before event
Announce at next City council and planning commission meetings	City	Meetings preceding open house
Post meeting summary	City post; consultant draft	One week after event

## Online and Paper Surveys

The Consultant shall develop and work with the City to distribute two surveys during the course of the project. Survey will be timed to correspond with the two public open houses. The surveys will also be made available via the project web page as an on-line survey and also distributed as a hardcopy at the open houses and possibly at other locations in the project area. The City and project team will work with the community and local businesses to help publicize the online surveys to encourage participation from a broad range of community members. The surveys will focus on the following topics:

- Survey #1 will ask participants to rate their agreement with or support for the goals, priorities and values identified in Goals & Objectives Memo. Survey #1 also will ask participants to identify location-specific issues and opportunities in the study area, building on the work conducted on existing conditions.
- Survey #2 will ask participants their relative support or priorities for design and transportation alternatives presented.

The Consultant will summarize the results of each survey for consideration by the project team, CAC and TAC in refining project recommendations.

## Storefront and Window Displays

With coordination by the City and as part of the Storefront Program, the Consultant will provide materials for distribution and display in one or more storefront spaces in the Project Area, as determined in the final PIP. The displays should be visible from the street and/or located within willing businesses for community members to review. The displays/information will include contact information, links to the online surveys or Website, and flyers for open houses. To the extent possible, content will mirror information presented and distributed at the open houses.

The consultant team will work with City staff and members of the CAC and TAC to identify potential business participants, including one or more business owners who can spearhead this effort. The Consultant shall make materials available for the program, while business owners are expected to take the lead on placement and distribution of materials.

## Direct Citizen Communications

The City will respond to any direct requests for information or comments about the project from community members who contact the City via phone or email. The Consultant will assist in responding to questions if needed. In addition, the City will maintain an email contact list of people who have commented via email or provided email addresses at public open houses. The City will use this contact list to inform people about upcoming open houses, project surveys, or other project activities. These e-mail updates will be provided on approximately the same schedule as updates to the project Website. Similar to those updates, the consulting team will prepare draft content for the e-mail announcements. City staff will finalize and distribute the e-mails.

## **Roles and Responsibilities**

In general, the consultant team will be responsible for the following activities:

- Prepare and refine this PIP.
- Prepare draft content for all public involvement materials, including stakeholder interviews, project Webpage updates, written materials, CAC, TAC, and community meetings; revise content based on City staff comments.
- Work with City staff to develop agendas and agree on presentation materials for CAC and TAC meetings; facilitate and summarize meetings.
- Review and advise on potential membership and selection processes for TAC members and stakeholder interview participants.
- Prepare materials for, schedule, facilitate and summarize stakeholder interviews.
- Identify and prepare agendas and needed presentation materials for community open houses; work with City staff to attend and facilitate open houses; prepare summaries.
- Prepare and summarize the results of project surveys.
- Assist in responding to inquiries from community members upon requests from City staff.

City staff will generally be responsible for the following tasks:

- Review and comment on all draft work products.
- Finalize and distribute meeting minutes prepared in draft form by Consultant.
- Appoint CAC and TAC members, with input from the Consultant, and serve as key contact for committee members.
- Make logistical arrangements for CAC, TAC and Public Open Houses, including reserving venues, providing refreshments as needed, distributing meeting materials to participants and posting announcements and meeting materials on the Project Webpage.
- Maintain notification lists for interested persons.
- Provide public notice of CAC and TAC meetings to the media and persons who have requested notice.
- Identify and notify the first round of stakeholder interview participants of interviews; arrange for venue and help identify dates.
- Update project Webpage consistent with recommendations in this Plan; regularly update the page with materials and links to other online sites provided by the Consultant.
- Serve as regular contact for communication with community members who contact the City directly.

# **Downtown Revitalization Plan**

## **Gladstone, OR**

### **Appendix H**

Advisory Committee Materials



## ***Advisory Committee Members***

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### **Citizens Advisory Committee (CAC)**

*The Gladstone City Council has appointed the following members to the Citizens Advisory Committee (CAC) for the Downtown Revitalization project. This group will provide guidance and recommendations on key aspects of project, considering results and recommendations from the consultant team and staff and other community members.*

Sharon Alexander

Linda Neace *City Council Liaison*

Linda M. Cosgrove

Tom Mersereau *City Council Liaison*

Richard Hoffman

Kim Sieckmann *City Council Liaison*

Michael Milch

Kirk Stempel

### **Technical Advisory Committee (TAC)**

*The following members of the Technical Advisory Committee (TAC) will meet approximately four times during the project to provide feedback on key project deliverables and to ensure coordination among affected agencies and organizations, and other planning efforts.*

Colin Black

Chris Myers

Carolyn Gray

Tom O'Connor

Catherine Grubowski-Johnson

Sheldon Penner

Thelma Haggen-Miller

Kim Sieckmann

Jeff Jolley

Pat Sisul

Linda Lewis

Natalie Smith

Mike McAllister

Eric Swanson

Mark Meek

Jim Whynot

# AGENDA

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## City of Gladstone Downtown Revitalization Plan

Citizens Advisory Committee

Meeting #1

September 21, 2016

Meeting: 6:00 p.m. – 8:00 p.m.

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Welcome to the first meeting of the Citizens Advisory Committee (CAC) for the Gladstone Downtown Revitalization Plan. Thank you for your involvement in this project!

- |    |   |           |
|----|---|-----------|
| 1. | Welcome and Introductions   | 6:00 p.m. |
| 2. | Overview: Scope of Work and Schedule  | 6:05      |
| 3. | Overview: Goals and Objectives  | 6:20      |
| 4. | Overview: Public Involvement Plan   | 6:30      |
| 5. | Discussion: <u>Preliminary findings</u><br>Existing conditions<br>Opportunities & constraints | 6:45      |
| 6. | Next Steps & Adjournment  | 7:45      |

# AGENDA

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## **City of Gladstone Downtown Revitalization Plan**

Citizens Advisory Committee

Meeting #2

November 2, 2016

Meeting: 6:00 p.m. – 8:00 p.m.

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- |    |   |           |
|----|---|-----------|
| 1. | Update on project progress  | 6:00 p.m. |
| 2. | Overview: Highlights of Existing Conditions report                        | 6:05      |
| 3. | Discussion: What does “successful revitalization” look like in Gladstone? | 6:25      |
| 4. | Presentation: Urban design principals and examples                        | 6:40      |
| 5. | Discussion: Potential catalyst sites for study                            | 7:10      |
| 6. | Overview: Plans for Open House #1   | 7:40      |
| 7. | Next Steps & Adjournment  | 7:50      |

# AGENDA

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## **City of Gladstone Downtown Revitalization Plan**

Citizen Advisory Committee

Meeting #3

February 8, 2017

Meeting: 6:00 p.m. – 8:00 p.m.

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- |     |   |           |
|-----|---|-----------|
| 1.  | Update on project progress                            | 6:00 p.m. |
| 2.  | Review of TAC meeting and comments                    | 6:05      |
| 3.  | Presentation: Review of public feedback               | 6:15      |
| 4.  | Discussion: Draft vision statement                    | 6:25      |
| 5.  | Presentation: Draft development concepts and examples | 6:30      |
| 6.  | Discussion: Land use alternatives                     | 6:50      |
| 7.  | Presentation: Concepts from 2008 Streetscape Plan     | 7:10      |
| 8.  | Discussion: Street and transportation alternatives    | 7:20      |
| 9.  | Sum up of CAC recommendations                         | 7:40      |
| 10. | Next Steps & Adjournment                              | 7:55      |



# AGENDA

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## **City of Gladstone Downtown Revitalization Plan**

Technical Advisory Committee

Meeting #2

October 12, 2016

Meeting: 3:00 p.m. – 5:00 p.m.

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- |    |   |           |
|----|---|-----------|
| 1. | Update on project progress  | 3:00 p.m. |
| 2. | Overview: Highlights of Existing Conditions report                        | 3:05      |
| 3. | Discussion: What does “successful revitalization” look like in Gladstone? | 3:25      |
| 4. | Presentation: Urban design principals and examples                        | 3:40      |
| 5. | Discussion: Potential catalyst sites for study                            | 4:10      |
| 6. | Overview: Plans for Open House #1   | 4:40      |
| 7. | Next Steps & Adjournment  | 4:50      |



## AGENDA

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### **City of Gladstone Downtown Revitalization Plan**

Technical Advisory Committee

Meeting #3

January 4, 2017

Meeting: 3:00 p.m. – 5:00 p.m.

Gladstone Senior Center

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- |    |   |           |
|----|---|-----------|
| 1. | Update on project progress                            | 3:00 p.m. |
| 2. | Presentation: Review of public feedback               | 3:05      |
| 3. | Discussion: Draft vision statement                    | 3:15      |
| 4. | Presentation: Draft development concepts and examples | 3:30      |
| 5. | Discussion: Land use alternatives                     | 3:50      |
| 6. | Presentation: Concepts from 2008 Streetscape Plan     | 4:10      |
| 7. | Discussion: Street and transportation alternatives    | 4:20      |
| 8. | Summary of TAC recommendations                        | 4:40      |
| 9. | Next Steps & Adjournment                              | 4:55      |

# AGENDA

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## **City of Gladstone** **Downtown Revitalization Plan**

Recommended Plan Concept Presentation  
Advisory Committee & Stakeholders

April 20, 2017

Meeting: 5:30 p.m. – 8:00 p.m.

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- |    |   |           |
|----|---|-----------|
| 1. | Introductions and Update  | 5:30 p.m. |
| 2. | Presentation: Recommended Plan Concept  | 5:40      |
|    | <ul style="list-style-type: none"><li>• Project goals and vision</li><li>• Review of public process thus far</li><li>• Overview of recommended plan concept</li><li>• Transportation and streetscape recommendations</li><li>• Land use and development recommendations</li></ul> |           |
| 3. | Group Discussion of Recommendations   | 6:45      |
| 4. | Next Steps & Adjournment  | 7:55      |

# **Downtown Revitalization Plan**

## **Gladstone, OR**

### **Appendix I**

Open House and Online Survey Materials



# GLADSTONE DOWNTOWN REVITALIZATION PLAN

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# The Project



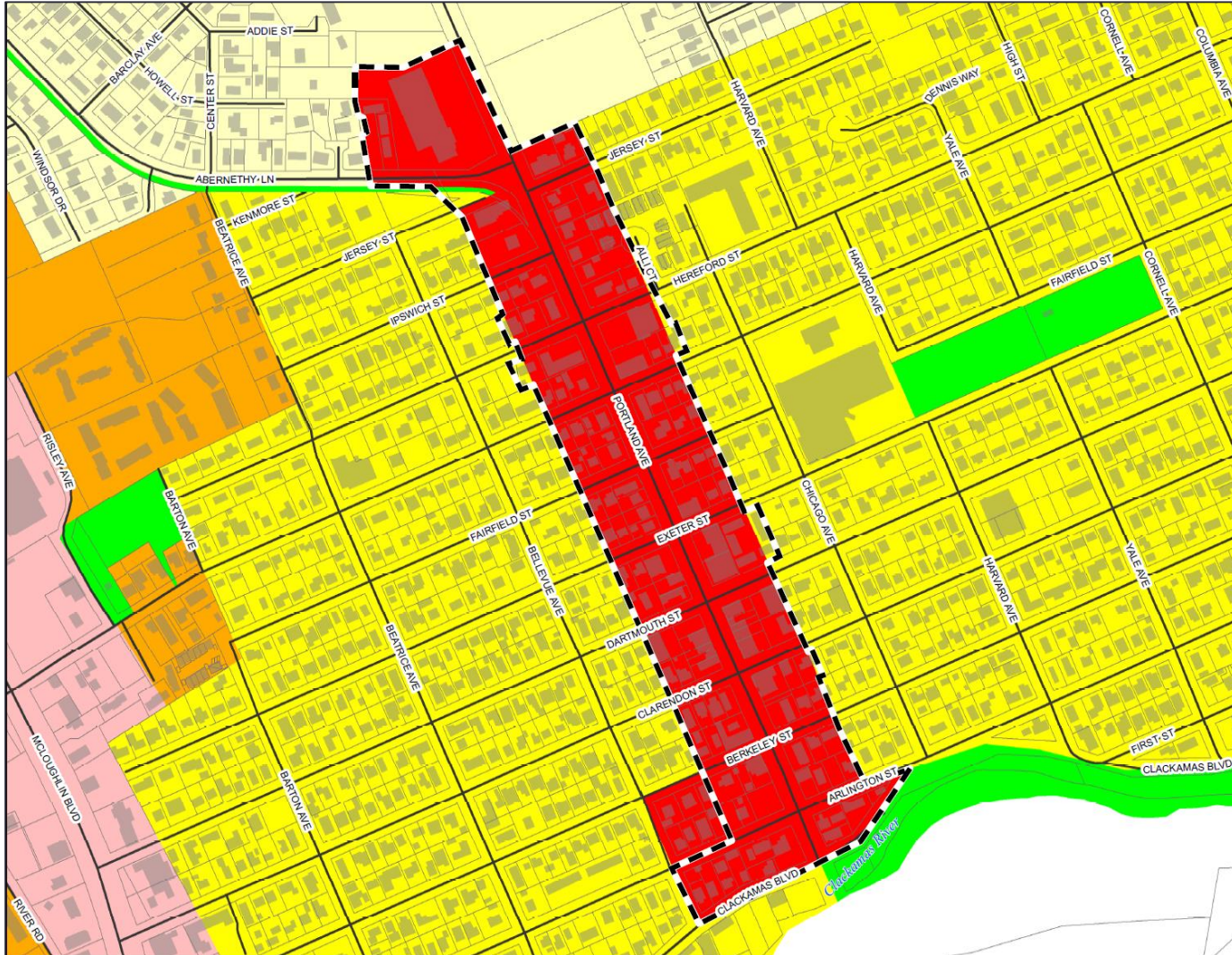
- Focus on the Portland Avenue corridor
- A vision and roadmap for revitalization
  
- Funded by Metro grant
- Consultant team
- Staff & volunteer support
- Public involvement

# Who We Are



- Johnson Economics
- Angelo Planning Group
- SERA Architects
- Kittelson & Associates
  
- City Project Manager
- City Staff

# The Study Area





# Project Outcomes



- Downtown Revitalization Plan
- Transportation Design Plan
- Implementation Plan
- April 2017

# Public Involvement



- Advisory committees (CAC & TAC)
- Stakeholders
- Project website
- Survey
- Open houses

# EXISTING CONDITIONS

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Opportunities & Challenges

# Existing Conditions: History & Context



- History of the corridor
  - Trolley service
  - Highway 99E
  - “Main Street” today
- Existing development patterns
  - Distinct “zones” with different character



# Existing Conditions: Transportation



- Access to/from I-205, Hwy 99E
- Wide road
- Sidewalks, no bike lanes
- Connected local street grid
- Trolley Trail Connection
- 3 bus lines

# Existing Conditions: Development Regulations



- Community Commercial (C-2) Zoning
  - Commercial, office allowed
  - Housing requires conditional use review (except mixed use buildings)
  - Design review required for commercial & multi-family
  - Residential density limited



# Existing Conditions: Market Conditions



- Low vacancy, most spaces filled
- Modest rents
- Older building stock
- Good connections, transit
- Modest traffic, low visibility/awareness

# Existing Conditions: Market Conditions



Land Use	Location	Market Conditions	Demand
Rental Housing	Good	Good	Moderate
Owner Housing	Good	Moderate	Moderate
Retail	Good	Moderate	Moderate
Office	Moderate	Moderate/Poor	Moderate



# Existing Conditions: Development Types



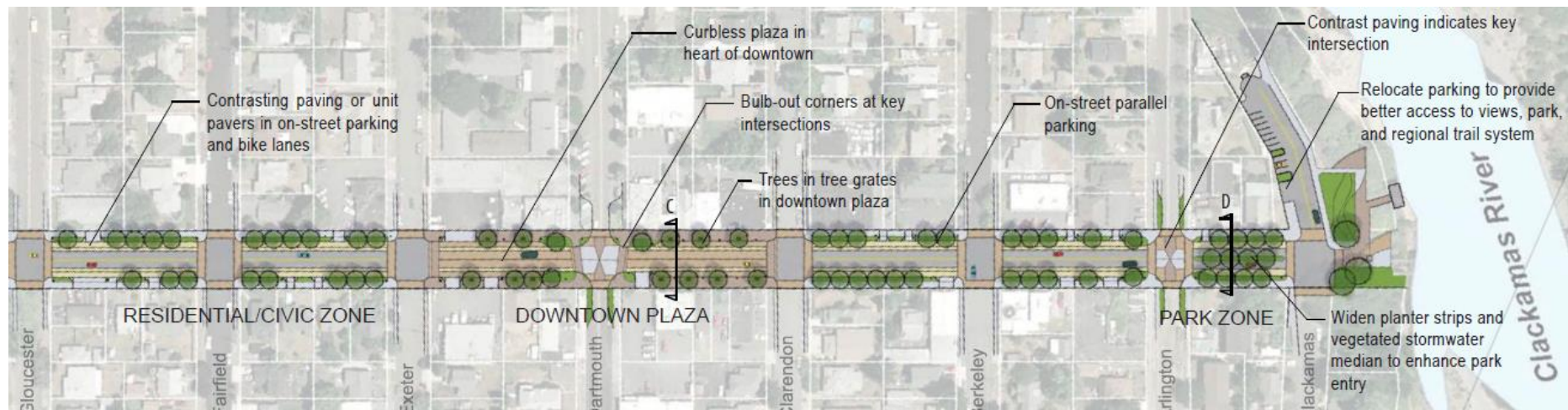
- Low-rise, “main street” form



# Past Studies



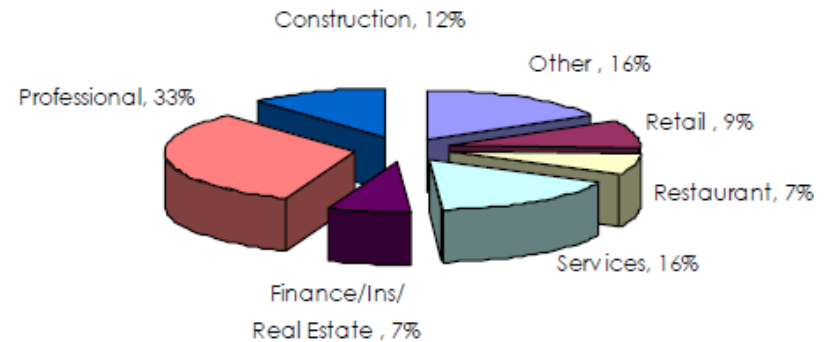
- Conceptual Streetscape Design (2008)



# Past Studies (cont'd)



- Parking Study (2006)
- Downtown Retail Market Analysis (2007)
- Urban Renewal Plan amendment (2008)
- Traffic sign / marking review (2016)
- Stormwater Master Plan (2014)



*Business mix of downtown businesses*  
*Source: Downtown Gladstone Retail Market Analysis*

# Opportunities & Challenges: Awareness, Attractions



## Key Challenges

- Low visibility & awareness from broader region



## Key Opportunities

- Proximity to highways – opportunity to improve awareness through signage at gateways
- Many civic buildings and community destinations



# Opportunities & Challenges: Development Potential



## Key Challenges

- Few vacant parcels
- Existing buildings may not have desired retail features
- Development code makes new housing difficult, limits potential for multifamily
- Design review adds time & expense for new development, remodels, major expansions

## Key Opportunities

- Projected demand for new housing within 10 years
- Some potential for new retail and small office growth within 10 years



# Opportunities & Challenges: Open Space



## Key Challenges

- No public parks or plazas along the corridor today
- Lake Oswego Pump Station occupies a key site on the river



## Key Opportunities

- Access to local parks close by
- Proximity to river creates opportunity for connection



# Opportunities & Challenges: Transportation, Street Design



## Key Challenges

- Portland Avenue is wide
  - Hard for pedestrians to cross
  - Tends to encourage speeding
- Some side streets missing sidewalks
- Feasibility of Trolley Trail bridge is uncertain



## Key Opportunities

- Relatively low traffic
- Have streetscape design recommendations
- Opportunity for wider sidewalks, more on-street parking, landscaping, etc.
- Trolley Trail connects to northern end of Portland Ave
- Transit connections

# Survey: General Findings (as of 10/25/16)



## **Total respondents: 126**

- 40% live, work or own property within half block of Portland Avenue
- 18% own or run a business on Portland Avenue

## **How do they feel about current condition of Portland Avenue?**

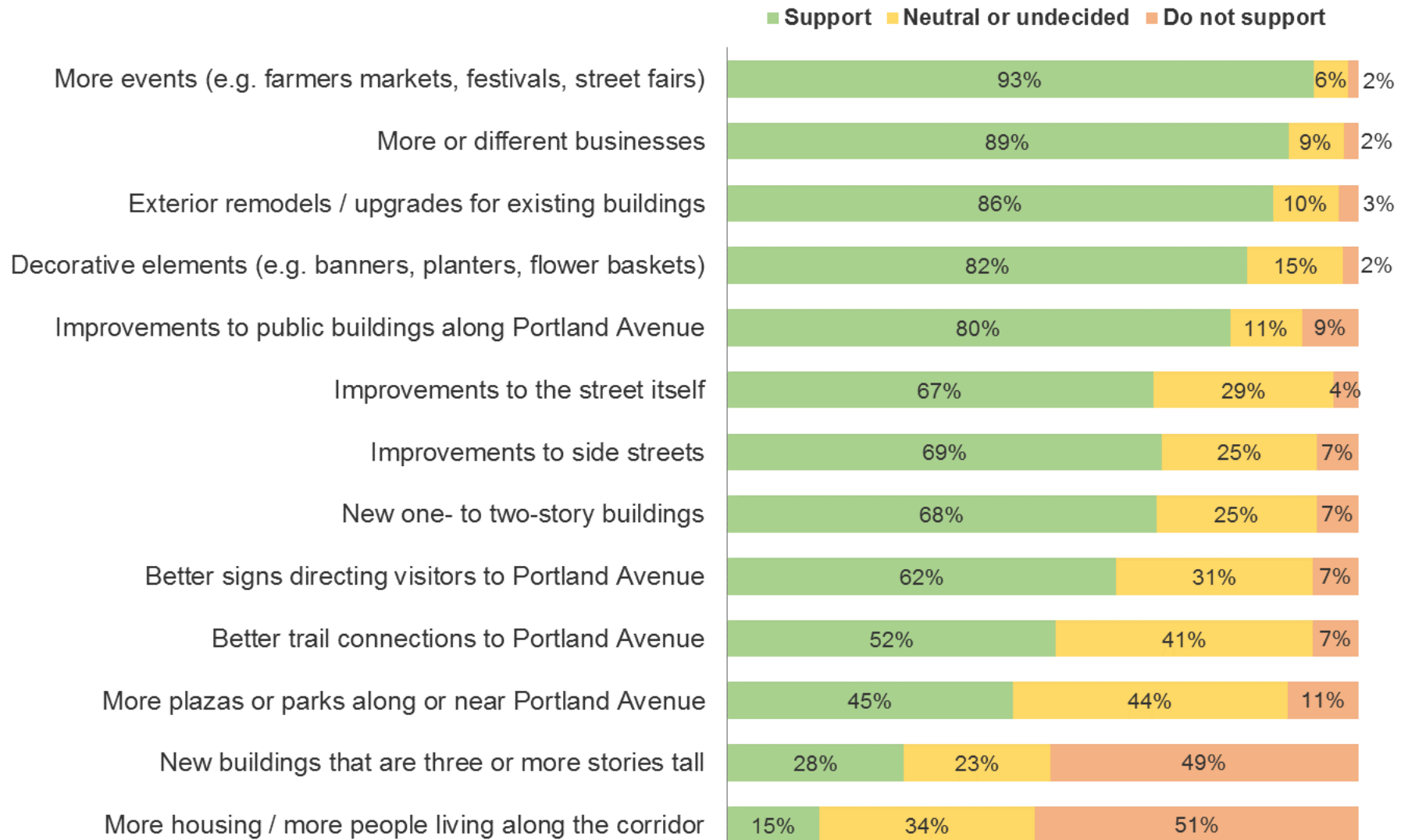
- 75% think it has potential but needs a lot of work
- 23% like it as it is but think there is room for improvement

## **Why do they visit Portland Avenue?**

People visit downtown regularly because it has useful services and destinations like the Post Office, library, high school, restaurants, coffee shops and bars.



# Survey: Support for Specific Changes



# Survey: Residents and Business Owners



## Like best...

## Concerned about...

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### Residents

- Neighborhood feel
- Proximity to community facilities, parks and Clackamas River
- Main Street atmosphere

- On-street parking
- Property maintenance
- Traffic safety
- Crime or vandalism

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### Business owners

- Small-town atmosphere
- Convenient location for customers

- Lack of awareness and visibility/through traffic
- Not enough complimentary businesses to attract people

## Gladstone Downtown Revitalization Plan

### Open House #1 Visioning Exercise

Comments by Category

<p><b>Streetscape</b></p> <ul style="list-style-type: none"> <li>• An inviting place to stroll, shop and eat – not as spendy as the Pearl District!</li> <li>• Appropriate size and species of trees</li> <li>• Benches, planters, water features</li> <li>• Character and uniformity of the streets and sidewalk</li> <li>• Downtown is dark, has no street lamps and the few it has are broken at night and early morning it is very dark.</li> <li>• I want what you presented for Portland Ave.</li> <li>• Implement streetscape plan</li> <li>• Improve curbs and add bulb outs</li> <li>• Improve street</li> <li>• Lighting</li> <li>• Save heritage trees</li> <li>• Tear up and replace Portland Ave.</li> <li>• Trees down center and both sides of Portland Ave.</li> <li>• Underground utilities</li> </ul>	<p><b>Bike and pedestrian connections/infrastructure</b></p> <ul style="list-style-type: none"> <li>• Better access to River</li> <li>• Connect Trolley Trail north to South somehow, doesn't have to be down Portland Ave.</li> <li>• Connect trolley trail to old bridge area</li> <li>• Connection to Willamette Falls redevelopment</li> <li>• Designated bike path the entire length of corridor</li> <li>• No ped bridge, there is one by cross memorial</li> <li>• Obvious bike path and support services like Estacada built</li> <li>• Repair and maintain sidewalks and curbs, are they ADA compliant?</li> <li>• Sidewalks on Arlington</li> <li>• Trolley bridge</li> <li>• Trolley bridge</li> <li>• Trolley bridge</li> <li>• Trolley bridge</li> <li>• Trolley bridge to connect to businesses</li> <li>• Walking connection to future development in The Cove</li> </ul>
<p><b>Branding</b></p> <ul style="list-style-type: none"> <li>• Change the name to Main St.</li> <li>• Create a themed walk/tour labeled Gladstone: A Trip to the Past</li> <li>• Downtown needs to look like a real downtown, maybe a retro theme since the buildings are retro</li> <li>• Gateway sign at Portland and Arlington</li> <li>• Rebrand our city</li> </ul>	<p><b>Parking</b></p> <ul style="list-style-type: none"> <li>• Any multi-family residential must have parking</li> <li>• During car shows we have great parking because its head in</li> <li>• Good parking (not street)</li> <li>• Head in parking on Portland Ave.</li> <li>• Head in parking on Portland Ave.</li> <li>• Head in parking on the east side of Dartmouth and Clarendon</li> <li>• Improve parking</li> <li>• Parking, parking, parking</li> <li>• Plan enough off-street parking for business so more cars won't park in front of my house</li> </ul>
<p><b>More restaurants</b></p> <ul style="list-style-type: none"> <li>• A good restaurant</li> <li>• Bakery, more restaurants</li> <li>• Food carts</li> <li>• Mix of small business and good food</li> <li>• More interesting cafes, restaurants, businesses and no fast food chains</li> <li>• More inviting restaurants indoor/outdoor seating</li> <li>• Nice upscale restaurant or pub to have a drink outside/inside</li> </ul>	<p><b>Creative space/art studios/co-working</b></p> <ul style="list-style-type: none"> <li>• A performing arts center, perhaps in existing GCCF building at night</li> <li>• Artist pod for developing artists to build their skills</li> <li>• Artist studios</li> <li>• Shared artist/craftsman space for wood working/metal shop/creative space with storefront</li> <li>• Shared office space</li> </ul>

<p><b>Neighborhood-serving shops and services</b></p> <ul style="list-style-type: none"> <li>• Clothing store</li> <li>• Hardware store</li> <li>• Nail or hair salon</li> <li>• Nail salon</li> <li>• Practical resources in businesses in addition to fun shops and restaurants</li> <li>• Small hardware store, small grocery store/market</li> </ul>	<p><b>Quality storefronts</b></p> <ul style="list-style-type: none"> <li>• General overall facelift</li> <li>• Ordinances or something with a standard for storefront design and maintenance</li> <li>• Storefront improvements would be nice</li> <li>• Update buildings between Clarendon and Dartmouth</li> <li>• Upgrade the tired old store fronts</li> </ul>
<p><b>Public space</b></p> <ul style="list-style-type: none"> <li>• A gathering place for events, concerts</li> <li>• A linear park or pocket park along the trolley trail with play areas, seating, landscaping</li> <li>• Community living room, gathering space</li> <li>• Flexible civic space in old library space, in conjunction with City Hall/library</li> <li>• Perhaps a plaza at Portland Ave, where it intersects with Arlington and toward the River.</li> <li>• Town square</li> </ul>	<p><b>Civic buildings</b></p> <ul style="list-style-type: none"> <li>• A library that is the pride of Gladstone</li> <li>• Get the new library built, and facing Portland Ave.</li> <li>• Visually appealing, update post office</li> </ul>
<p><b>Stormwater management</b></p> <ul style="list-style-type: none"> <li>• Bioswales</li> <li>• Permeable pavement</li> <li>• Permeable pavers</li> </ul>	<p><b>Fiscal concerns</b></p> <ul style="list-style-type: none"> <li>• Bring in revenue-generating businesses</li> <li>• Don't make it too expensive, taxes already high</li> <li>• Let's not go overboard and make it too costly. Our taxes are too high already!</li> </ul>
<p><b>Portland Avenue design</b></p> <ul style="list-style-type: none"> <li>• Need room for on-street parking</li> <li>• No room for bike lanes on Portland Ave.</li> <li>• One-way Portland Ave?</li> </ul>	<p><b>Expand study area to the north</b></p> <ul style="list-style-type: none"> <li>• Consider extending study area north to city limits, light industrial area is a mess</li> <li>• Consider improvement to area from high school to Glen Echo, bad area, storage area, and Dunaway Street</li> </ul>
<p><b>Miscellaneous</b></p> <ul style="list-style-type: none"> <li>• Consider traffic flow in your plans</li> <li>• Develop vacant lot at Arlington</li> <li>• Long-term: regulation of short term rentals</li> <li>• No light rail</li> <li>• Regulation around where customers can smoke, not on Portland Av.</li> <li>• West Linn and Oregon City are good examples</li> </ul>	



# GLADSTONE DOWNTOWN REVITALIZATION PLAN

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PUBLIC OPEN HOUSE  
FEBRUARY 23, 2017

# Who We Are



- Johnson Economics
- Angelo Planning Group
- SERA Architects
- Kittelson & Associates
  
- City Project Manager
- City Staff

# The Project



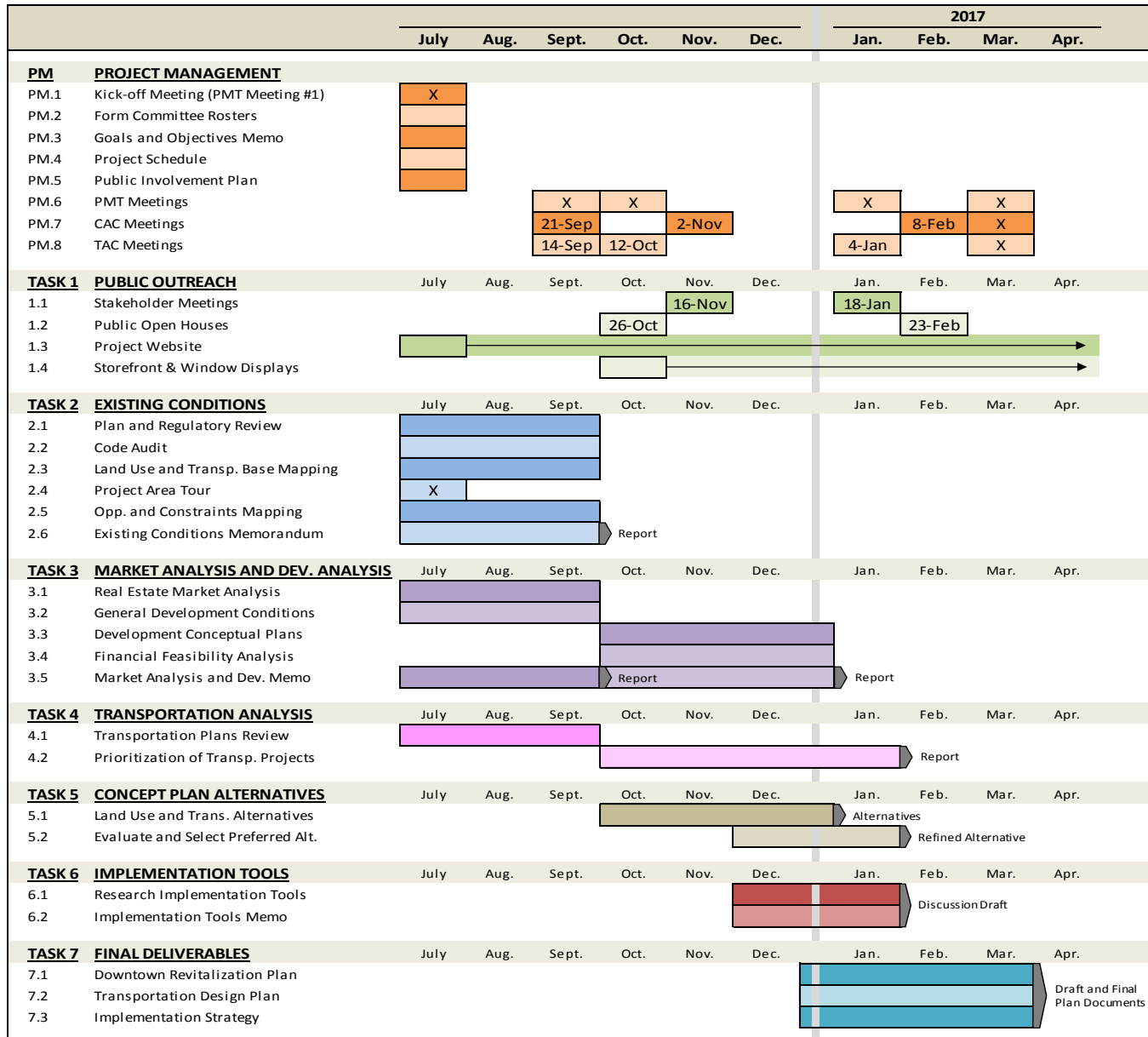
- Focus on the Portland Avenue corridor
- A vision and roadmap for revitalization
  
- Funded by Metro grant
- Consultant team
- Staff & volunteer support
- Public involvement

# The Study Area





# We're here....



# Project Process to Date



- Existing Conditions analysis
- Community Outreach and Survey
- Opportunities and Constraints
- Key Opportunity Sites
- Draft Plan Alternatives
  
- Advisory Committees – 3 meetings
- Corridor Stakeholders – 2 meetings
- Public Open House #1 – Late October

## Project Goals



Goal 1: Community Involvement

Goal 2: Downtown Vision

Goal 3: Land Use & Transportation

Goal 4: Plan Coordination

Goal 5: Implementation

# Draft Vision Statement



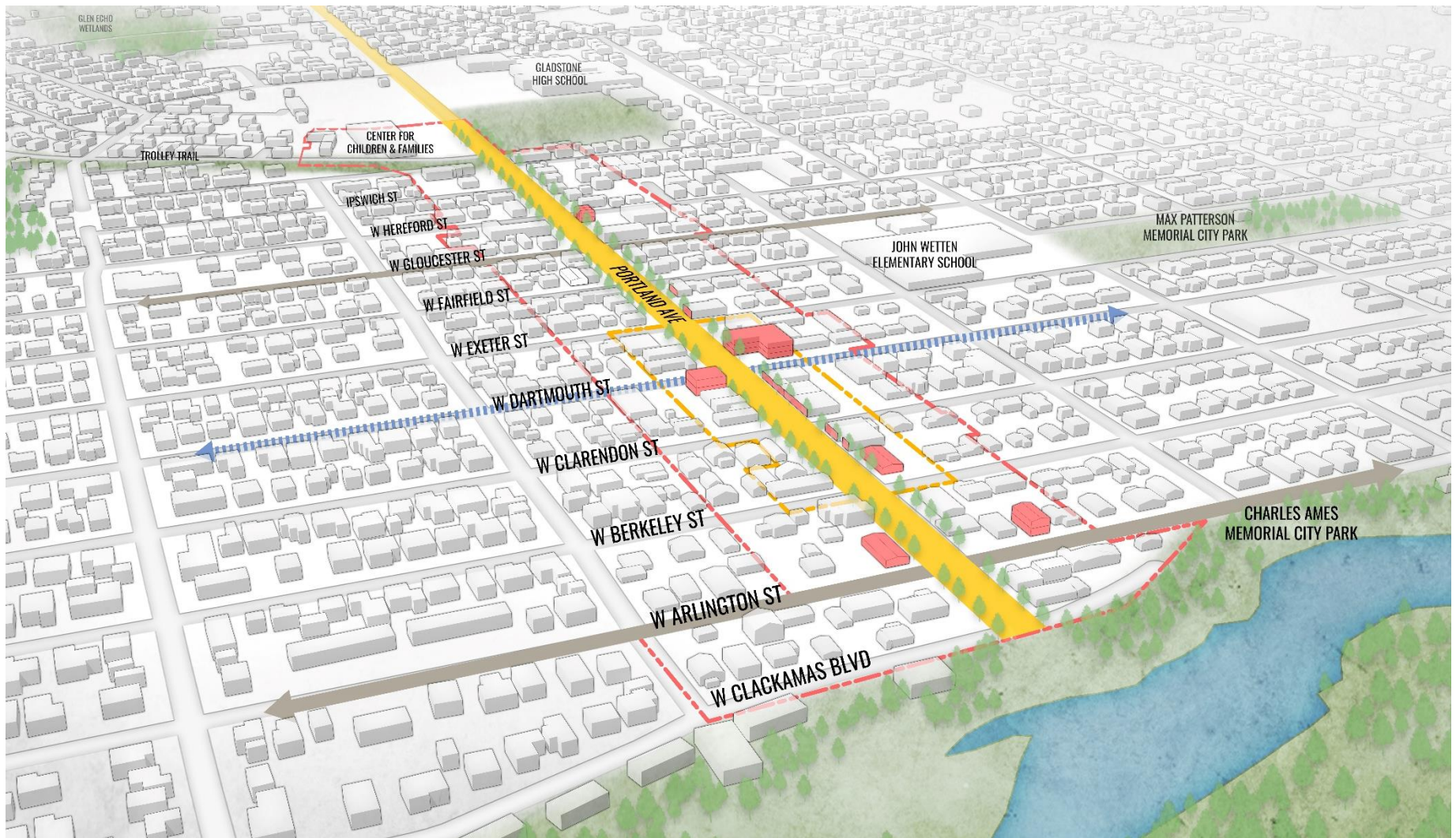
Downtown Gladstone is a unique, lively, and accessible community center that celebrates the history of the city while accommodating the needs of residents, businesses, and visitors with a mix of uses.

- Portland Avenue is a successful mixed use corridor where housing in various forms integrates harmoniously with a mix of restaurants, shops, and civic buildings, services, and gathering spaces.
- The corridor is a vibrant destination as well as a connection to other Gladstone neighborhoods, the Clackamas River, regional trails and natural areas, and nearby attractions outside of the city.
- Portland Avenue welcomes residents and visitors alike to Downtown Gladstone with a unifying streetscape design and easy and safe accessibility by foot, bike or car.

# DOWNTOWN CORE & M.U. CORRIDOR



# ALTERNATIVE 1





# ALTERNATIVE 1

## Downtown Core: Land Use



- New development: 1 to 2 story commercial buildings
- Ground floor commercial
- Storefront improvements
- Parking and landscape requirements unchanged



# ALTERNATIVE 1

## M.U. Corridor: Land Use

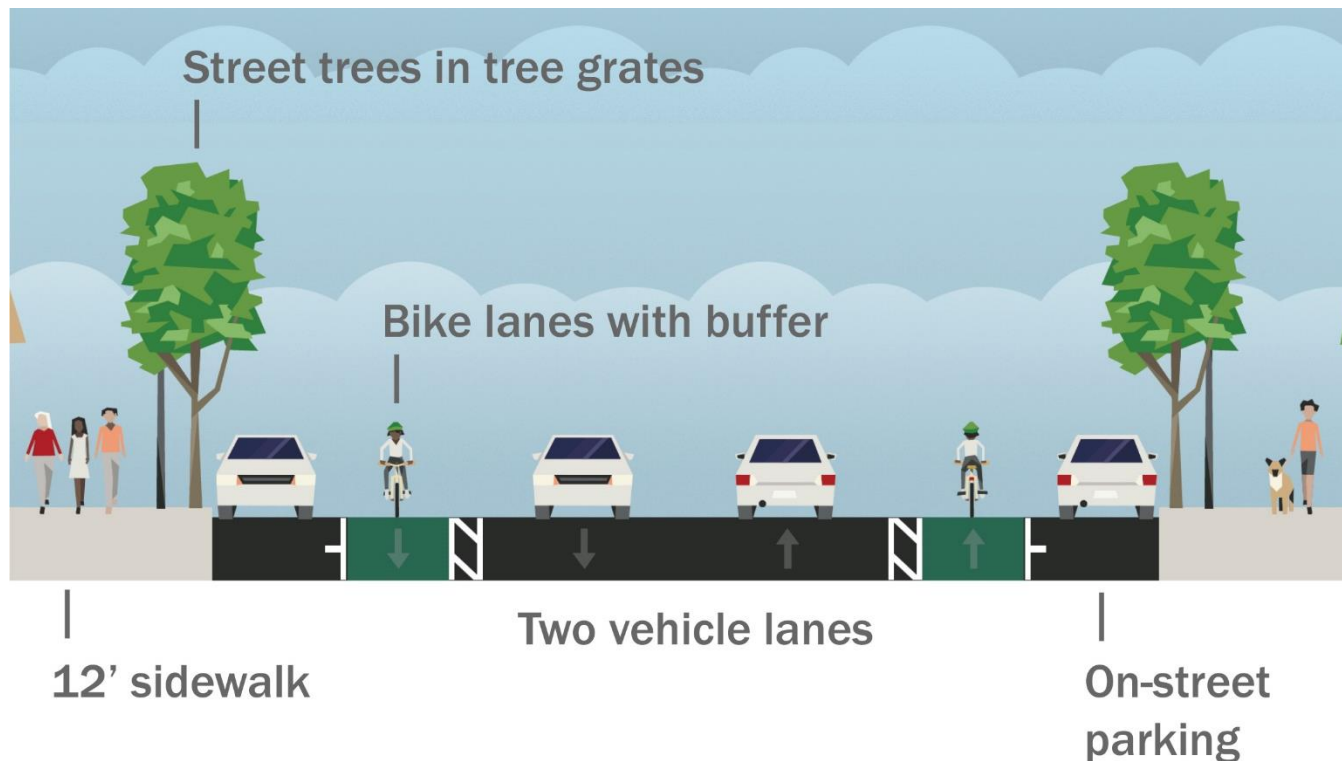
- New development: 1 to 2 story commercial buildings
- Townhomes, duplex/triplex, and small apartments
- Ground floor may be commercial or residential
- Reduced residential setback
- Parking and landscape requirements unchanged





# ALTERNATIVE 1

## Downtown Core: Transportation

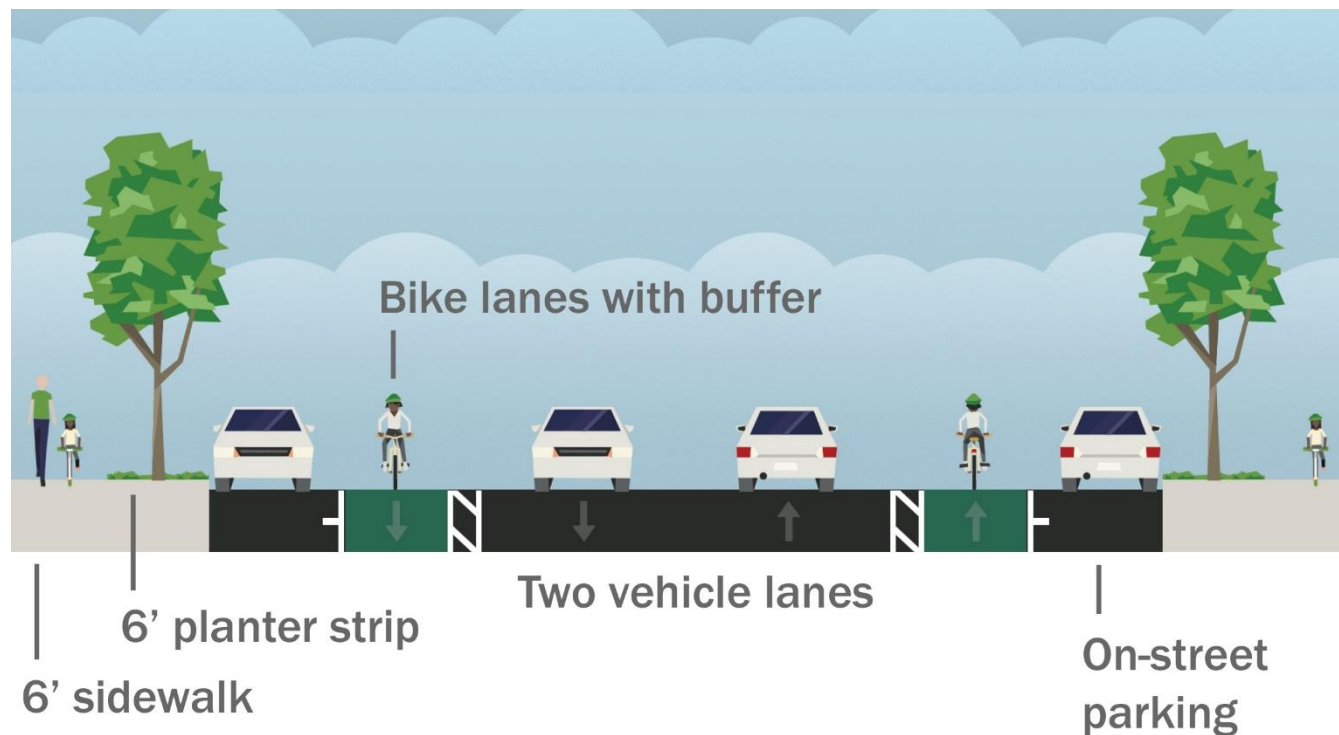


- Add bike lanes, remove center turn lane
- Width of street and sidewalks unchanged
- Sidewalks improved piecemeal as properties redevelop



# ALTERNATIVE 1

## M.U. Corridor: Transportation



- Add bike lanes, remove center turn lane
- Width of street and sidewalks unchanged
- Sidewalks improved piecemeal as properties redevelop

# ALTERNATIVE 2





# ALTERNATIVE 2

## Downtown Core: Land Use



- Some 2-3 story commercial and mixed-use buildings
- Ground floor commercial
- Parking and landscape requirements reduced



# ALTERNATIVE 2

## M.U. Corridor: Land Use

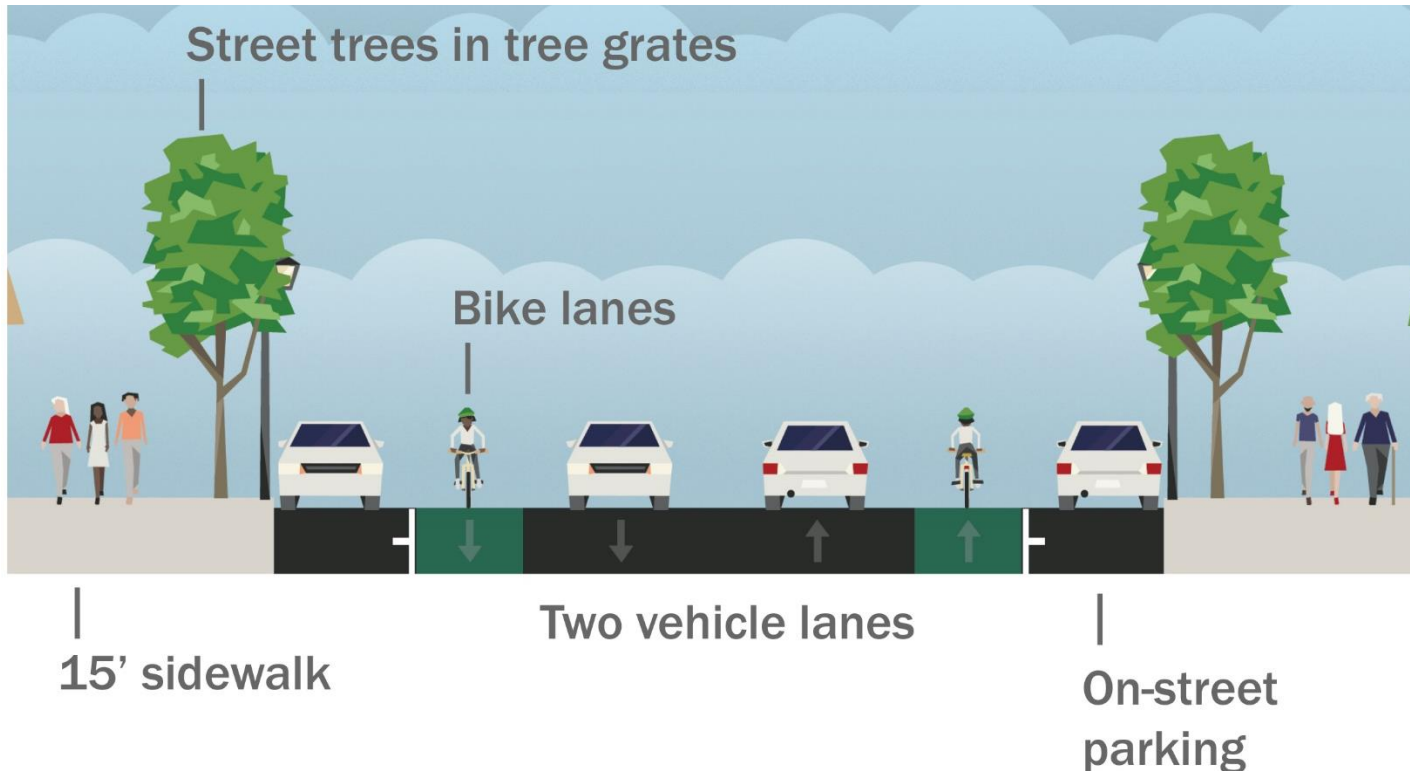


- Some 2-3 story commercial and mixed-use buildings
- Townhomes, duplex/triplex, and small apartments
- Ground floor may be commercial or residential
- Parking and landscape requirements reduced slightly

## ALTERNATIVE 2



### Downtown Core: Transportation

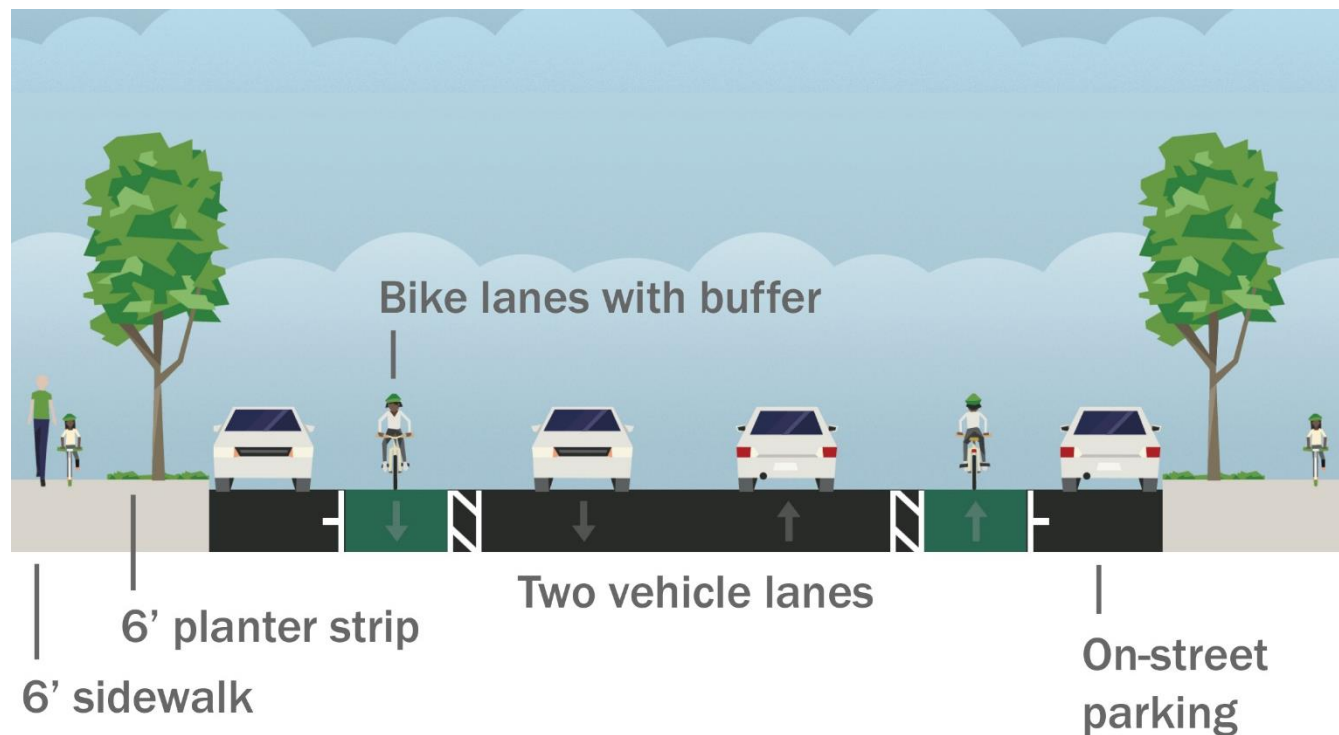


- Add bike lanes, remove center turn lane
- Street is narrowed to allow wider sidewalks
- Street/sidewalk improved as public improvement project



# ALTERNATIVE 2

## M.U. Corridor: Transportation



- Add bike lanes, remove center turn lane
- Width of street and sidewalks unchanged
- Sidewalks improved piecemeal as properties redevelop

# ALTERNATIVE 3







# ALTERNATIVE 3

## Downtown Core: Land Use



- Some 3-4 story commercial and mixed-use buildings
- Ground floor commercial
- Parking and landscape requirements highly reduced



# ALTERNATIVE 3

## M.U. Corridor: Land Use

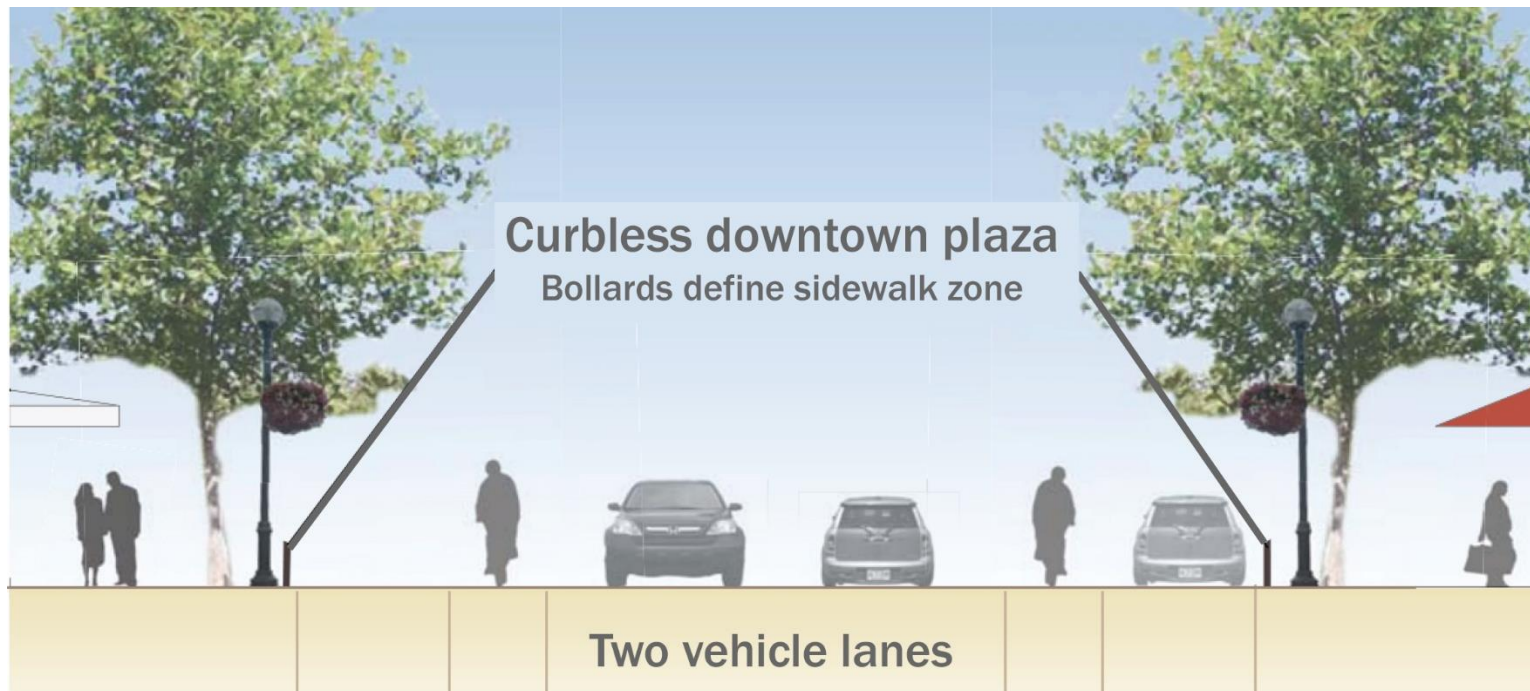


- Some 2-3 story commercial and mixed-use buildings
- Townhomes, duplex/triplex, and small apartments
- Ground floor commercial fronting Portland Ave.
- Parking and landscape requirements highly reduced

## ALTERNATIVE 3



## Downtown Core: Transportation

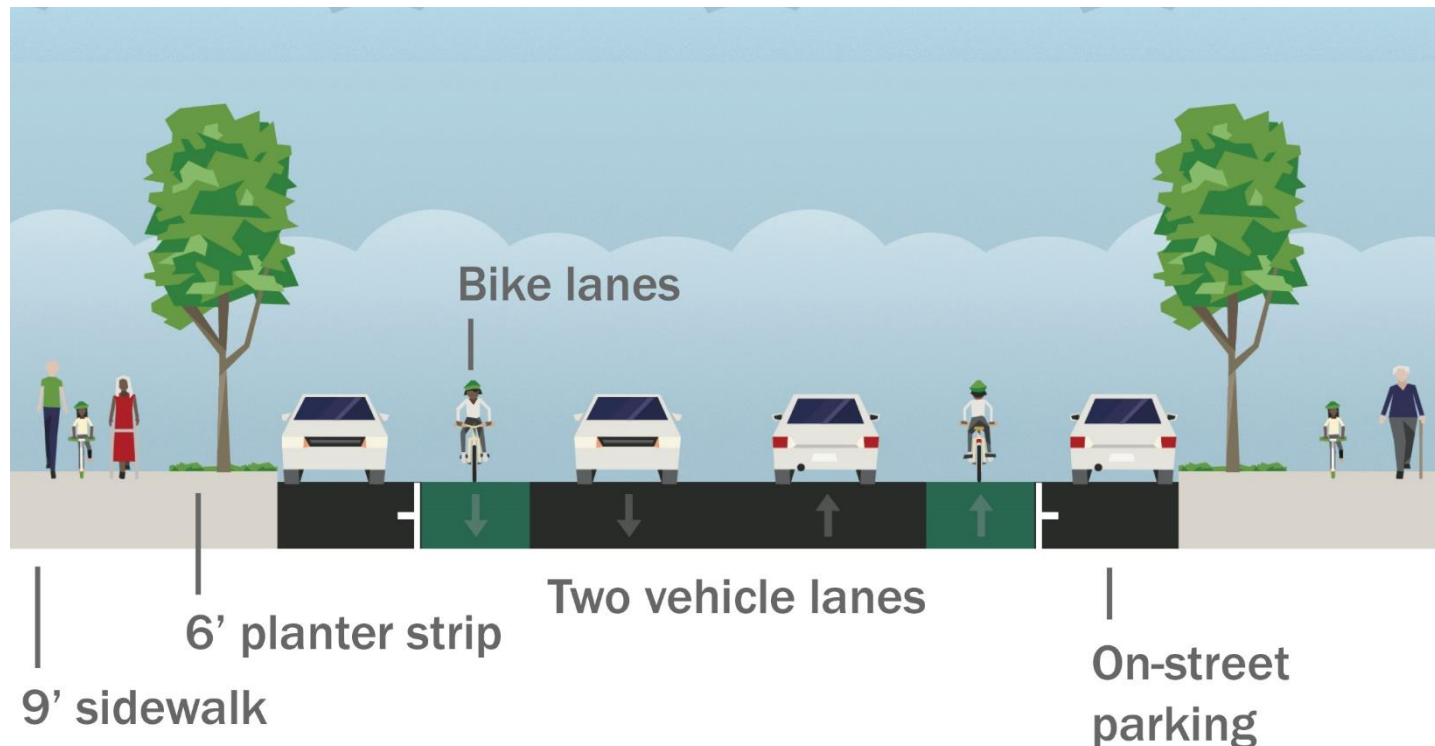


- Add bike lanes, remove center turn lane
- Street is narrowed to allow wider sidewalks
- Curbs removed, special pavers create “Downtown Plaza”
- Street/sidewalk improved as public improvement project



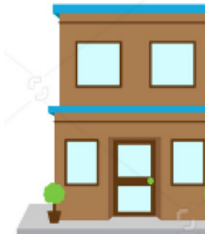
# ALTERNATIVE 3

## M.U. Corridor: Transportation



- Add bike lanes, remove center turn lane
- Street is narrowed to allow wider sidewalks
- Street/sidewalk improved as public improvement project

## Spectrum of Change



- Slow investment
- Same building types
- Fewer businesses
- Quieter
- More accessible
- Status Quo
- Less justification for public investments

- More investment
- 2-3 story buildings
- New businesses
- More residents, activity
- More things in proximity
- More justification for public investments

## Next Steps



- Refine and select preferred alternative
- Discuss with Advisory Committees
- Identify implementation strategy and tools
- Finalize Downtown Revitalization Plan]
- Completion goal in April



# GLADSTONE DOWNTOWN REVITALIZATION PLAN

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PUBLIC OPEN HOUSE  
FEBRUARY 23, 2017

**Gladstone Downtown Revitalization Plan**  
**Open House #2 – February 23, 2017**  
**Alternatives Evaluation Exercise Recap**

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Attendees listened to a presentation by project consultants that included information distinguishing three distinct alternative land use and transportation concepts. Each alternative included element for a mixed use corridor along Portland Avenue, as well as for an area described as the downtown core. After the presentation and some Q & A, attendees broke into two groups to discuss the three alternatives.

Discussion related to the three alternatives:

- A positive aspect of Alternative 1 (Limited Investment and Change) is that something gets started and future improvements are funded through other sources (e.g. grants) other than city.
- A potential negative outcome of Alternative 1 is that the amount of required parking limits the profitability of private development. Surface parking lots can create gaps in the streetscape.
- Elements of Alternative 2 (Moderate Investment and Change) that participants liked include wider sidewalks and space for outdoor seating (consistent with Oregon City's Cove) and the height of multi-use buildings (2-3 story).
- One group were in favor of reducing parking requirements for all future development in order to achieve the types of uses and building forms shown in Alternative 2. One group was more in favor of reducing parking requirements for commercial development (1 space/1,000 square feet), but maintain today's standards for residential development.
- One group discussed if narrowing the street cross-section in the downtown in Alternative 2 reduces the options for accommodating bicycles.
- The "festival plaza" shown in Alternative 3 (Significant Investment and Change) is desirable, but some participants felt that this could be in a smaller area than the 3-block downtown.
- The riverfront park shown in Alternative 3 was also favorably received.
- One group would like to see the narrowed street cross-section the entire length of Portland Avenue within the study area.
- Reducing landscaping and setbacks too much, as is shown in Alternative 3, will have implications for water management.
- Support for bioswales and related storm water solutions.

Other comments:

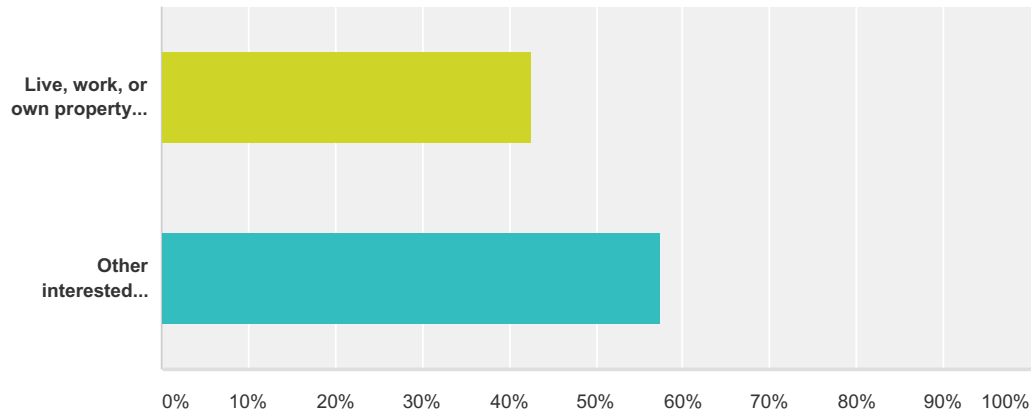
- More commercial is needed on the corridor, not less. (One group in favor of prohibiting ground floor commercial in the corridor.)
- How the elements shown in the alternatives will be funded is important to know before deciding on a preferred plan.
- Trees can be dangerous for sidewalks; there has been some issue in the past with choosing the right species; right-of-way improvements are an expensive part of development.
- The amount/availability of parking is a concern.
- Mobility devices should be included in the vision statement for downtown.



- Concerned about mixing bikes and cars on the same facility.
- Is there a way to include some angled parking in the preferred alternative?
- The preferred alternative should reflect a connection to the type of development in Oregon City.
- Is underground parking feasible as part of future development?
- Connections to 82<sup>nd</sup> Drive are important.
- Can the outcomes from this planning process be applied to a plan for 82<sup>nd</sup> Drive?
- The “crown” of Portland Avenue should be eliminated.
- Is there/should there be theme or design scheme along the corridor?
- Design guidelines are needed.
- Storefront revitalization is important.
- Support attracting walking and bicycle traffic/bike lanes.
- Future bike and foot traffic.
- Building height 2-3 stories.
- Organize a Downtown Association.
- Gateways should be at Gloucester, Dartmouth and Arlington.

### Q1 Which of the following best describes you?

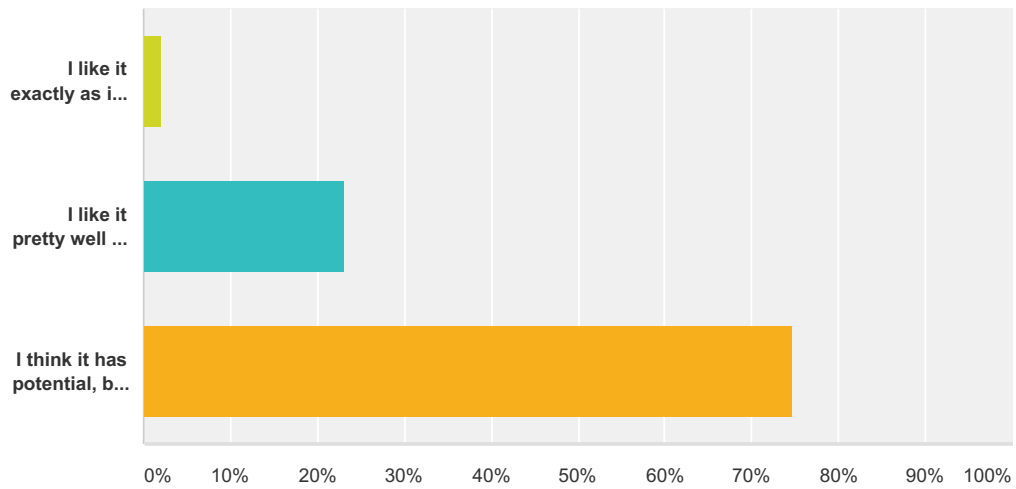
Answered: 188 Skipped: 0



Answer Choices	Responses
Live, work, or own property on or within a half-block of Portland Avenue	42.55% 80
Other interested community member or stakeholder	57.45% 108
<b>Total</b>	<b>188</b>

## Q2 How do you feel about the current condition of the Portland Avenue corridor?

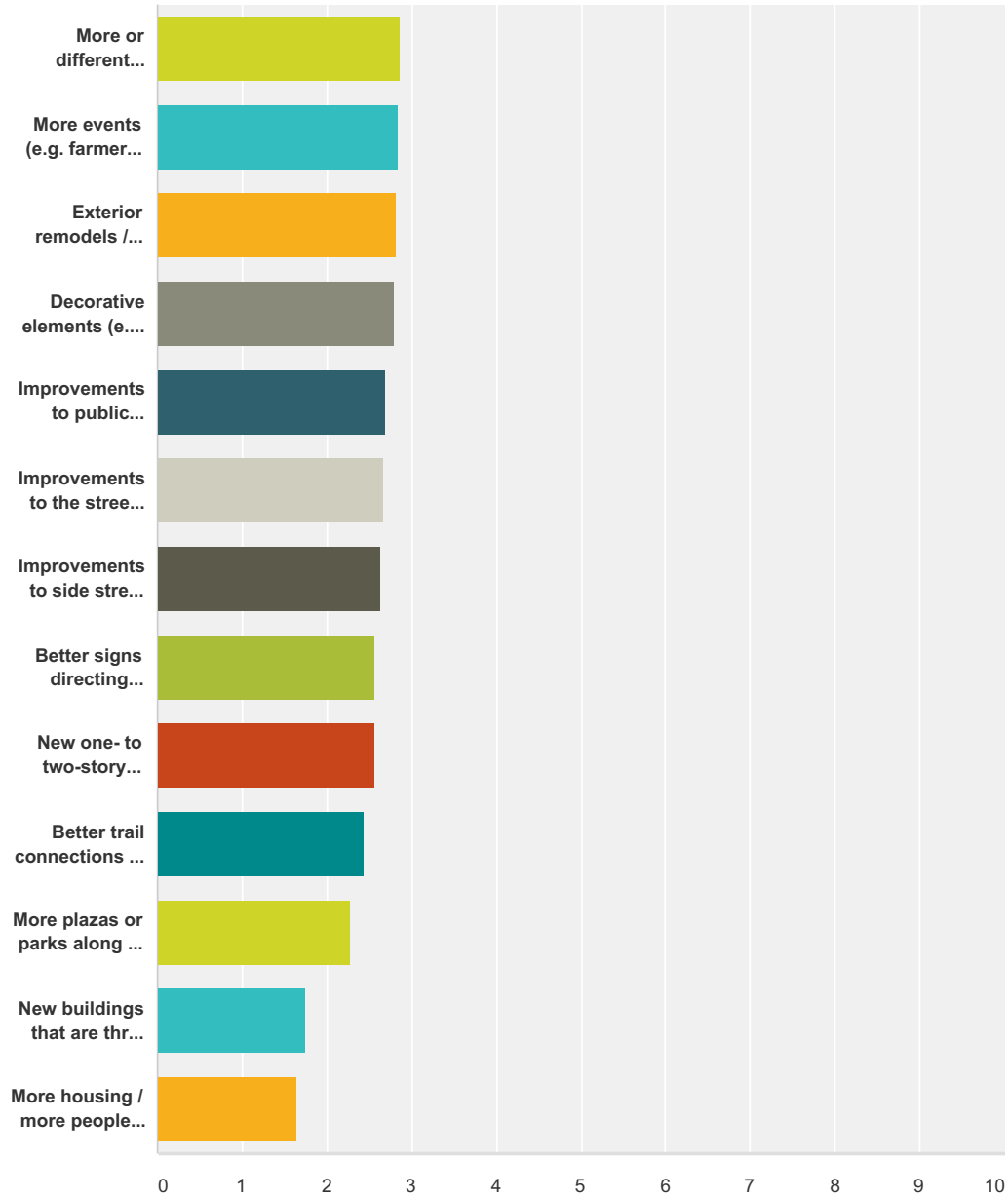
Answered: 186 Skipped: 2



Answer Choices	Responses
I like it exactly as it is, and wouldn't change anything	2.15% 4
I like it pretty well as it is, but I think there's room for improvement	23.12% 43
I think it has potential, but it needs a lot of work	74.73% 139
<b>Total</b>	<b>186</b>

### Q3 Please indicate which of the following you would like to see along Portland Avenue in the future.

Answered: 188 Skipped: 0



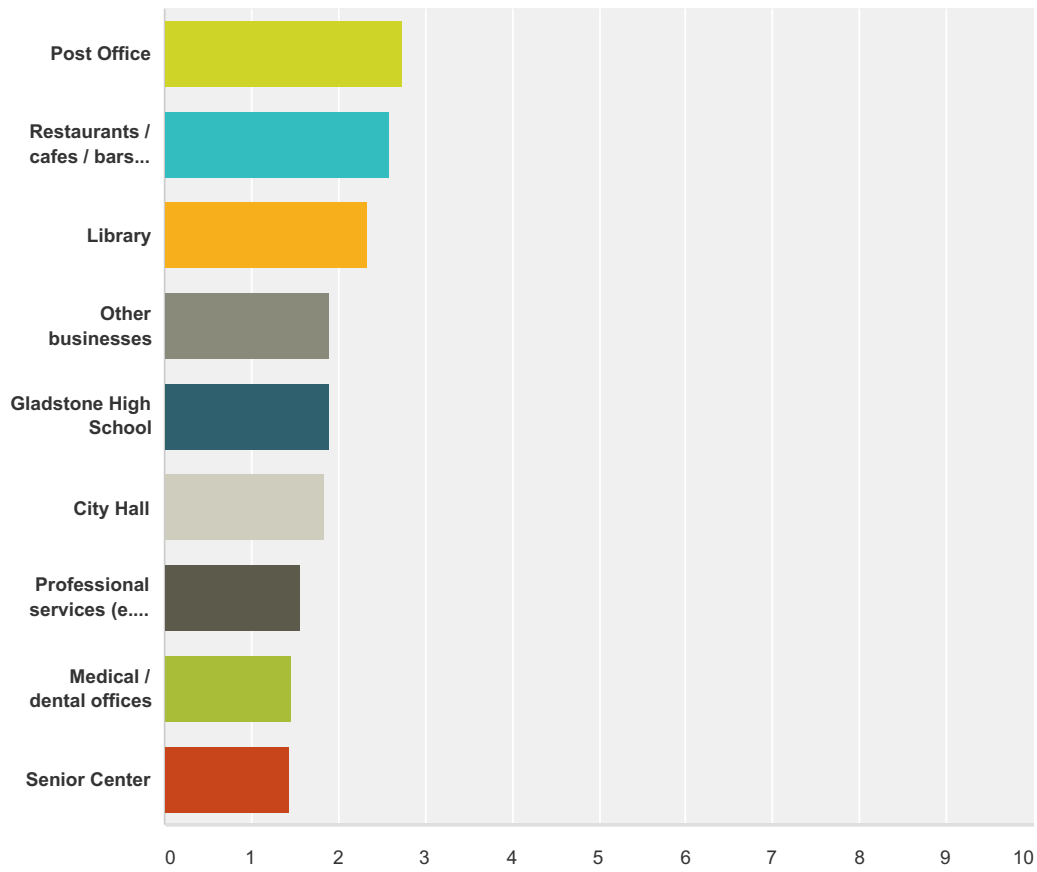
	Do not support	Neutral or undecided	Support	Total	Weighted Average
More or different businesses	2.70% 5	8.11% 15	89.19% 165	185	2.86
More events (e.g. farmers markets, festivals, street fairs) on Portland Avenue	2.69% 5	10.75% 20	86.56% 161	186	2.84
Exterior remodels / upgrades for existing buildings	3.23% 6	11.29% 21	85.48% 159	186	2.82

## Gladstone Downtown Revitalization Plan Community Survey

Decorative elements (e.g. banners, planters, flower baskets) on Portland Avenue	<b>2.72%</b> 5	<b>14.67%</b> 27	<b>82.61%</b> 152	184	2.80
Improvements to public buildings along Portland Avenue. (Note: the City has plans to upgrade the library and City Hall.)	<b>7.65%</b> 14	<b>14.21%</b> 26	<b>78.14%</b> 143	183	2.70
Improvements to the street itself (including sidewalks or intersections)	<b>4.28%</b> 8	<b>24.06%</b> 45	<b>71.66%</b> 134	187	2.67
Improvements to side streets (including sidewalks) that connect to Portland Avenue	<b>7.14%</b> 13	<b>23.08%</b> 42	<b>69.78%</b> 127	182	2.63
Better signs directing visitors to Portland Avenue from key connecting streets	<b>7.61%</b> 14	<b>28.26%</b> 52	<b>64.13%</b> 118	184	2.57
New one- to two-story buildings	<b>9.44%</b> 17	<b>25.00%</b> 45	<b>65.56%</b> 118	180	2.56
Better trail connections to Portland Avenue	<b>9.78%</b> 18	<b>35.87%</b> 66	<b>54.35%</b> 100	184	2.45
More plazas or parks along or near Portland Avenue	<b>15.47%</b> 28	<b>40.88%</b> 74	<b>43.65%</b> 79	181	2.28
New buildings that are three or more stories tall	<b>48.63%</b> 89	<b>26.78%</b> 49	<b>24.59%</b> 45	183	1.76
More housing / more people living along the corridor	<b>48.90%</b> 89	<b>37.91%</b> 69	<b>13.19%</b> 24	182	1.64

### Q4 How often do you visit the following destinations on Portland Avenue?

Answered: 187 Skipped: 1



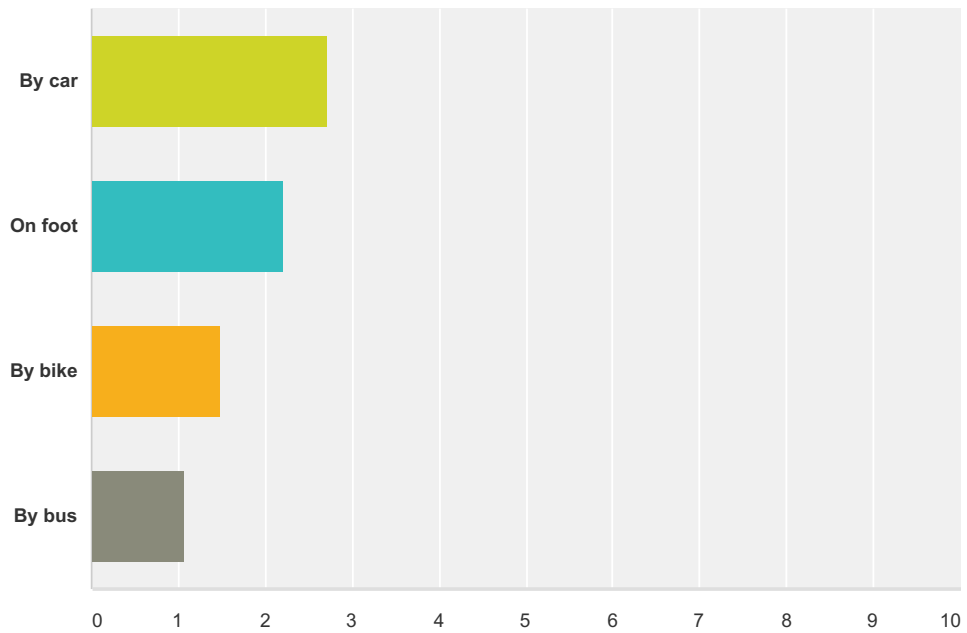
	Hardly ever	A few times per year	A few times per month	At least once a week	Total	Weighted Average
Post Office	3.74% 7	40.11% 75	35.29% 66	20.86% 39	187	2.73
Restaurants / cafes / bars / coffee shops	16.76% 31	25.41% 47	39.46% 73	18.38% 34	185	2.59
Library	29.95% 56	29.41% 55	18.18% 34	22.46% 42	187	2.33
Other businesses	47.13% 82	27.01% 47	14.94% 26	10.92% 19	174	1.90
Gladstone High School	44.62% 83	33.33% 62	10.75% 20	11.29% 21	186	1.89
City Hall	44.62% 83	31.72% 59	18.28% 34	5.38% 10	186	1.84
Professional services (e.g. tax accountant, barber/hair salon, attorney)	60.75% 113	24.73% 46	11.29% 21	3.23% 6	186	1.57
Medical / dental offices	61.62% 114	32.97% 61	3.24% 6	2.16% 4	185	1.46

## Gladstone Downtown Revitalization Plan Community Survey

Senior Center	<b>67.57%</b> 125	<b>23.78%</b> 44	<b>5.95%</b> 11	<b>2.70%</b> 5	185	1.44
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### Q5 How do you usually travel to and along Portland Avenue?

Answered: 187 Skipped: 1

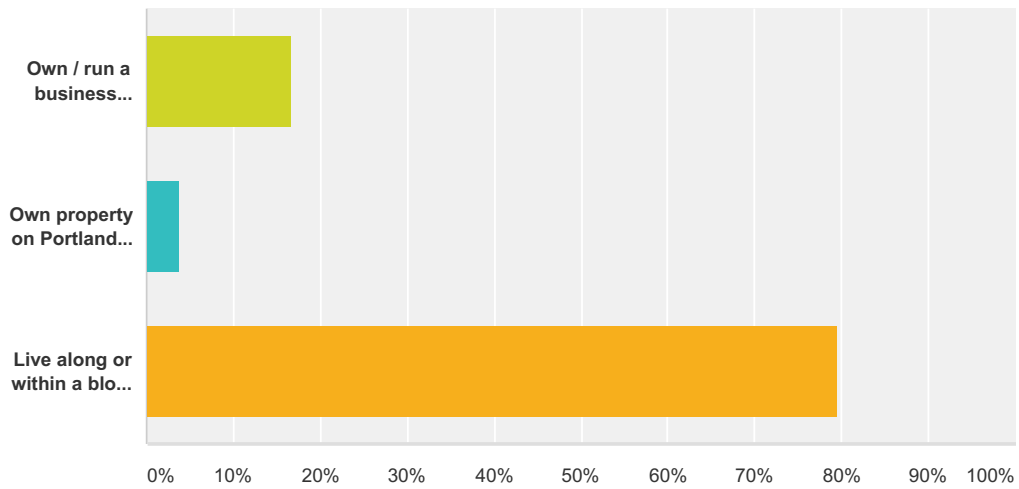


	Never	Sometimes	Usually	Total	Weighted Average
By car	1.62% 3	24.32% 45	74.05% 137	185	2.72
On foot	7.87% 14	62.36% 111	29.78% 53	178	2.22
By bike	58.82% 100	34.71% 59	6.47% 11	170	1.48
By bus	93.29% 153	6.10% 10	0.61% 1	164	1.07



**Q6 What is your interest in Portland Ave?  
Check the one that best describes you.**

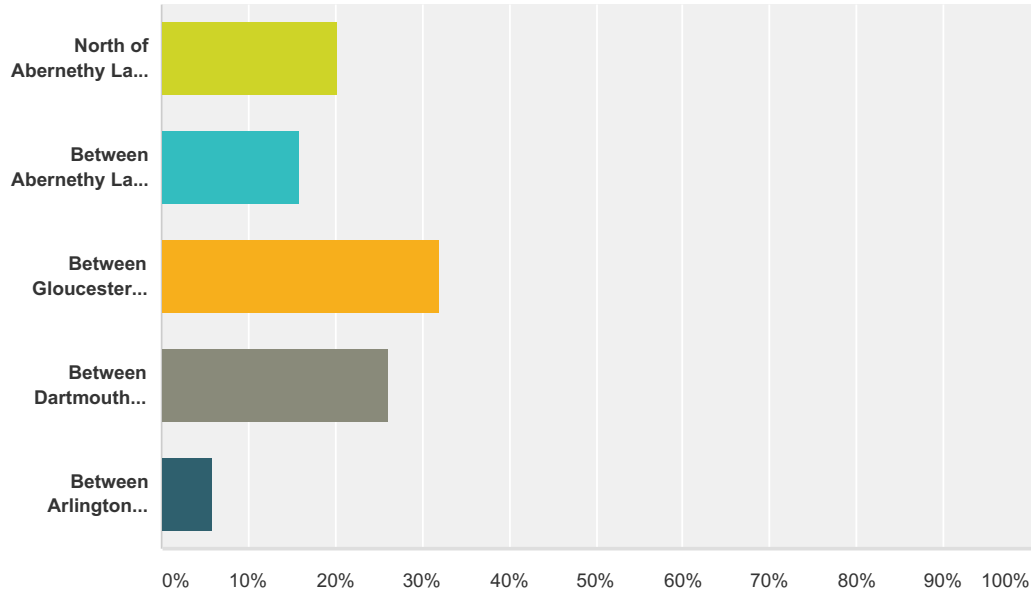
Answered: 78 Skipped: 110



Answer Choices	Responses	
Own / run a business located on Portland Ave	16.67%	13
Own property on Portland Avenue that is leased to another user or that is currently vacant or unleased	3.85%	3
Live along or within a block of Portland Ave (including residents with home-based businesses)	79.49%	62
<b>Total</b>		<b>78</b>

**Q7 In which area is your home, work, business or property located? (on or within a half-block of Portland Ave)**

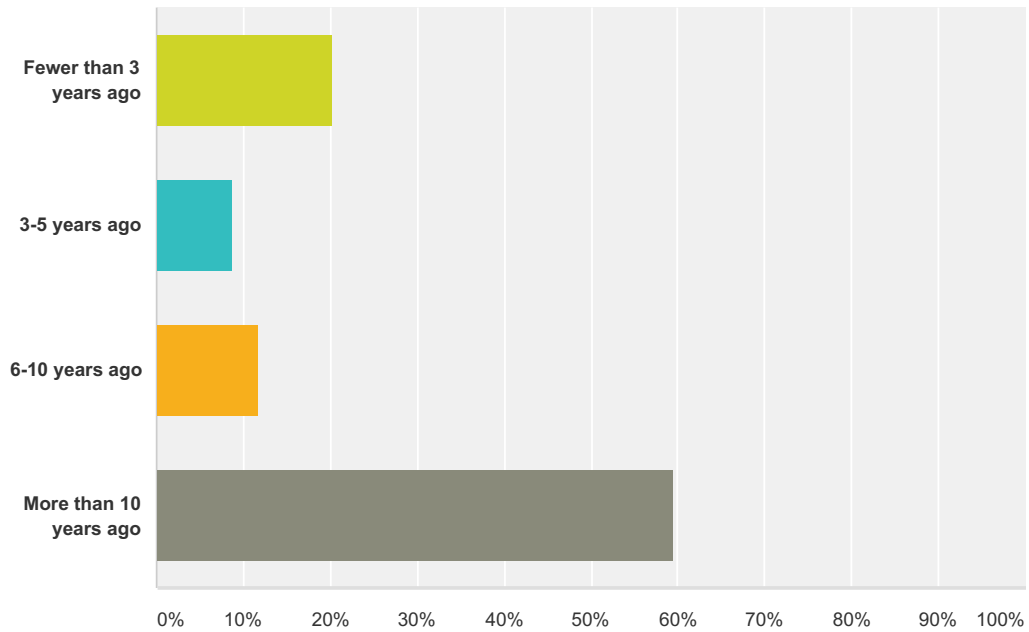
Answered: 69 Skipped: 119



Answer Choices	Responses
North of Abernethy Lane / Gladstone High School	20.29% 14
Between Abernethy Lane and Gloucester Street	15.94% 11
Between Gloucester Street and Dartmouth Street	31.88% 22
Between Dartmouth Street and Arlington Street	26.09% 18
Between Arlington Street and the river	5.80% 4
<b>Total</b>	<b>69</b>

### Q8 When did you first buy your property on / move to / open your business along Portland Ave?

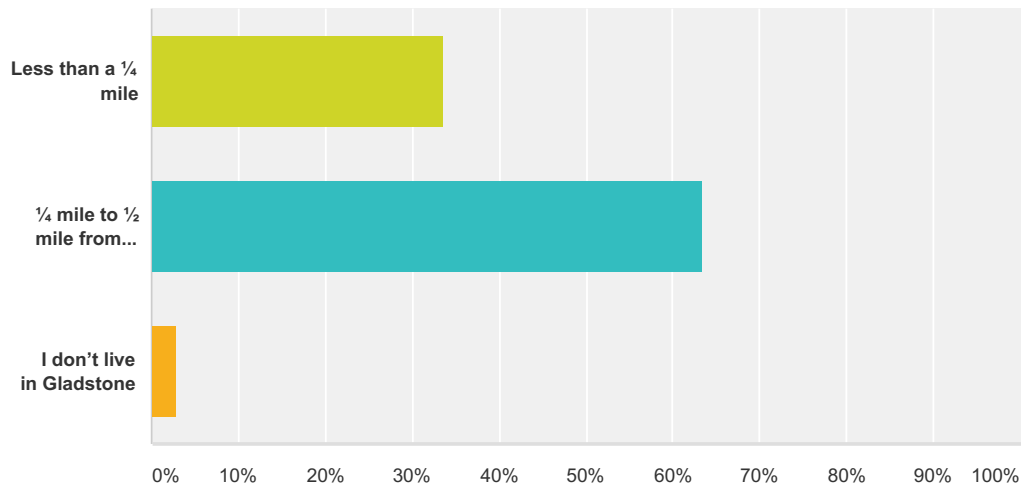
Answered: 69 Skipped: 119



Answer Choices	Responses	
Fewer than 3 years ago	20.29%	14
3-5 years ago	8.70%	6
6-10 years ago	11.59%	8
More than 10 years ago	59.42%	41
<b>Total</b>		<b>69</b>

### Q9 How far away do you live from Portland Avenue?

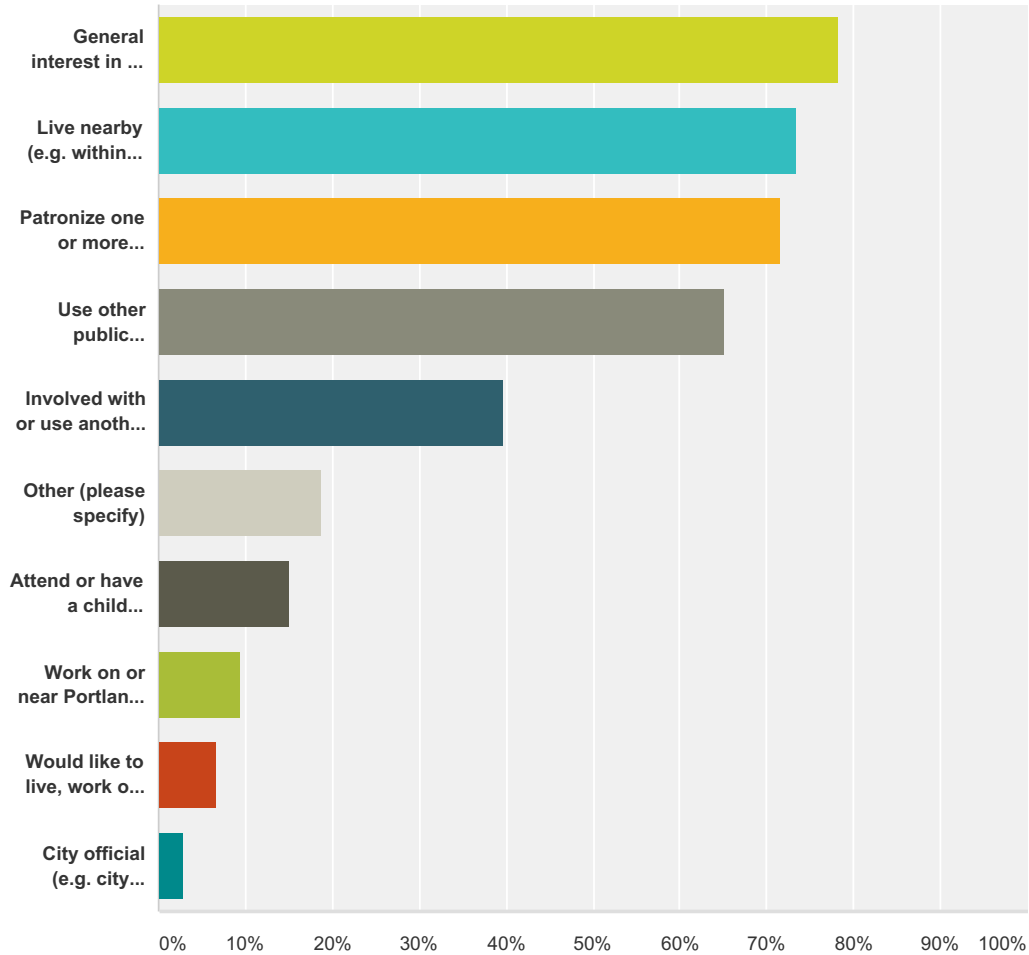
Answered: 104 Skipped: 84



Answer Choices	Responses
Less than a 1/4 mile	33.65% 35
1/4 mile to 1/2 mile from Portland Avenue	63.46% 66
I don't live in Gladstone	2.88% 3
<b>Total</b>	<b>104</b>

### Q10 Which of the following describe your interest in Portland Avenue? Check all that apply.

Answered: 106 Skipped: 82



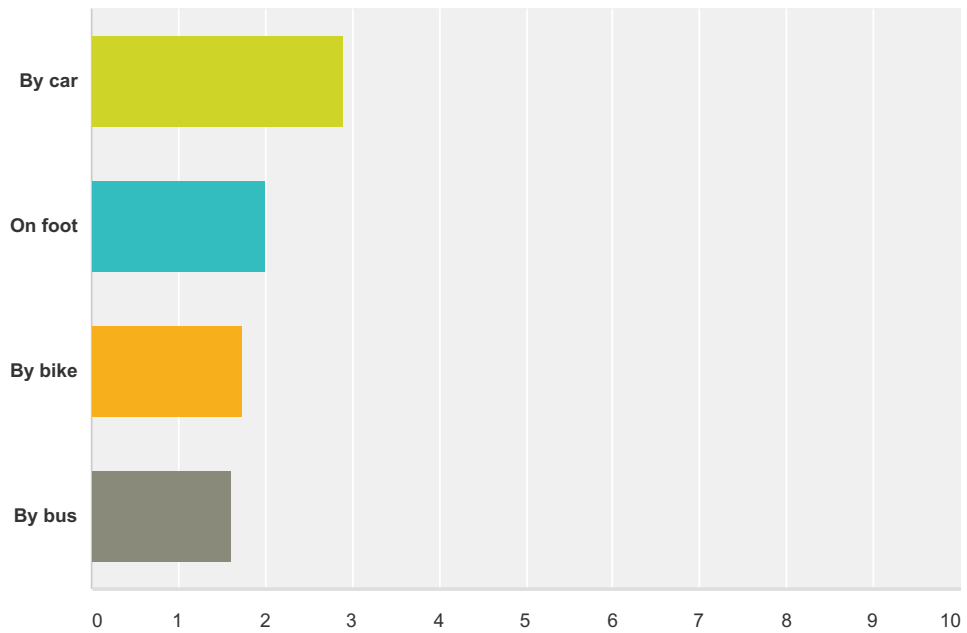
Answer Choices	Responses
General interest in the area	78.30% 83
Live nearby (e.g. within a half-mile)	73.58% 78
Patronize one or more businesses on Portland Avenue	71.70% 76
Use other public buildings on Portland Avenue (e.g. post office, City Hall)	65.09% 69
Involved with or use another public institution on or near Portland Avenue (e.g. Senior Center, library)	39.62% 42
Other (please specify)	18.87% 20
Attend or have a child attending Gladstone High School	15.09% 16
Work on or near Portland Avenue (but not a business owner)	9.43% 10
Would like to live, work or own property along Portland Avenue (but do not at present)	6.60% 7
City official (e.g. city council, planning commission)	2.83% 3

# Gladstone Downtown Revitalization Plan Community Survey

Total Respondents: 106

### Q11 How do your customers and employees get to your business?

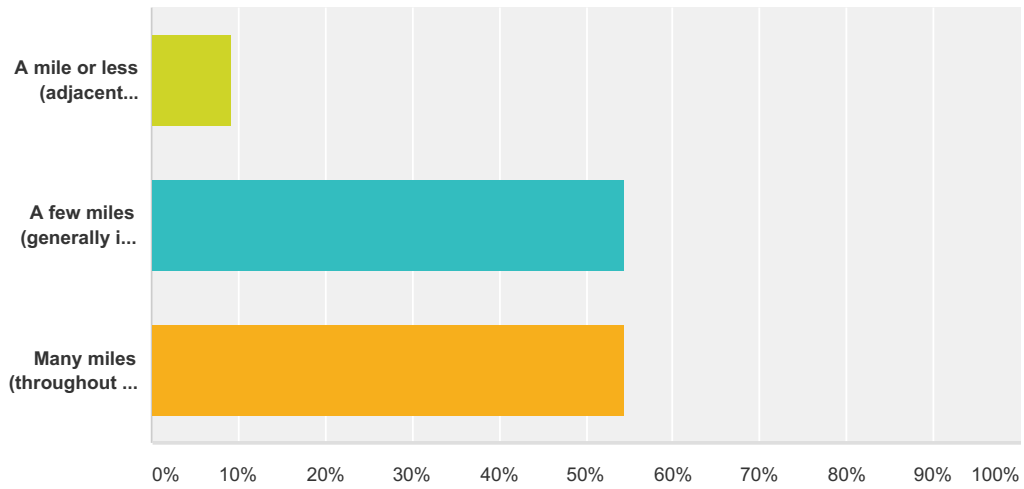
Answered: 11 Skipped: 177



	Never	Sometimes	Usually	Total	Weighted Average
By car	0.00% 0	9.09% 1	90.91% 10	11	2.91
On foot	18.18% 2	63.64% 7	18.18% 2	11	2.00
By bike	27.27% 3	72.73% 8	0.00% 0	11	1.73
By bus	40.00% 4	60.00% 6	0.00% 0	10	1.60

### Q12 What area (i.e. how far from your location) does your business draw customers / clients from?

Answered: 11 Skipped: 177

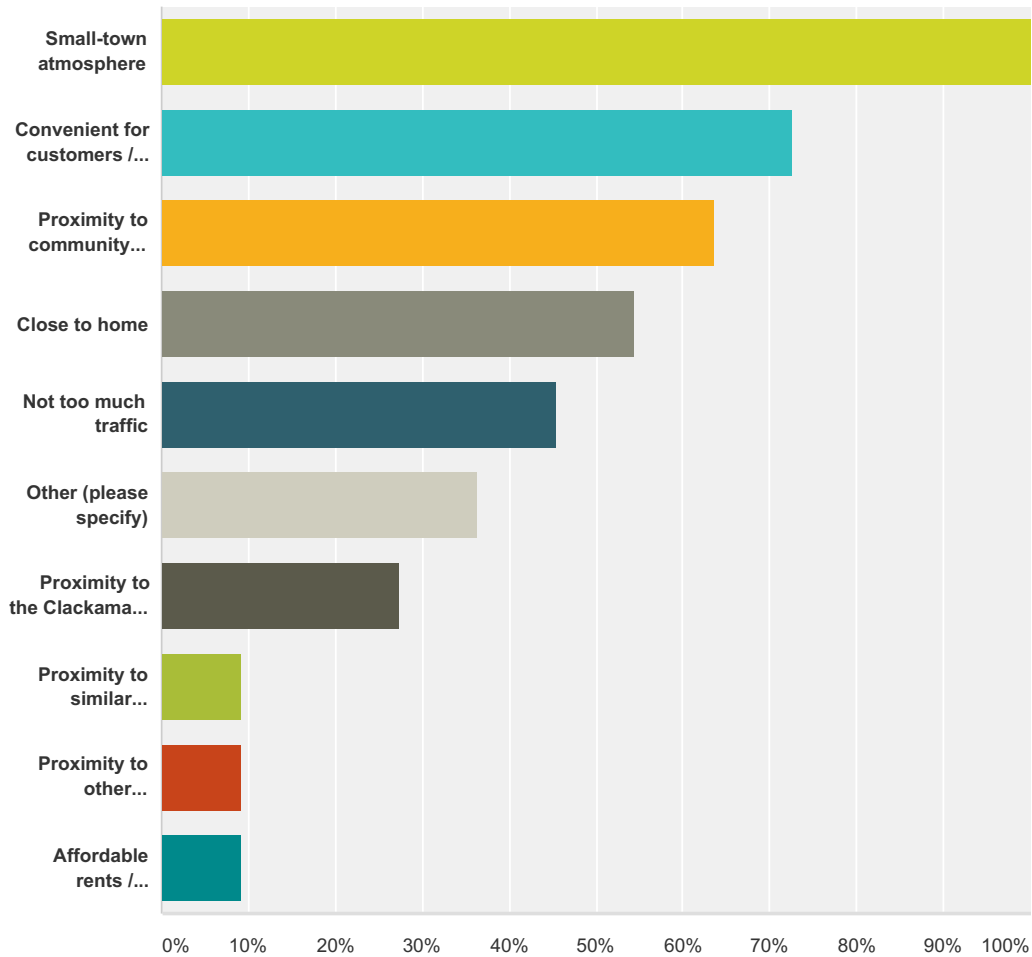


Answer Choices	Responses
A mile or less (adjacent neighborhoods within Gladstone)	9.09% 1
A few miles (generally in Gladstone or surrounding communities)	54.55% 6
Many miles (throughout the region)	54.55% 6
<b>Total Respondents: 11</b>	



### Q13 What do you like about the location of your business? Check all that apply.

Answered: 11 Skipped: 177



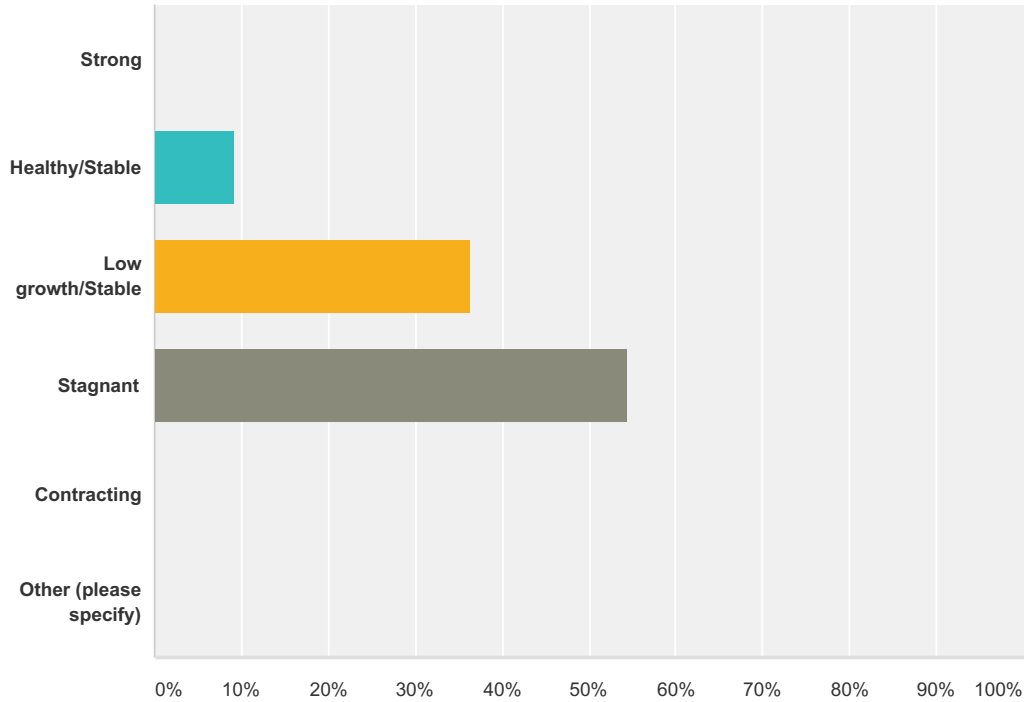
Answer Choices	Responses
Small-town atmosphere	100.00% 11
Convenient for customers / proximity to customer base	72.73% 8
Proximity to community facilities (e.g. high school, senior center, library, etc.)	63.64% 7
Close to home	54.55% 6
Not too much traffic	45.45% 5
Other (please specify)	36.36% 4
Proximity to the Clackamas River	27.27% 3
Proximity to similar businesses	9.09% 1
Proximity to other businesses I work with frequently	9.09% 1
Affordable rents / property costs	9.09% 1

# Gladstone Downtown Revitalization Plan Community Survey

Total Respondents: 11

### Q14 In your view, which description best characterizes the business climate for Portland Avenue?

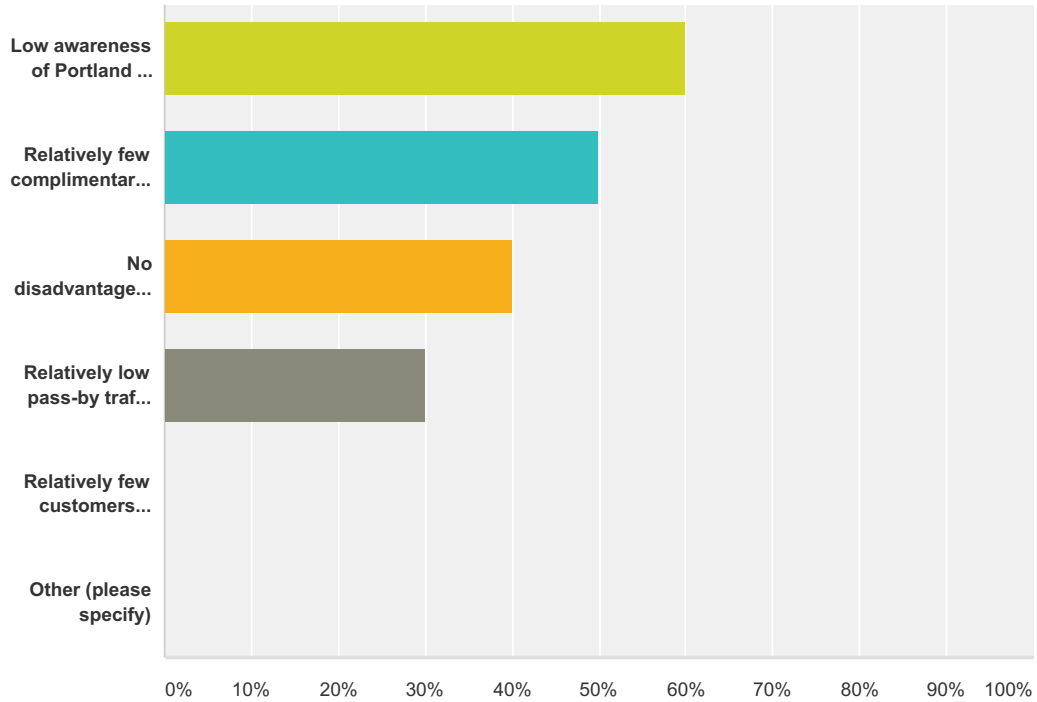
Answered: 11 Skipped: 177



Answer Choices	Responses	Count
Strong	0.00%	0
Healthy/Stable	9.09%	1
Low growth/Stable	36.36%	4
Stagnant	54.55%	6
Contracting	0.00%	0
Other (please specify)	0.00%	0
<b>Total</b>		<b>11</b>

**Q15 Do you perceive any challenges with / disadvantages of the location that affect your business? Check all that apply.**

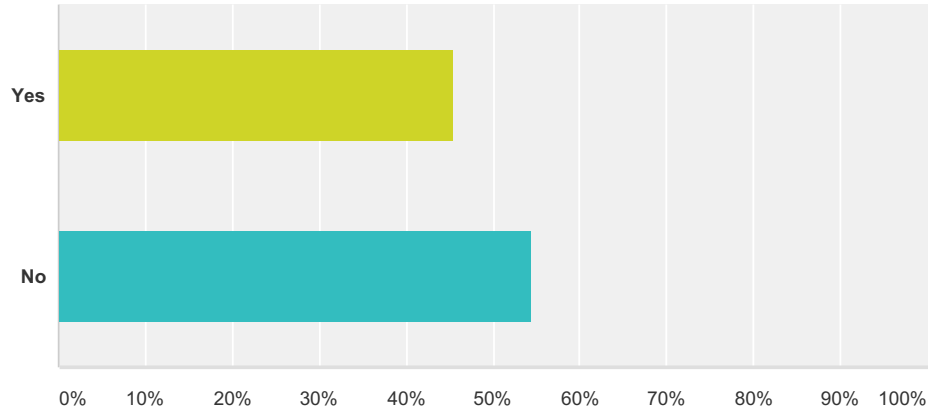
Answered: 10 Skipped: 178



Answer Choices	Responses
Low awareness of Portland Ave from surrounding areas	60.00% 6
Relatively few complimentary businesses that draw customers to the area	50.00% 5
No disadvantages to this location	40.00% 4
Relatively low pass-by traffic and visibility	30.00% 3
Relatively few customers within easy walking distance	0.00% 0
Other (please specify)	0.00% 0
<b>Total Respondents: 10</b>	

**Q16 If you own your property, are you willing to provide additional information specific to your individual property?**

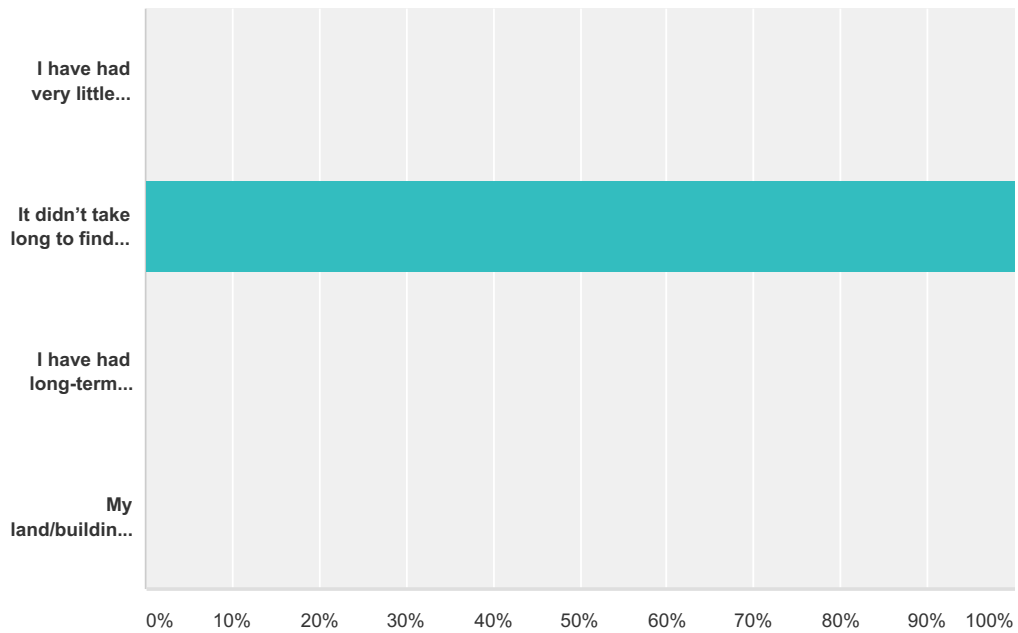
Answered: 11 Skipped: 177



Answer Choices	Responses	
Yes	45.45%	5
No	54.55%	6
<b>Total</b>		<b>11</b>

### Q17 How difficult has it been to keep the space leased?

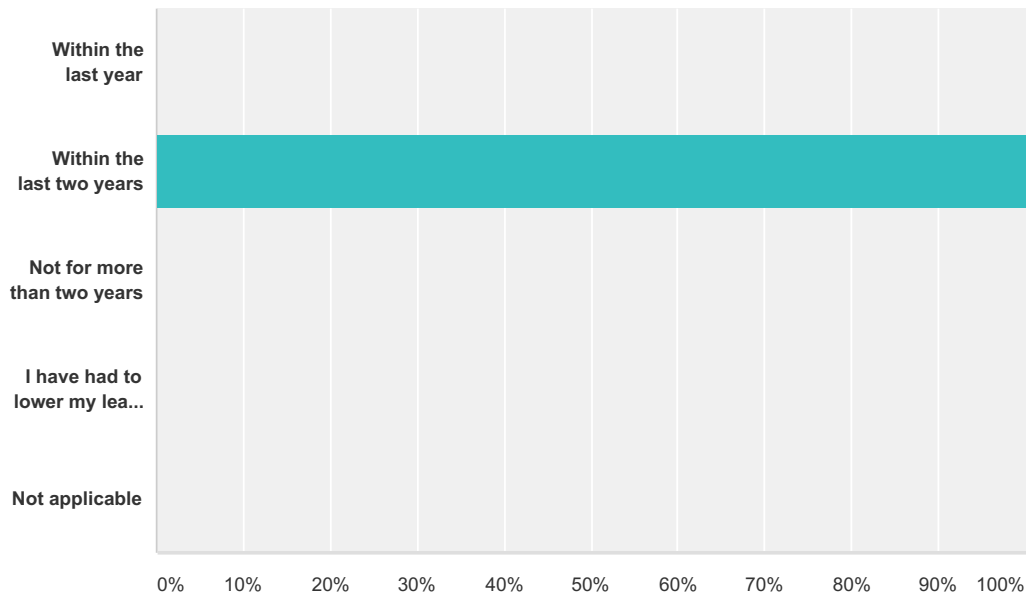
Answered: 1 Skipped: 187



Answer Choices	Responses
I have had very little turnover, so it hasn't come up in a while	0.00% 0
It didn't take long to find new tenants when I had a vacancy	100.00% 1
I have had long-term vacancy (more than one year)	0.00% 0
My land/building is vacant but I am not currently attempting to lease it	0.00% 0
<b>Total</b>	<b>1</b>

### Q18 How recently have you raised the lease rate?

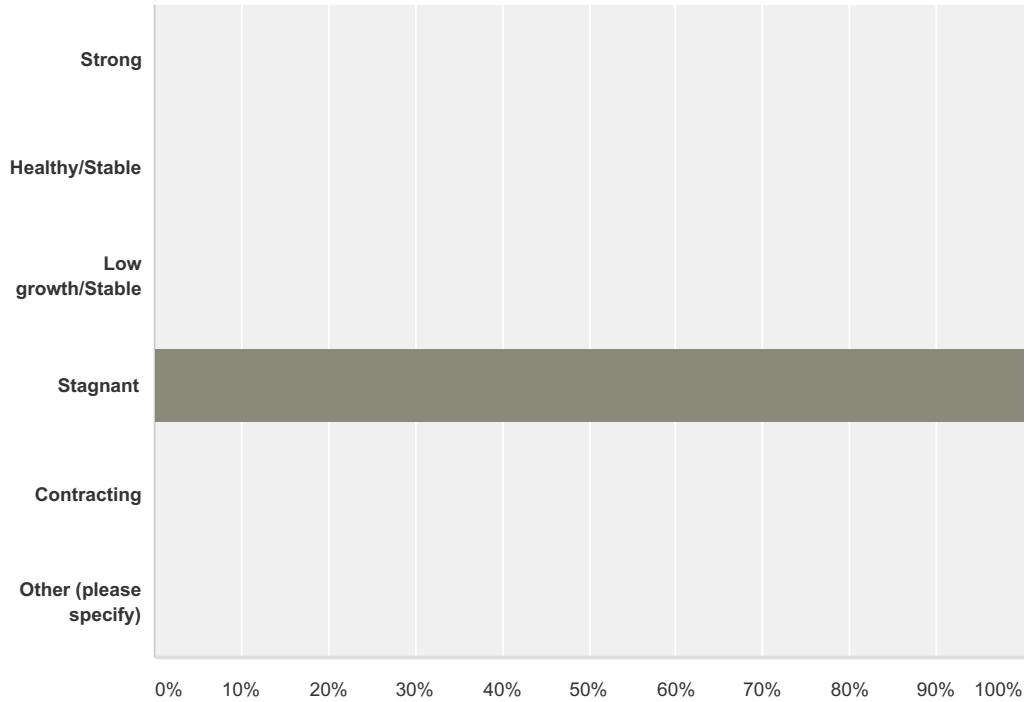
Answered: 1 Skipped: 187



Answer Choices	Responses
Within the last year	0.00% 0
Within the last two years	100.00% 1
Not for more than two years	0.00% 0
I have had to lower my lease rates	0.00% 0
Not applicable	0.00% 0
<b>Total</b>	<b>1</b>

### Q19 In your view, which description best characterizes the overall Portland Avenue real estate climate?

Answered: 1 Skipped: 187

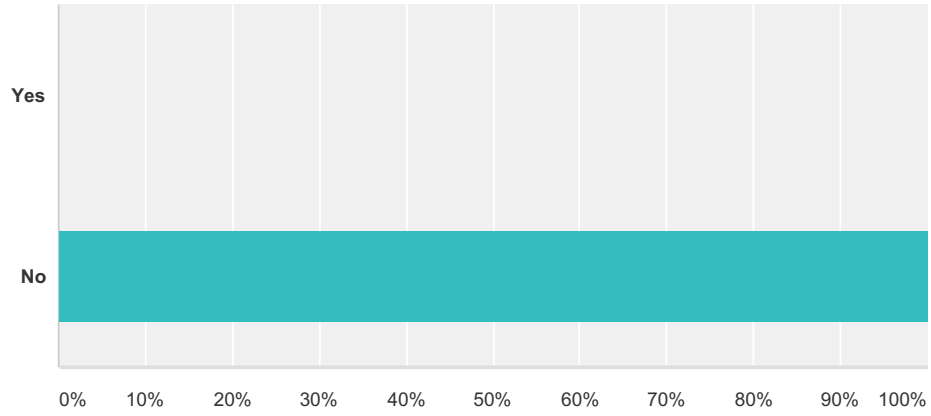


Answer Choices	Responses
Strong	0.00% 0
Healthy/Stable	0.00% 0
Low growth/Stable	0.00% 0
Stagnant	100.00% 1
Contracting	0.00% 0
Other (please specify)	0.00% 0
<b>Total</b>	<b>1</b>



### Q20 Are you willing to provide additional information specific to your individual property?

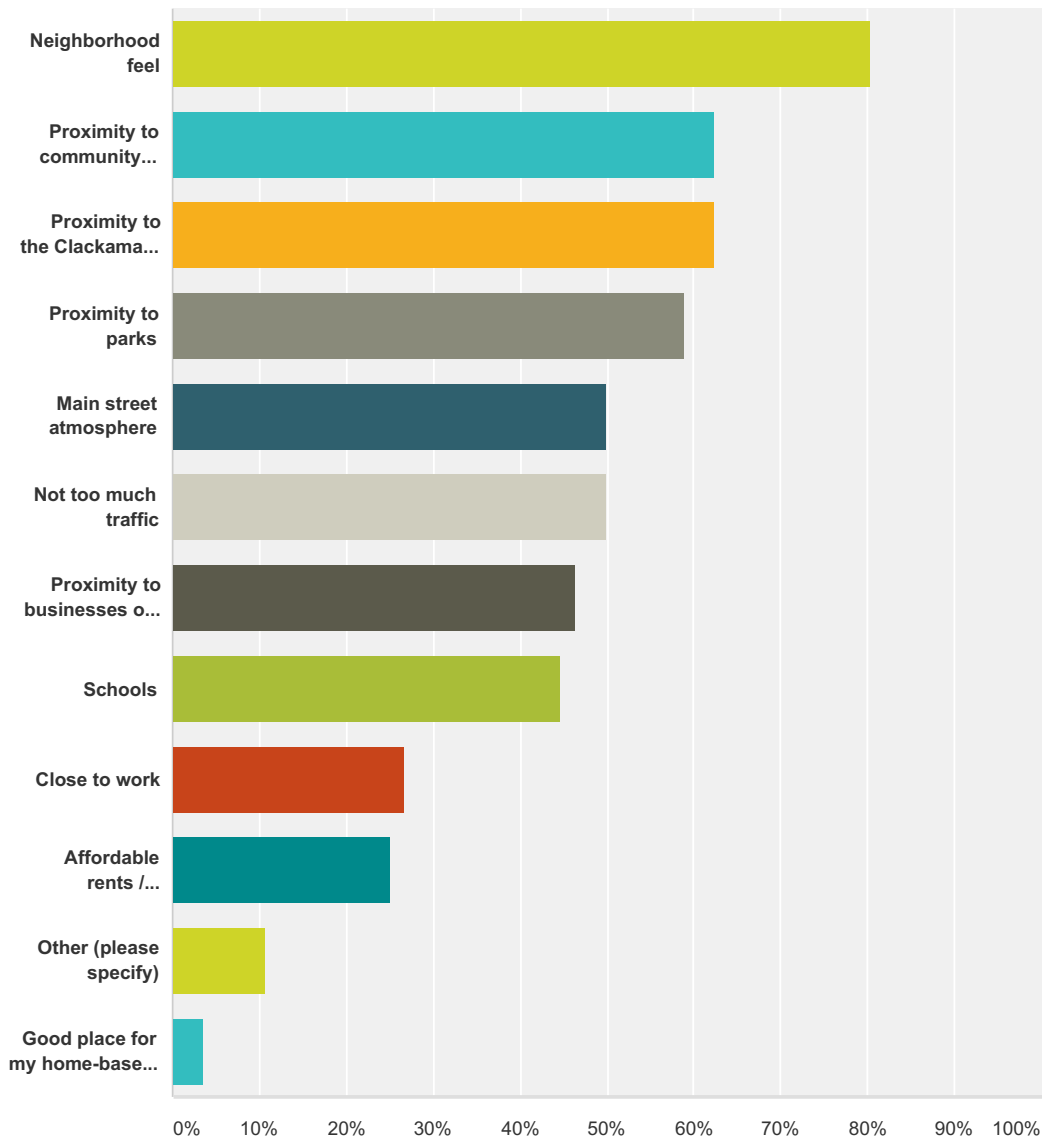
Answered: 3 Skipped: 185



Answer Choices	Responses	
Yes	0.00%	0
No	100.00%	3
<b>Total</b>		<b>3</b>

### Q21 What do you like about the location of your home? Check all that apply.

Answered: 56 Skipped: 132



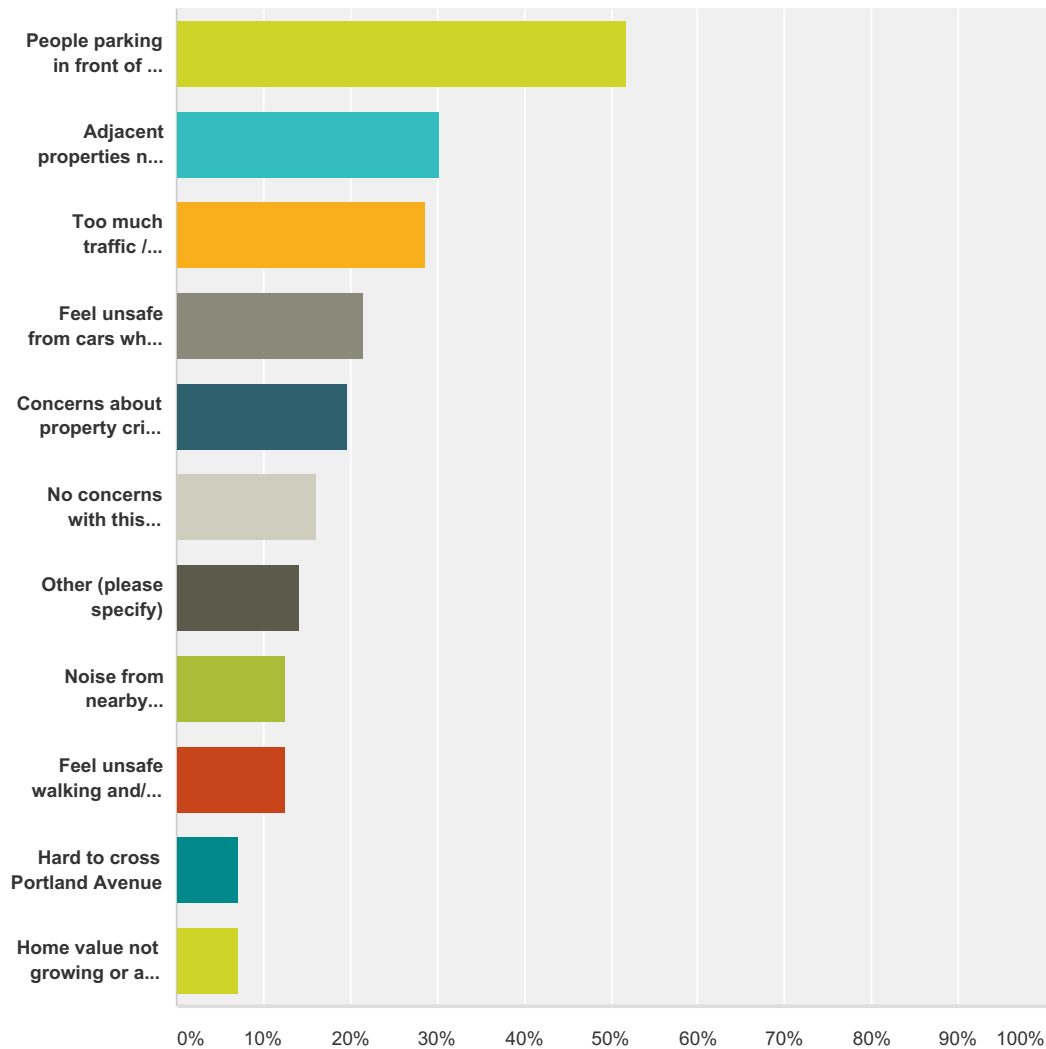
Answer Choices	Responses
Neighborhood feel	80.36% 45
Proximity to community facilities (e.g. high school, senior center, library, etc.)	62.50% 35
Proximity to the Clackamas River	62.50% 35
Proximity to parks	58.93% 33
Main street atmosphere	50.00% 28
Not too much traffic	50.00% 28
Proximity to businesses on Portland Avenue	46.43% 26

## Gladstone Downtown Revitalization Plan Community Survey

Schools	44.64%	25
Close to work	26.79%	15
Affordable rents / property costs	25.00%	14
Other (please specify)	10.71%	6
Good place for my home-based business	3.57%	2
<b>Total Respondents: 56</b>		

### Q22 Do you have any concerns with your location? Check all that apply.

Answered: 56 Skipped: 132



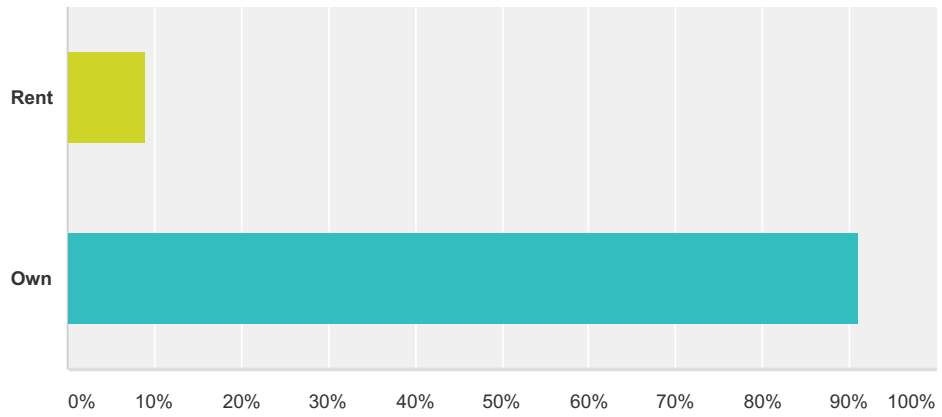
Answer Choices	Responses
People parking in front of my house	51.79% 29
Adjacent properties not well maintained	30.36% 17
Too much traffic / traffic too fast	28.57% 16
Feel unsafe from cars when walking and/or biking in the area	21.43% 12
Concerns about property crime and/or vandalism	19.64% 11
No concerns with this location	16.07% 9
Other (please specify)	14.29% 8
Noise from nearby businesses	12.50% 7
Feel unsafe walking and/or biking in the area due to concerns about crime	12.50% 7

## Gladstone Downtown Revitalization Plan Community Survey

Hard to cross Portland Avenue	7.14%	4
Home value not growing or as high as I hoped	7.14%	4
<b>Total Respondents: 56</b>		

### Q23 Do you rent or own your home?

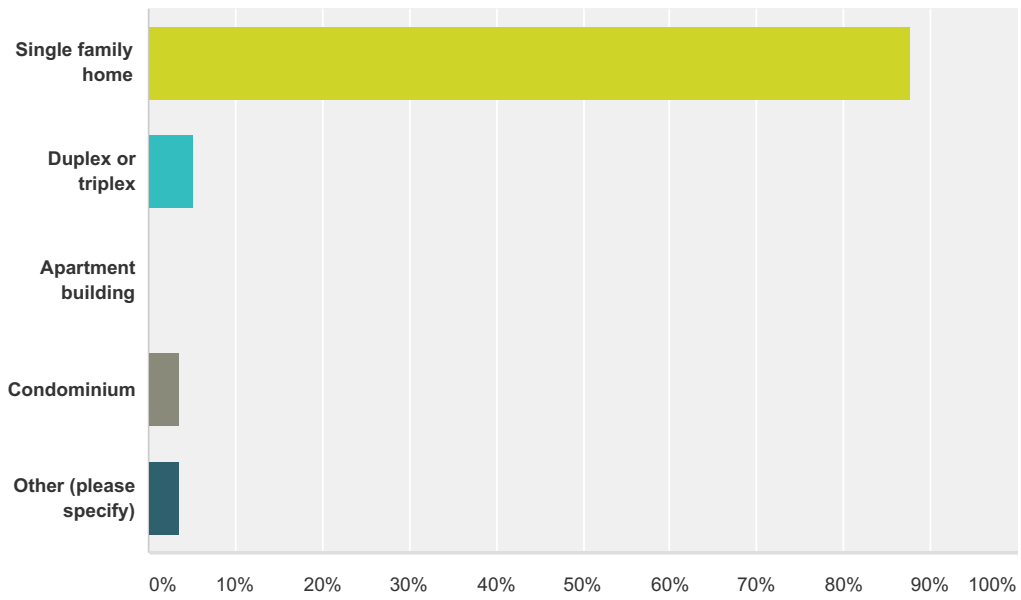
Answered: 56 Skipped: 132



Answer Choices	Responses
Rent	8.93% 5
Own	91.07% 51
<b>Total</b>	<b>56</b>

### Q24 What best describes the type of building you live in?

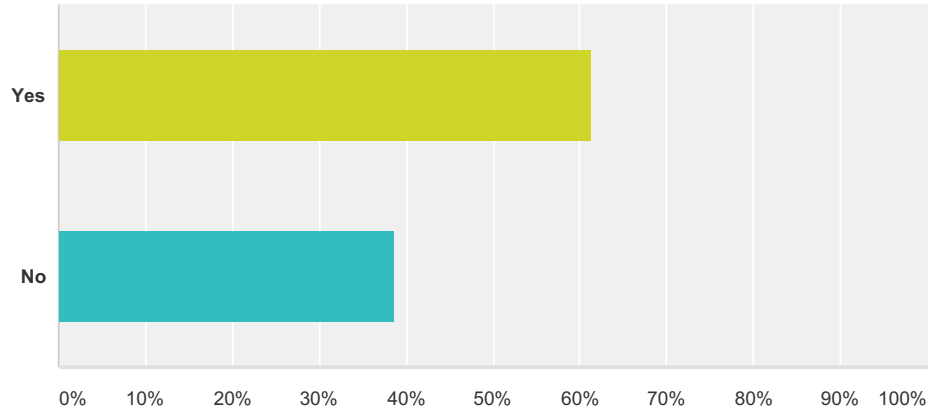
Answered: 57 Skipped: 131



Answer Choices	Responses	
Single family home	87.72%	50
Duplex or triplex	5.26%	3
Apartment building	0.00%	0
Condominium	3.51%	2
Other (please specify)	3.51%	2
<b>Total</b>		<b>57</b>

### Q25 Are you willing to provide additional information specific to your individual property?

Answered: 62 Skipped: 126



Answer Choices	Responses	
Yes	61.29%	38
No	38.71%	24
<b>Total</b>		<b>62</b>

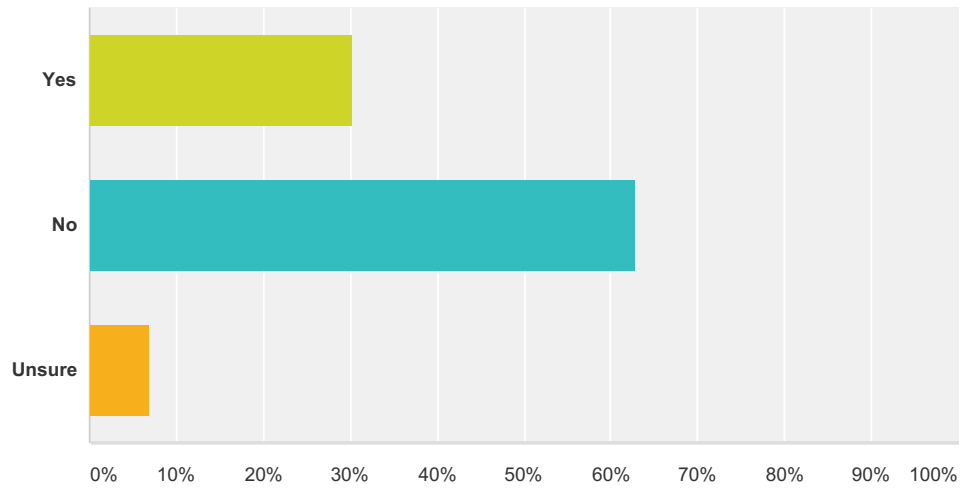


**Q26 What is the address of your property?  
(May leave blank)**

Answered: 22 Skipped: 166

### Q27 Have you done any expansions or significant remodels to the property in the last 5 to 10 years?

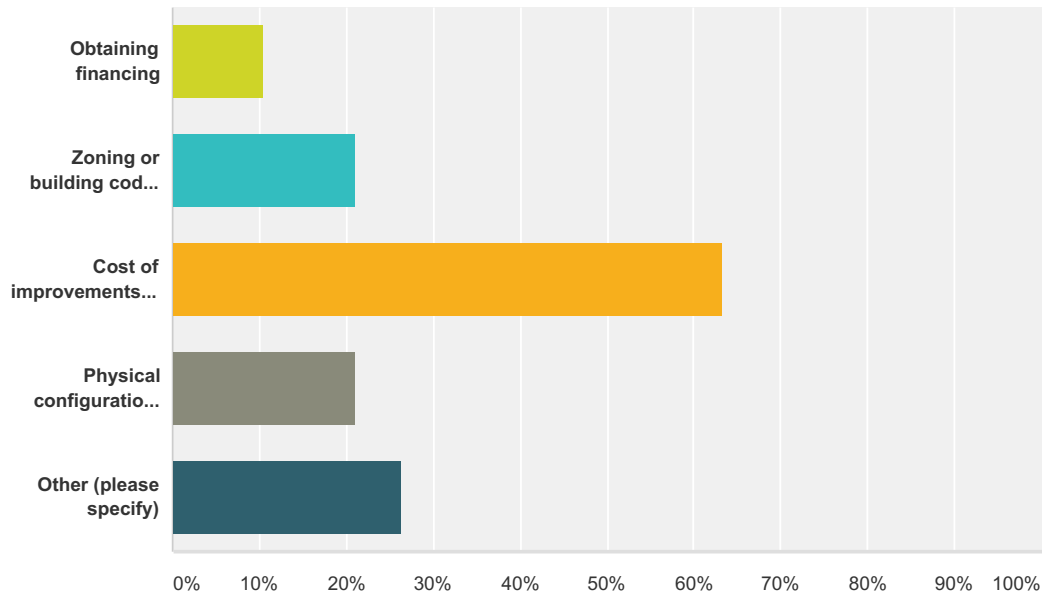
Answered: 43 Skipped: 145



Answer Choices	Responses	
Yes	30.23%	13
No	62.79%	27
Unsure	6.98%	3
<b>Total</b>		<b>43</b>

**Q28 Have any of the following presented obstacles to investing in your property?  
Check all that apply.**

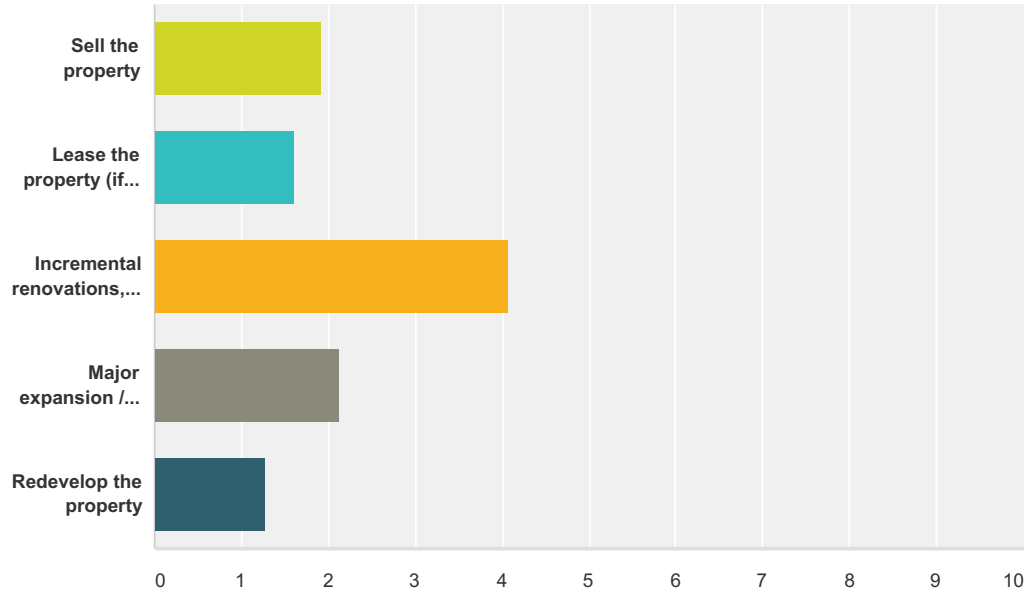
Answered: 19 Skipped: 169



Answer Choices	Responses	
Obtaining financing	10.53%	2
Zoning or building code regulations	21.05%	4
Cost of improvements vs. estimated return (i.e. new value from improvements)	63.16%	12
Physical configuration of the property (e.g. shape, slope, location of the existing building, size of lot)	21.05%	4
Other (please specify)	26.32%	5
<b>Total Respondents: 19</b>		

### Q29 How likely are you to make the following changes to your property in the next 5 to 10 years?

Answered: 42 Skipped: 146



	Very unlikely	Somewhat unlikely	Somewhat likely	Very likely	Total	Weighted Average
Sell the property	58.54% 24	19.51% 8	14.63% 6	7.32% 3	41	1.93
Lease the property (if not currently leased) / find new tenants	73.68% 28	10.53% 4	13.16% 5	2.63% 1	38	1.61
Incremental renovations, improvements or upgrades	9.52% 4	2.38% 1	47.62% 20	40.48% 17	42	4.07
Major expansion / major remodel	37.50% 15	37.50% 15	25.00% 10	0.00% 0	40	2.13
Redevelop the property	87.18% 34	5.13% 2	7.69% 3	0.00% 0	39	1.28

**Q30 If you would like to be notified of upcoming events and opportunities to participate in the project, please provide your email address below.**

Answered: 60 Skipped: 128

**Q31 If you are interested in attending a meeting for stakeholders on the corridor in November (following the Open House on October 26th) to discuss the potential for change on the corridor in more depth, please provide your name and contact information below.**

Answered: 18 Skipped: 170

Answer Choices	Responses	
Name	100.00%	18
Phone Number	94.44%	17
Email Address	94.44%	17

**Q32 If you did not provide contact information above, but would like to be notified of other upcoming events and opportunities to participate in the project, please provide your email address below.**

Answered: 21 Skipped: 167

## Alternatives Online Survey

### Gladstone Downtown Revitalization Plan

Page	Text
1.	<p>Welcome to the Gladstone Downtown Revitalization Plan alternatives survey! Thank you for your interest in this important project. Your input is important to us. The purpose of this survey is to gather feedback on alternative land use and transportation concepts. These concepts will be used to develop the final downtown revitalization plan, which will include recommended transportation improvements, changes to development regulations, and other programs or initiatives. See below for a map of the study area of the project.</p> <p>For information on the plan, including the project schedule, and upcoming events, please visit the project website: <a href="http://www.ci.gladstone.or.us/city-of-gladstone-downtown-revitalization/">http://www.ci.gladstone.or.us/city-of-gladstone-downtown-revitalization/</a></p> <p>The survey should take roughly 10-15 minutes to complete.</p>
2.	<p><b>Tell us about yourself</b></p> <p>Which of the following best describes you? <i>(choose all that apply)</i></p> <ul style="list-style-type: none"><li>• Live on or within a half-block of Portland Avenue</li><li>• Live within ¼ of a mile of Portland Avenue</li><li>• Live between ¼ mile and a ½ mile of Portland Avenue</li><li>• Live outside Gladstone</li><li>• Own/run a business located on Portland Avenue</li><li>• Own property on Portland Avenue</li></ul>



Page	Text
3.	<p><b>Vision and Objectives for Downtown Gladstone and Portland Avenue</b></p> <p>Based on community input in past surveys and events, the project team has attempted to capture the community’s vision and goals for downtown Gladstone and Portland Avenue in the following vision statement and objectives. Please indicate how well the following statement reflects your vision for downtown Gladstone and Portland Avenue.</p> <p><i>Downtown Gladstone is a unique, lively community center that celebrates the history of the city while accommodating the modern, everyday needs of residents, businesses, and visitors.</i></p> <ul style="list-style-type: none"> <li>• <i>The Downtown is part of a successful mixed-use corridor along Portland Avenue, where housing in various forms integrates harmoniously with a mix of restaurants, shops, and civic buildings, services, and gathering spaces.</i></li> <li>• <i>The corridor is the vibrant backbone of the community—a destination as well as a connection to other commercial areas, the Clackamas River, regional trails and natural areas, and nearby attractions outside of the city.</i></li> <li>• <i>The corridor is knit together with unifying streetscape design elements and easily and safely accessible by foot, bike or car. Portland Avenue welcomes residents and visitors alike to Downtown Gladstone.</i></li> </ul> <p>This vision statement is reflects my vision for Downtown Gladstone. <i>(strongly agree &lt;-&gt; strongly disagree)</i></p> <p>If the vision statement does not adequately capture your vision and goals for Downtown Gladstone and Portland Avenue, please tell us what is missing or what you would change. <i>(comment box)</i></p>
4.	<p><b>Overall Strategies</b></p> <p>This survey will ask for your input on alternative land use and transportation concepts for downtown Gladstone. The community and project team have identified many other strategies to help spur revitalization. This survey will not ask for specific feedback on these strategies, as the project team has found significant community support for the strategies. These strategies are listed below.</p> <ul style="list-style-type: none"> <li>• Storefront improvement grant program</li> <li>• Public art program</li> <li>• More events on the corridor (such as a farmer’s market or seasonal events)</li> <li>• Marketing and branding initiatives</li> <li>• Navigational signs (to direct people to Portland Avenue from outside the area)</li> </ul>

Page	Text
	<ul style="list-style-type: none"> <li>Streamlined land use permitting process (to reduce unnecessary delays or confusion)</li> </ul> <p>More information about how these programs or projects will be implemented will be available in the draft plan document.</p> <p>Do you have any questions or concerns about the strategies listed above? (<i>comment box</i>)</p>
5.	<p><b>Background on the Conceptual Alternatives</b></p> <p>The vision for Downtown Gladstone could be realized in a few different ways. The project team has created three conceptual alternatives for achieving the vision. These alternatives are based on community input, analysis of the local real estate market and other existing conditions of the area, and consultant expertise on the viability of different approaches.</p> <p>Improvements to the physical design of Portland Avenue—such as the street design developed for the 2008 Streetscape Plan—require investment by the City. To pay for that investment, the City may need to generate additional property tax revenue by encouraging more new development and buildings of a larger scale, which create more property value on a given piece of land. Therefore, the alternative approaches include varying levels of public investment in streets and sidewalks paired with varying levels of change in the scale and amount of new development allowed and encouraged in the area. The survey presents three alternative packages of investment and change:</p> <ul style="list-style-type: none"> <li>Alternative 1: Limited Investment and Change</li> <li>Alternative 2: Moderate Investment and Change</li> <li>Alternative 3: Significant Investment and Change</li> </ul> <p>The final plan may include a mix of elements from multiple alternatives. However, this approach can help to develop a plan that is feasible to implement because it balances public and private investment. Both types of investment are necessary for the success of downtown Gladstone.</p> <p>(<i>no questions</i>)</p>
6.	<p><b>The Downtown Core</b></p> <p>To be the vibrant place envisioned by the community, Downtown Gladstone must support thriving retail businesses. Retail businesses bring people and activity to the street and provide useful goods and services to the neighborhood. Retailers are more successful when they are clustered together, as people are more likely to visit a cluster of businesses than scattered businesses. Retail businesses also need to draw on a mix of people passing by and those who live or work nearby to provide a solid customer base. With little traffic on Portland Avenue, businesses there are more dependent on having enough potential customers who live or work close by.</p>

Page	Text
	<p>Today, retail businesses are scattered throughout Portland Avenue. A key recommendation of this plan will be to define and focus on a “downtown core” in which to concentrate activity that supports new businesses. Plans for the downtown core will aim to support existing and new retail and other businesses, along with civic buildings that will attract people and activity to the area, such as the Gladstone City Hall, which is planned to be rebuilt and potentially integrated with the library. If the downtown core becomes more vibrant and active, then it may grow and extend along the corridor over time, as the area becomes more of a destination.</p> <p>Based on observations and community input, the Project Team has identified a potential downtown core focus area as the three blocks along Portland Avenue between Exeter Street and Berkeley Street (see map).</p> <p>[insert downtown core/mixed use corridor map]</p> <p>The transportation and land use concepts for the mixed-use corridor surrounding the downtown core will be slightly different. These areas will balance businesses and housing that support the downtown core, but may not have the same intensity of development or the same “feel” as the downtown core.</p> <p>Given that focusing energy and investment in a relatively small area is usually most effective to spur revitalization, is this the right area to define and focus on as a “downtown core” for Gladstone? <i>(Yes/No)</i></p> <p>If not, how would you change the area? <i>(comment box)</i></p>

Page	Text
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**7. Downtown Core – Land Use and Transportation Alternatives**

This page will ask for your input on the land use and transportation concepts for the downtown core area. If you answered no the previous question and want to define the downtown core differently, then answer these questions for area you define as the downtown core. A description and illustrative images of the three alternatives are presented, then you will be asked to select the alternative you prefer.

**Alternative 1: Limited Investment and Change (Downtown Core)**

**Land Use**

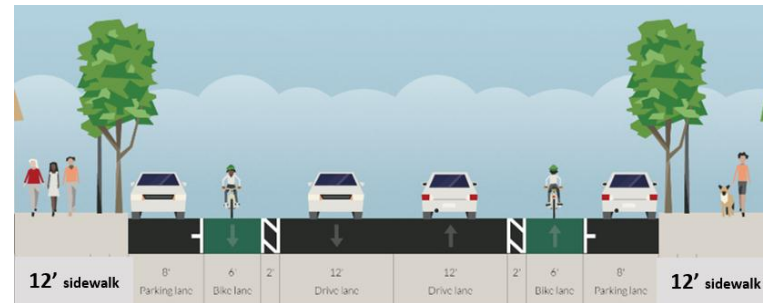
New development may include 1-2 story commercial buildings, along with improvements to existing buildings. The ground floor of new buildings are exclusively retail/commercial uses (not housing) and storefronts are built up to the sidewalk. Parking is located on-site, to the rear or side of buildings. New buildings do not cover the entire site and landscaping is provided on the unbuilt areas.

The amount of new development is relatively low, as zoning standards limit the economic feasibility of many types of development. As a result, there is relatively slow growth in the number of new businesses in the downtown core.



**Transportation**

The width of the street remains the same as today. However, the street is repainted to eliminate the existing center turn lane, maintain one lane each way for driving and on-street parking on both sides, and add bike lanes with a buffer area for separation from cars. Sidewalks would be improved (e.g. adding street trees and nicer paving) either by the City or by property owners when properties redevelop. The sidewalks are 12' wide and include street trees planted in tree grates, providing space for lighting and other street furnishings.



**Alternative 2: Moderate Investment and Change (Downtown Core)**

**Land Use**

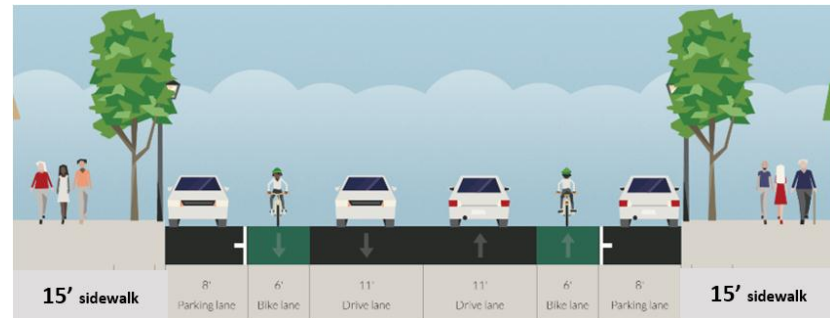
New development may include 2- to 3-story commercial and mixed use buildings, along with improvements to existing buildings. Like Alternative 1, the ground floor of new buildings are exclusively retail/commercial uses (not housing) and storefronts are built up to the sidewalk. Parking on Portland Avenue serves ground floor commercial uses. Some parking is provided on-site for upper floor uses, but side streets are also used for parking. Buildings cover most of the site and landscaping is limited to parking areas.

The amount of new development is greater than Alternative 1 as zoning standards enable more projects to be economically feasible. Existing small businesses benefit from the new development and there may be more opportunities for new businesses.



**Transportation**

The City reconstructs the street and sidewalks as part of a large public improvement project. Specifically, the street is narrowed to provide for wider 15-foot sidewalks that would include street trees in tree grates. The street is repainted to eliminate the existing center turn lane, maintain one lane each way for driving and on-street parking on both sides, and add bike lanes. Decorative pavers may be used in a few locations, such as important intersections or pedestrian crossings.



### Alternative 3: Significant Investment and Change (Downtown Core)

#### Land Use

New developments may include 3 to 4 story commercial and mixed use buildings, along with improvements to existing buildings. Like Alternatives 1 and 2, the ground floor of new buildings are exclusively retail/commercial uses (not housing) and storefronts are built to the sidewalk. Parking on Portland Avenue serves ground floor commercial uses. A small amount of parking is provided on-site for upper floor uses, but side streets are also used for parking. Buildings cover most of the site and landscaping is limited to parking areas.

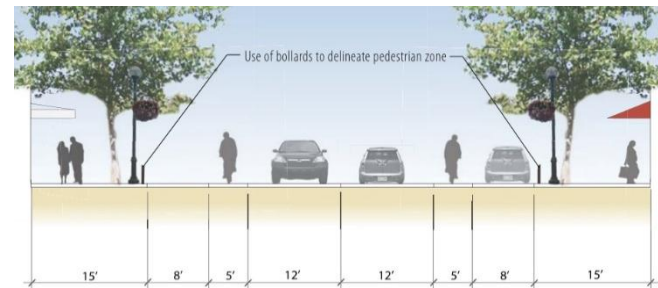
The amount of new development is greater than Alternative 1 or 2 as zoning standards enable more projects to be economically feasible, and allow 4-story buildings. Existing small businesses benefit from the new development and there may be more opportunities for new businesses.



#### Transportation

The City reconstructs the street and sidewalks as part of a large public improvement project. Specifically, the street is narrowed to provide for wider 15-foot sidewalks that would include street trees in tree grates. The street is repainted to eliminate the existing center turn lane, maintain one lane each way for driving and on-street parking on both sides, and add bike lanes.

A segment of the street centered around City Hall is designed without curbs and uses special pavers to create a “downtown plaza”. The plaza is an important civic space that can be used for events and celebration, and marks the center of downtown Gladstone.



Please rank these alternatives based on how well they achieve the community’s vision for Downtown Gladstone. (ranking)

Page	Text
	<p data-bbox="184 282 1703 315"><b>Do you have any additional comments or feedback about the alternatives for the downtown core? (<i>open comment box</i>)</b></p>

Page	Text
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**8. Mixed Use Corridor – Land Use and Transportation Alternatives**

This page will ask for your input on the land use and transportation concepts for the mixed-use corridor outside of the downtown core. A description and illustrative images of the three alternatives are presented, then you will be asked to select the alternative you prefer.

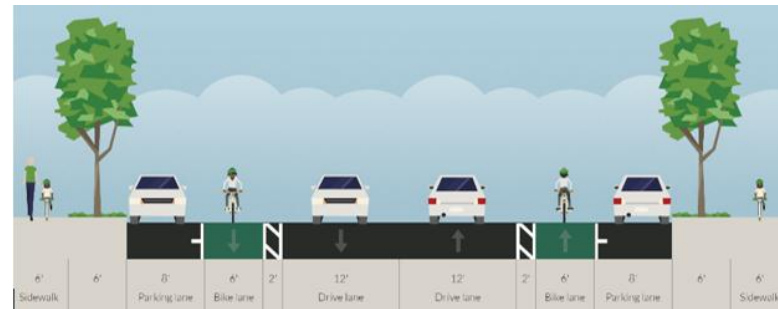
**Alternative 1: Limited Investment and Change (Mixed Use Corridor)**

**Land Use**

New developments may include 1-2 story commercial or mixed use buildings, townhomes, duplexes/triplexes, or very small apartment buildings, along with improvements to existing buildings. The ground floor of new buildings may be commercial or residential uses. Parking for new buildings will be located on-site. Buildings do not cover the entire site and landscaping is provided on the unbuilt areas. The amount of new development is relatively low, as zoning standards limit the economic feasibility of many development projects.

**Transportation**

The width of the street remains the same as today. However, the street is repainted to eliminate the existing center turn lane, maintain one lane each way for driving and on-street parking on both sides, and add bike lanes with a buffer area for separation from cars. Sidewalks would be improved (e.g. adding street trees and nicer paving) either by the City or by property owners when properties redevelop. The sidewalks are 6’ wide with 6’ planter strips that include landscaping and street trees.





**Alternative 2: Moderate Investment and Change (Mixed Use Corridor)**

**Land Use**

New developments may include 2-3 story commercial or mixed-use buildings, townhomes, duplexes/triplexes, and small apartment buildings, along with improvements to existing buildings. The ground floor of new buildings may be commercial or residential uses. Some parking is located on-site, but side streets are also used for parking. Buildings cover most of the site and landscaping is limited to parking areas.

The amount of new development is greater than Alternative 1 as zoning standards enable more projects to be economically feasible.



**Transportation**

The width of the street remains the same as today. However, the street is repainted to eliminate the existing center turn lane, maintain one lane each way for driving and on-street parking on both sides, and add bike lanes with a buffer area for separation from cars. Sidewalks would be improved (e.g. adding street trees and nicer paving) either by the City or by property owners when properties redevelop. The sidewalks are 6' wide with 6' planter strips that include landscaping and street trees.



**Alternative 3: Significant Investment and Change (Mixed Use Corridor)**



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**Land Use**

New developments may include 2-3 story commercial or mixed-use buildings, townhomes, duplexes/triplexes, and low-rise apartment buildings (up to about 30 units). New buildings that front Portland Avenue, must have businesses on the ground floor (not housing), but buildings facing side-streets can have commercial or residential uses on the ground floor.

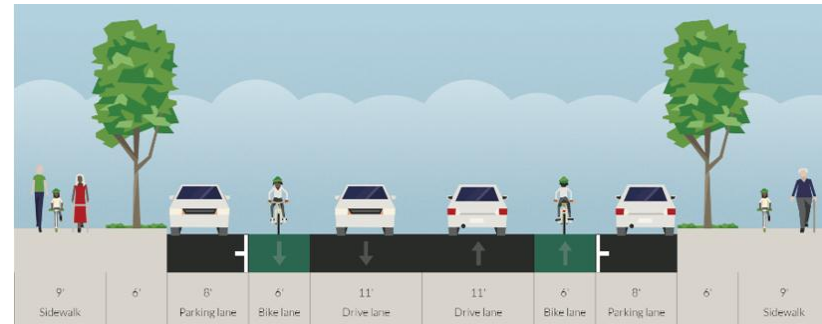
Parking on Portland Avenue serves ground floor commercial uses. Some parking is provided on-site for housing and upper floor uses, but side streets are also used for parking. Buildings cover most of the site and landscaping is limited to parking areas.

The amount of new development is greater than Alternative 2 as zoning standards enable more projects to be economically feasible.



**Transportation**

The City reconstructs the street and sidewalks as part of a large public improvement project. Specifically, the street is narrowed to provide for wider 9-foot sidewalks and 6-foot planter strip that would include landscaping and street trees. The street is repainted to eliminate the existing center turn lane, maintain one lane each way for driving and on-street parking on both sides, and add bike lanes.



**Please rank these alternatives based on how well they achieve the community’s vision for Downtown Gladstone. (ranking)**  
**Do you have any additional comments or feedback about the alternatives for the mixed use corridor? (open comment box)**

Page	Text
9.	<p data-bbox="184 248 506 280"><b>Thank you for your time!</b></p> <p data-bbox="184 310 1913 383">That concludes the survey. For more information or to ask questions of the project team, please attend the open house on February 23<sup>rd</sup> at 5:30 pm at the Gladstone Senior Center.</p> <p data-bbox="184 412 1923 444">If you would like to be notified of upcoming events and opportunities to participate in the project, please provide your email address below.</p> <p data-bbox="184 456 596 488"><i>[text input box for email address]</i></p>