



# Downtown Revitalization Plan

GLADSTONE, OREGON

September 29, 2017



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# Acknowledgment

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## Citizens Advisory Committee

Sharon Alexander  
Linda Cosgrove  
Richard Hoffman  
Michael Milch  
Kirk Stempel  
Linda Neace, *City Council Liaison*  
Tom Mersereau, *City Council Liaison*  
Kim Sieckmann, *City Council Liaison*

---

## Technical Advisory Committee

Colin Black	Chris Myers
Megan Gibb	Tom O'Connor
Carolyn Gray	Sheldon Penner
Catherine Gruboski-Johnson	Kim Sieckmann
Thelma Haggen-Miller	Pat Sisul
Jeff Jolley	Natalie Smith
Linda Lewis	Eric Swanson
Mike McAllister	Jim Whynot
Mark Meek	

---

## Project Team

Eric Swanson, *City Administrator*  
Jacque Betz, *Asst. City Administrator*  
Jenni Lipscomb, *Project Manager*  
Brendan Buckley, *Johnson Economics*  
Jerry Johnson, *Johnson Economics*  
Darci Rudsinski, *Angelo Planning Group*  
Jamin Kimmell, *Angelo Planning Group*  
Becky Hewitt, *Angelo Planning Group*  
Matt Hastie, *Angelo Planning Group*  
Matt Hughart, *Kittelison and Associates*  
Ben Weber, *SERA Architects*  
Martin Glastra van Loon, *SERA Architects*  
Spencer West, *SERA Architects*

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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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& ASSOCIATES



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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

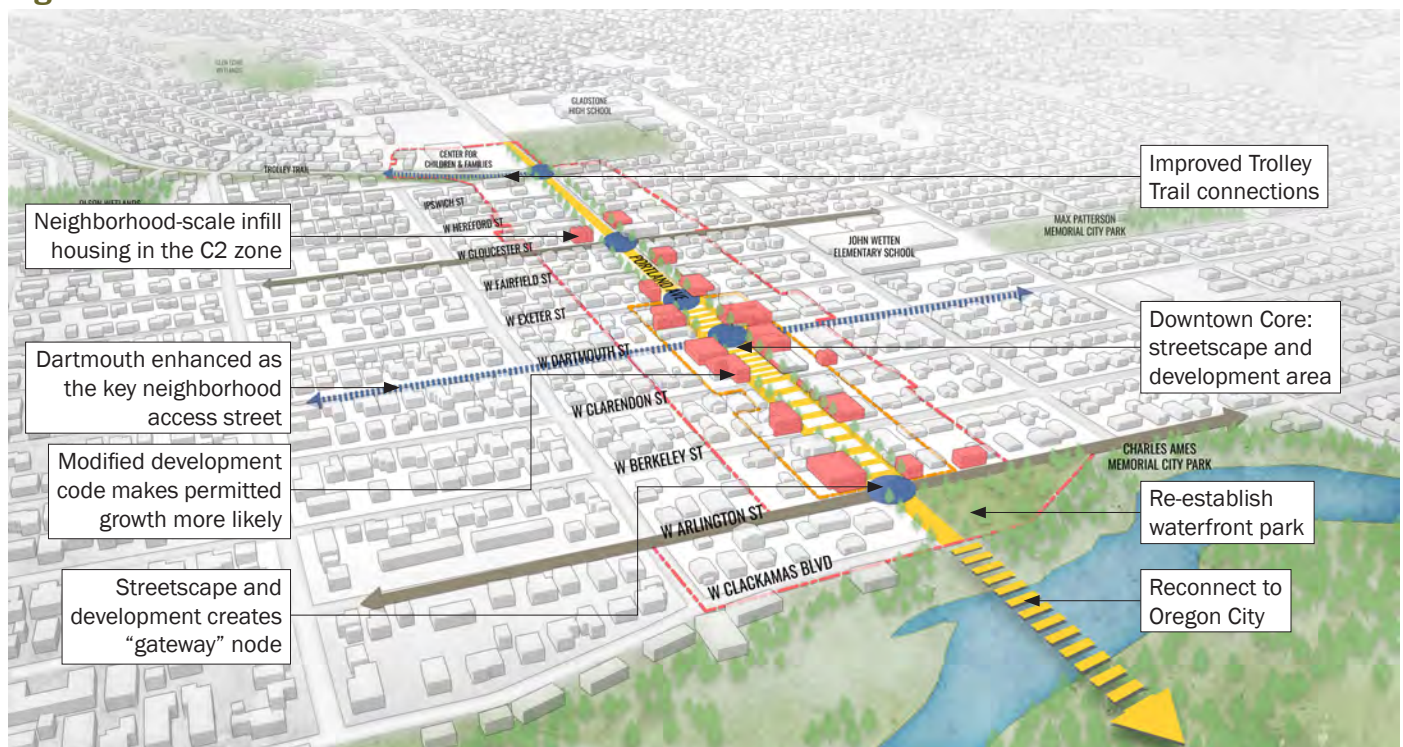
The City of Gladstone initiated this planning process to bring about revitalization of a segment of Portland Avenue, the traditional civic heart and local commercial center of the community. This multi-month planning process sought to provide meaningful opportunities for community members to get involved 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

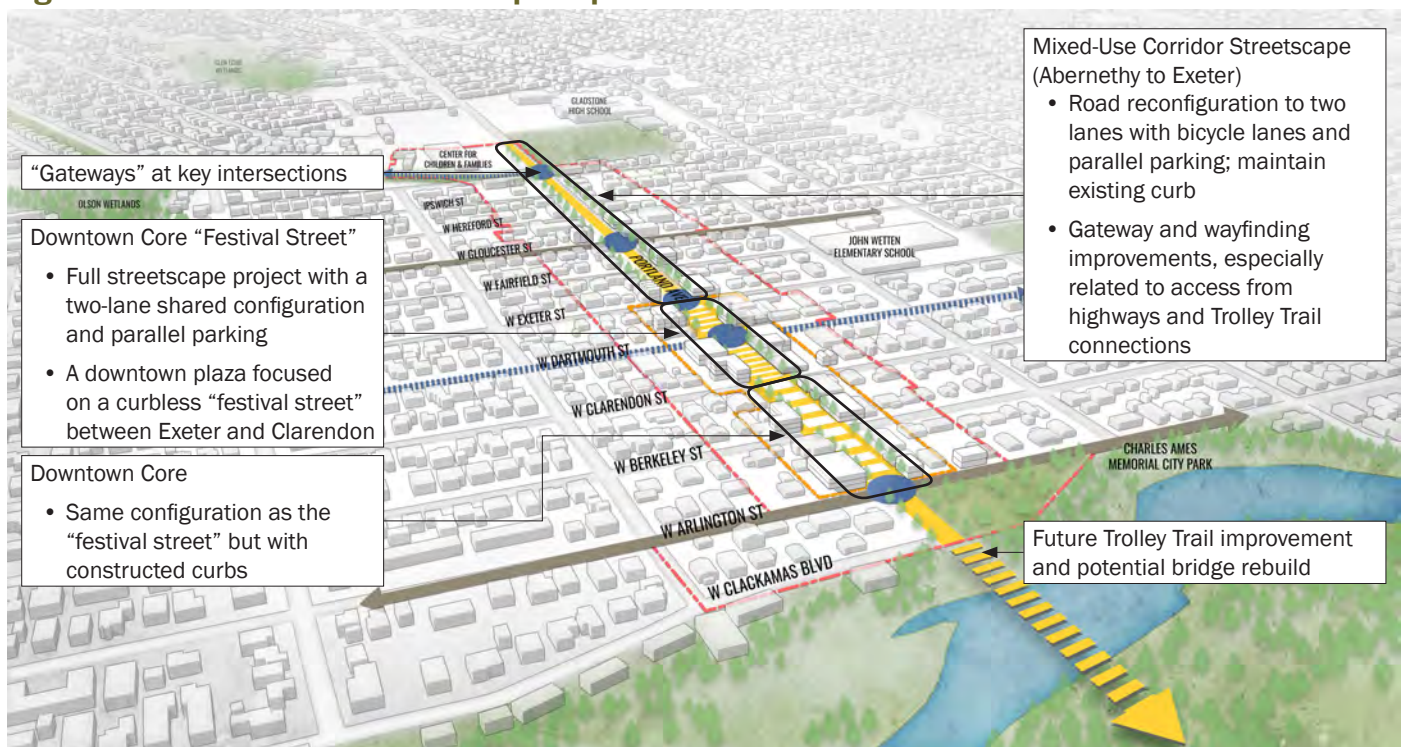
A significant component of the Plan hinges on public investment in Portland Avenue streetscape improvements. The Plan divides the corridor into three primary segments, each with different design configurations.

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.

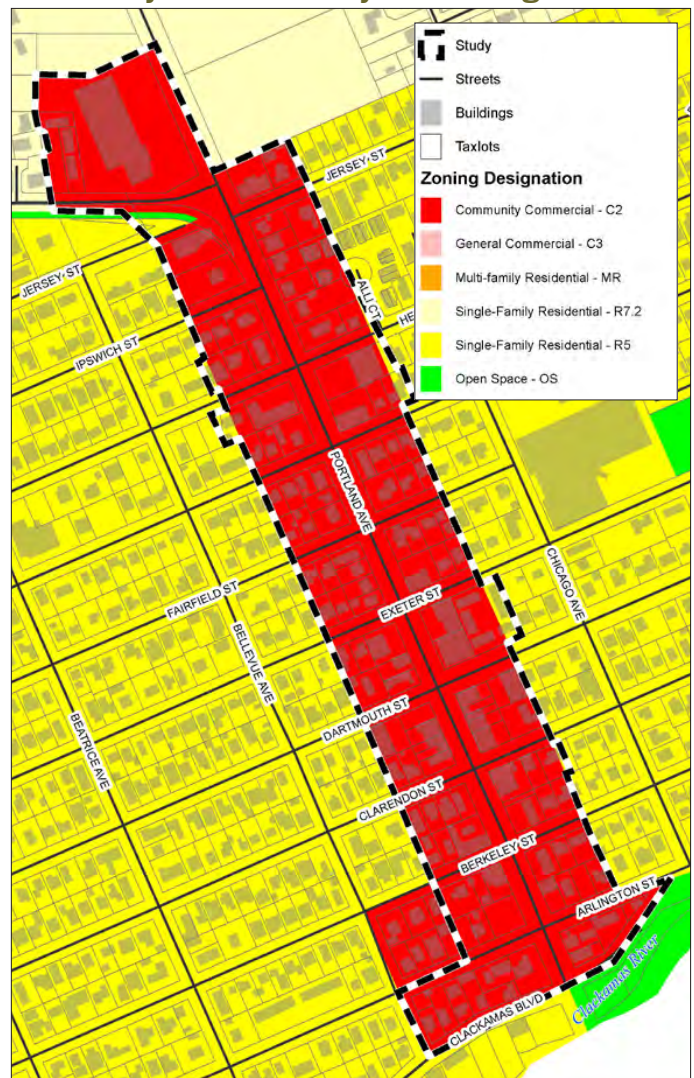
The section of Portland Avenue between Clackamas Boulevard and Abernathy Lane is roughly 0.5 miles over ten city blocks.

### 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.

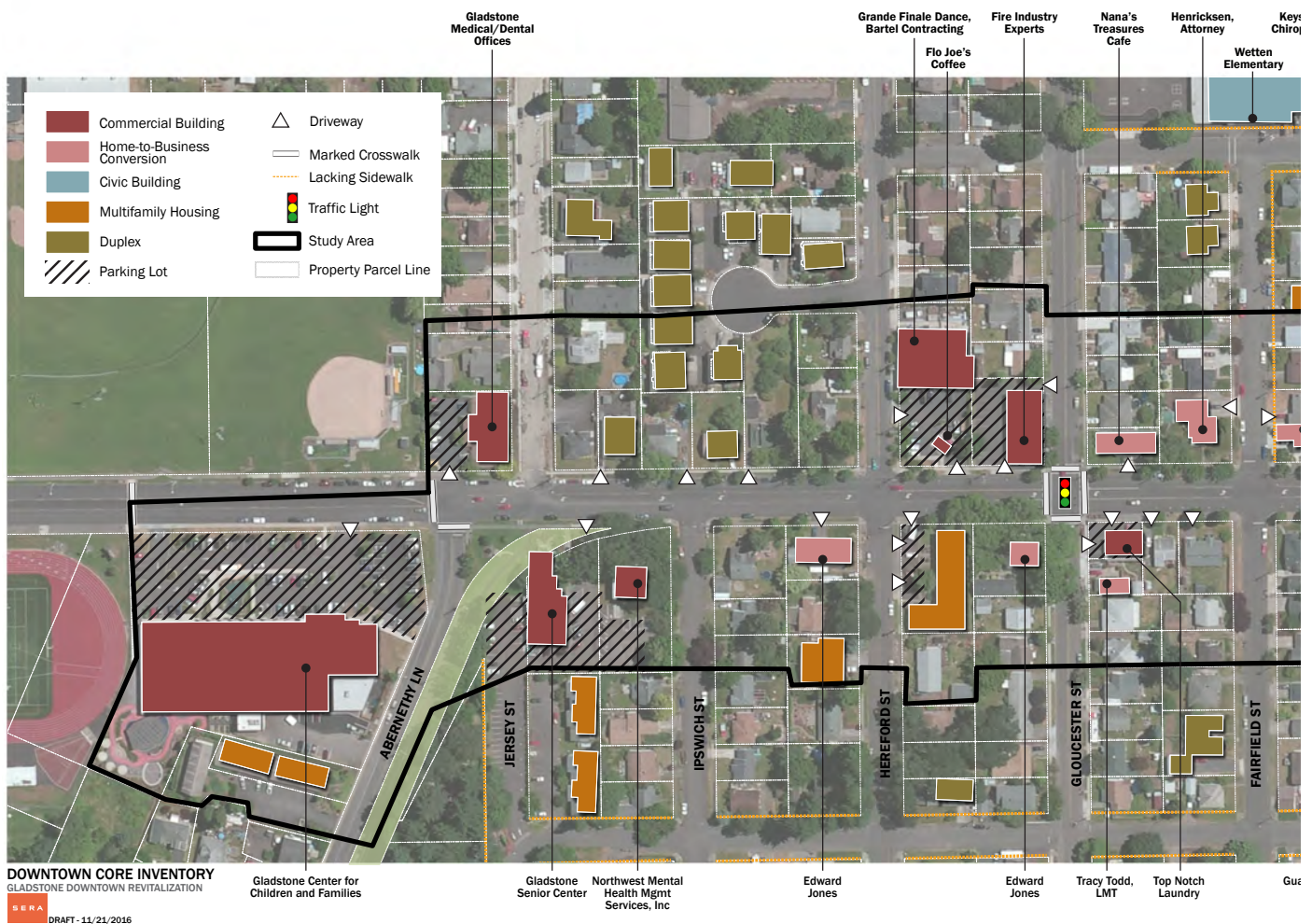
The aim of this project was to address barriers and integrate strengths and opportunities, and integrate them into a plan for a revitalized downtown Gladstone with new streetscape improvements, better transportation connections, and improved economic

**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.

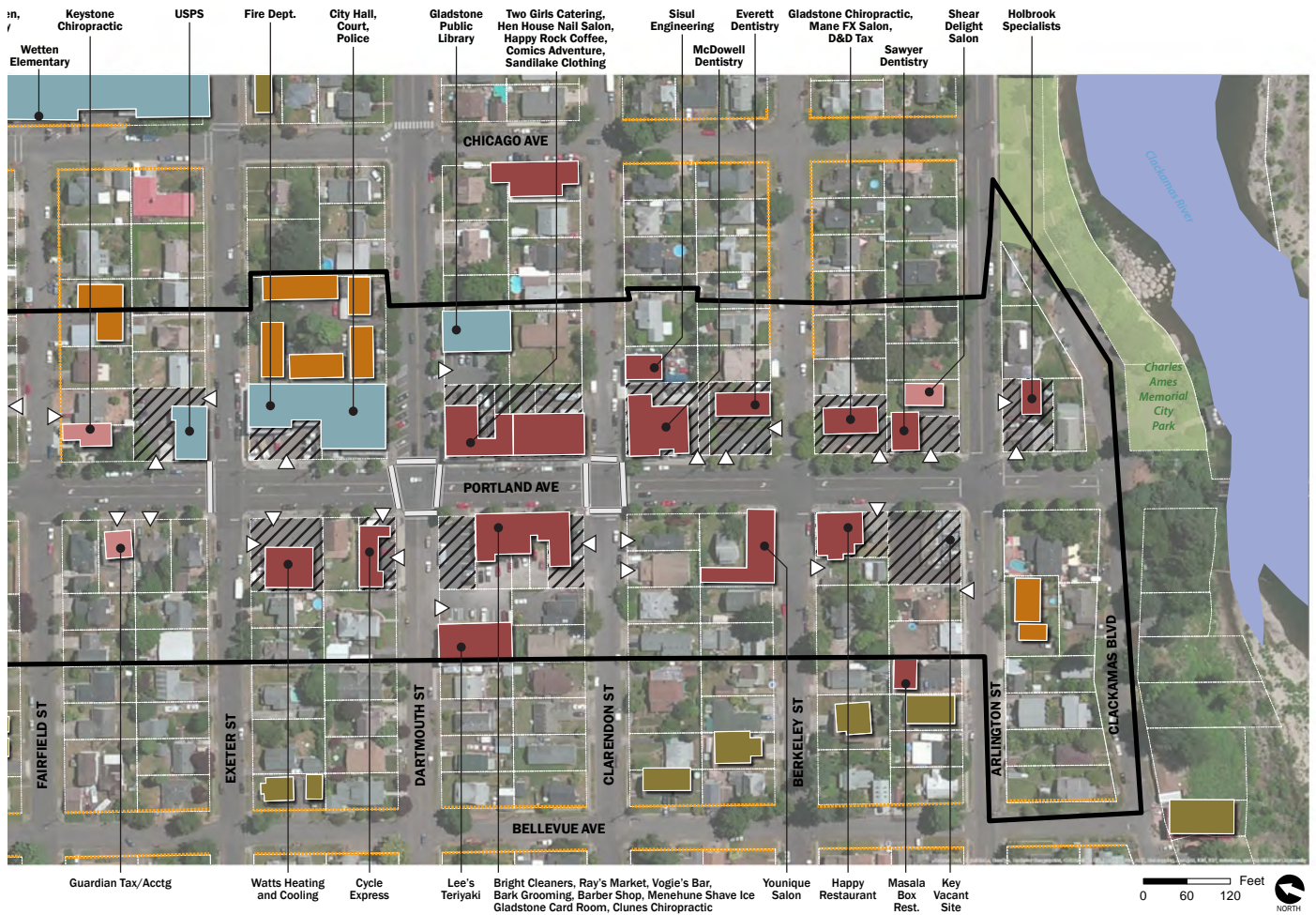
## Project Documentation

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

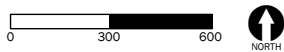
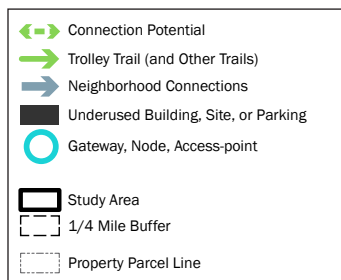
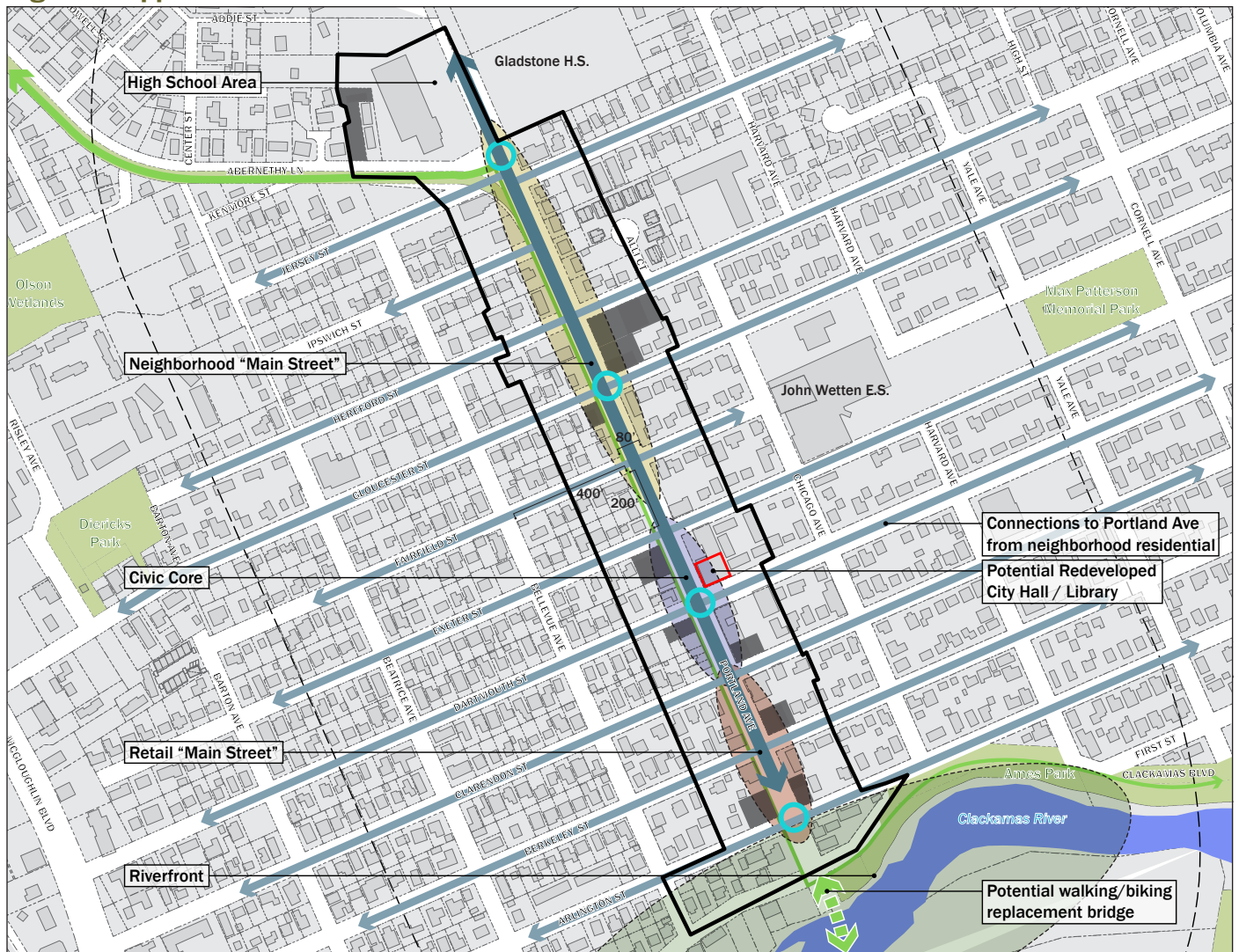
The identified strengths and challenges presented a range of opportunities that informed the development of alternative concepts for the study area.

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.**

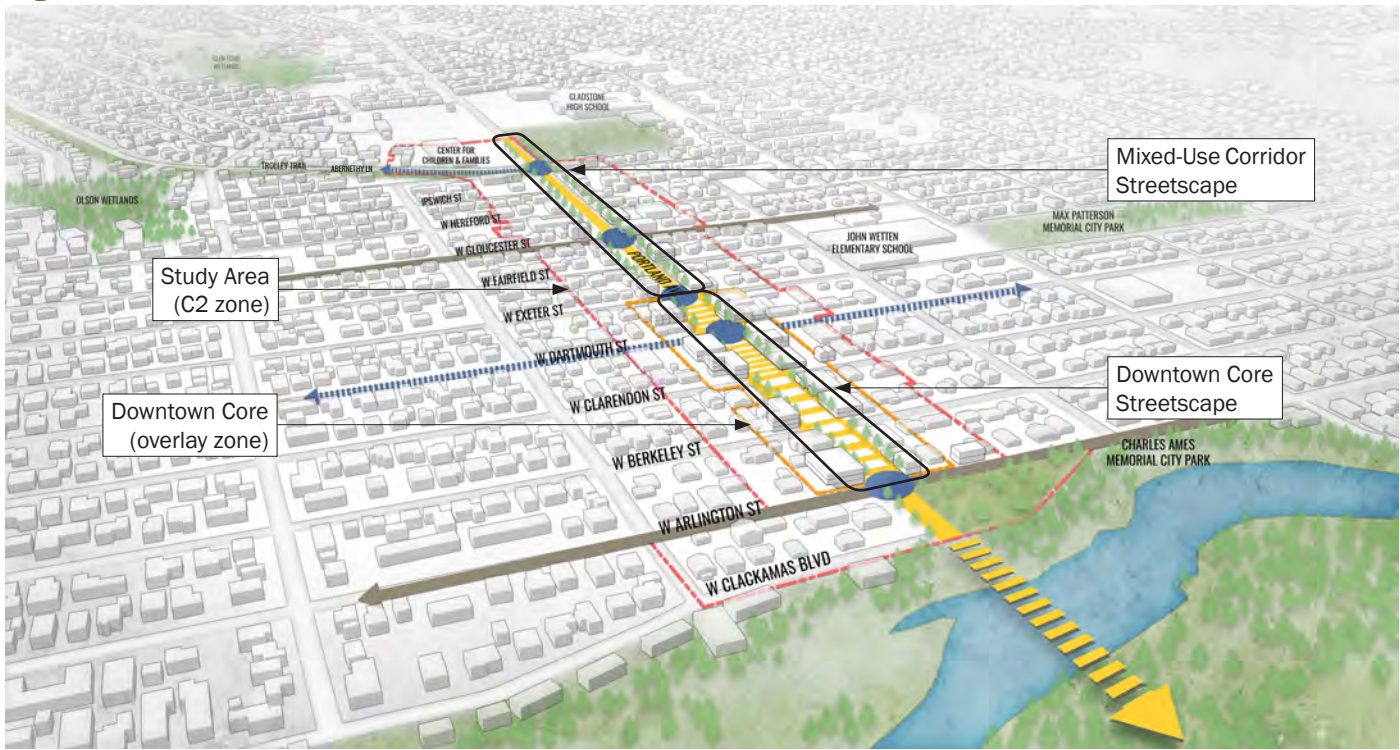
- Portland Avenue is a successful mixed use corridor where housing in various forms integrates harmoniously with a mix of restaurants, shops, and civic buildings, services, and gathering spaces.
- The corridor is a vibrant destination as well as a connection to other Gladstone neighborhoods, the Clackamas 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**

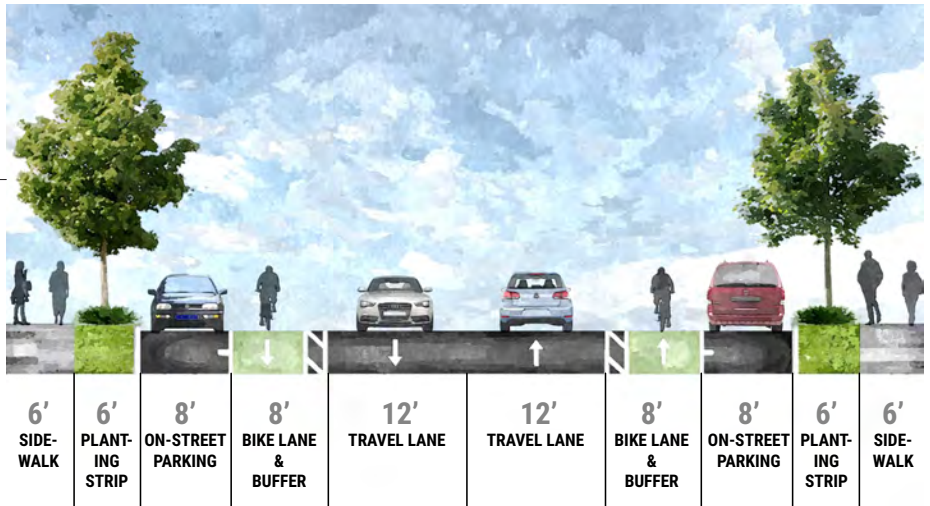


This Plan proposes rethinking Portland Avenue and leveraging public and private investment to completely redesign and rethink the street. It is currently an 80 foot wide barrier to this community’s health and must be redressed to make downtown a more people-friendly place. This Plan proposes several 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.

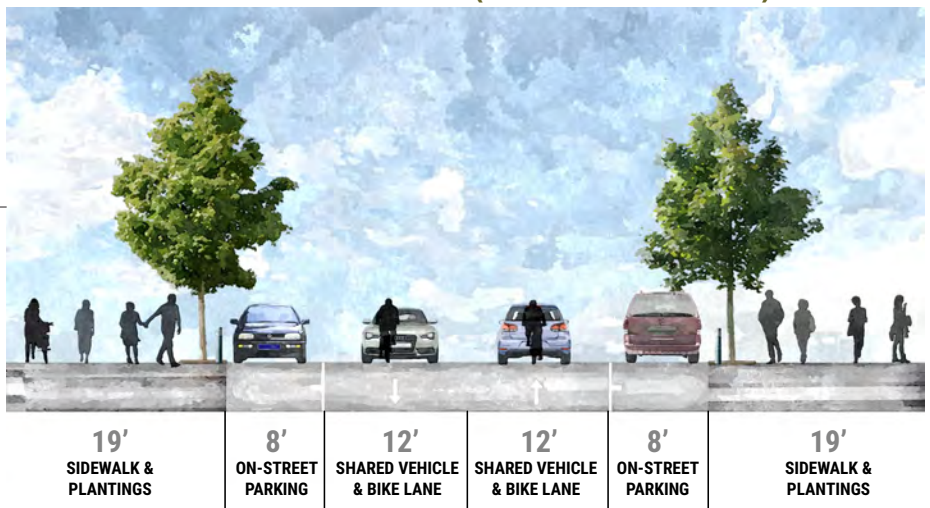
The Revitalization Plan builds upon many of the recommendations of the 2008 Streetscape Plan for improvements to Portland Avenue. This include eliminating the center turn lane, adding buffered bicycle lanes (north of Exeter, in this case), and developing a downtown shared street plaza in the Exeter-Arlington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



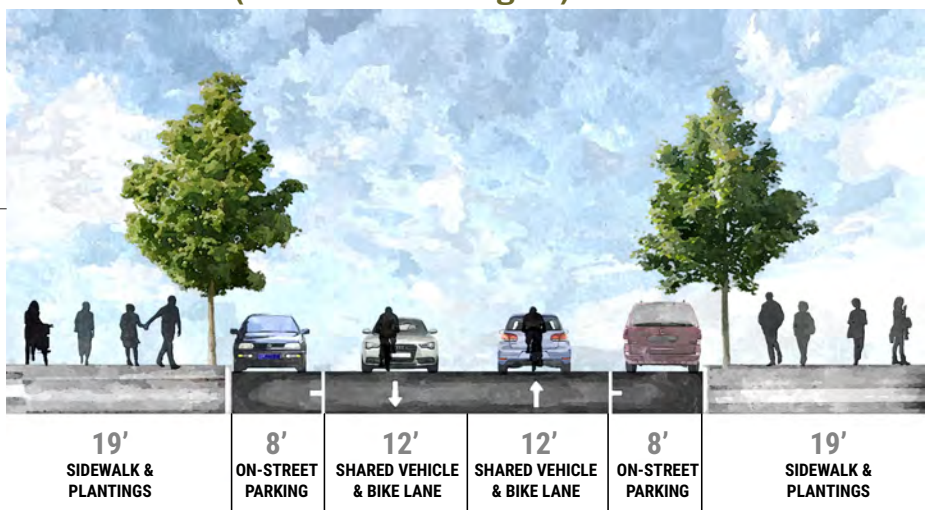
**Mixed-Use Corridor (Abernethy to Exeter)**



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



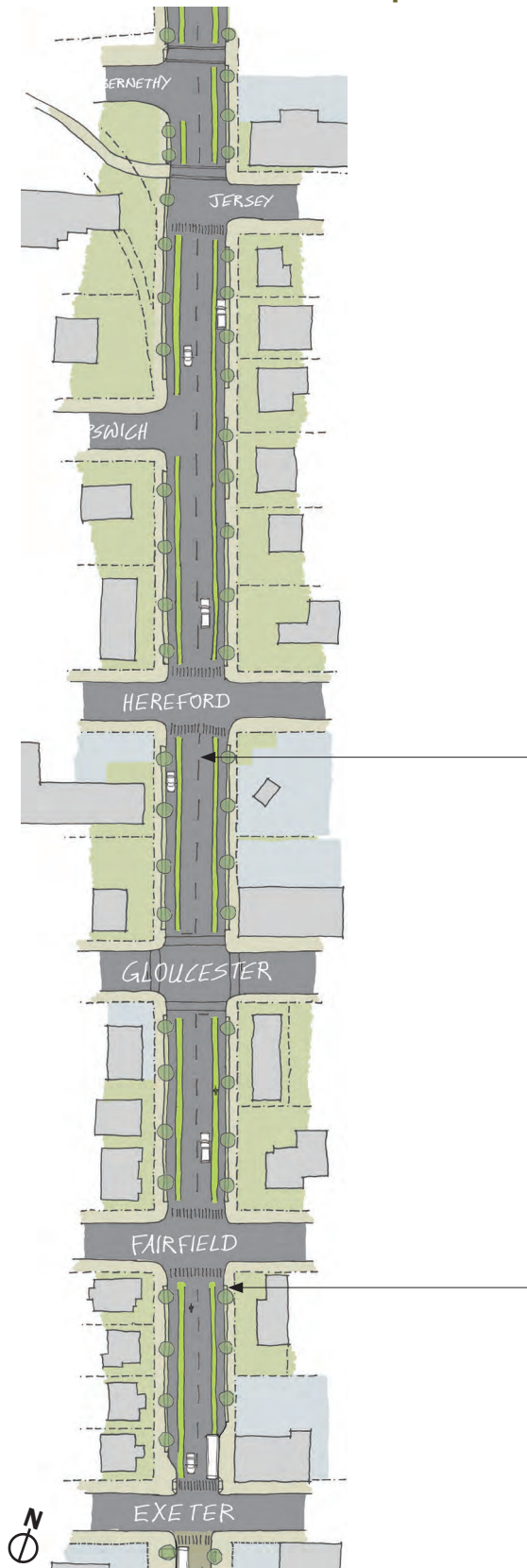
**Downtown Core (Clarendon to Arlington)**





# 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

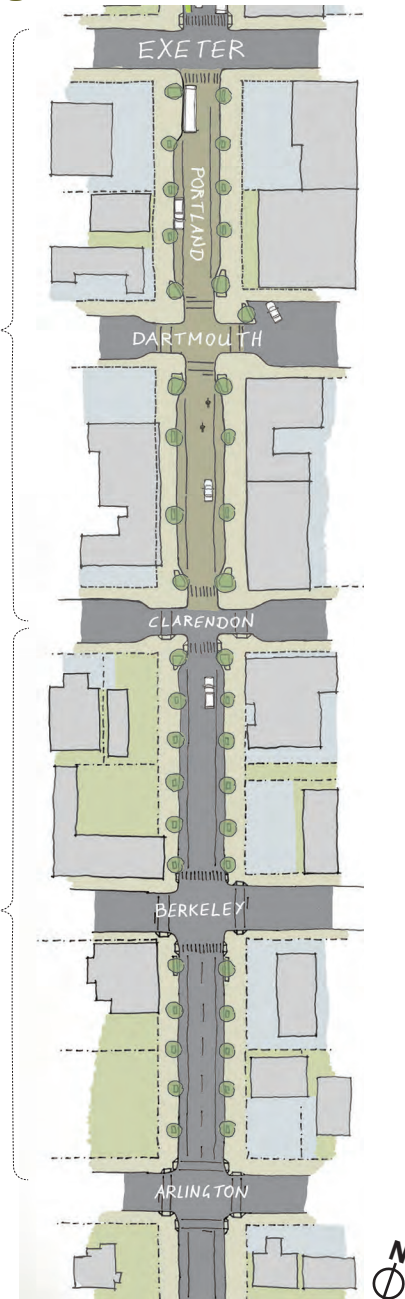
## Downtown Core (Clarendon to Arlington Streets)

- 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.

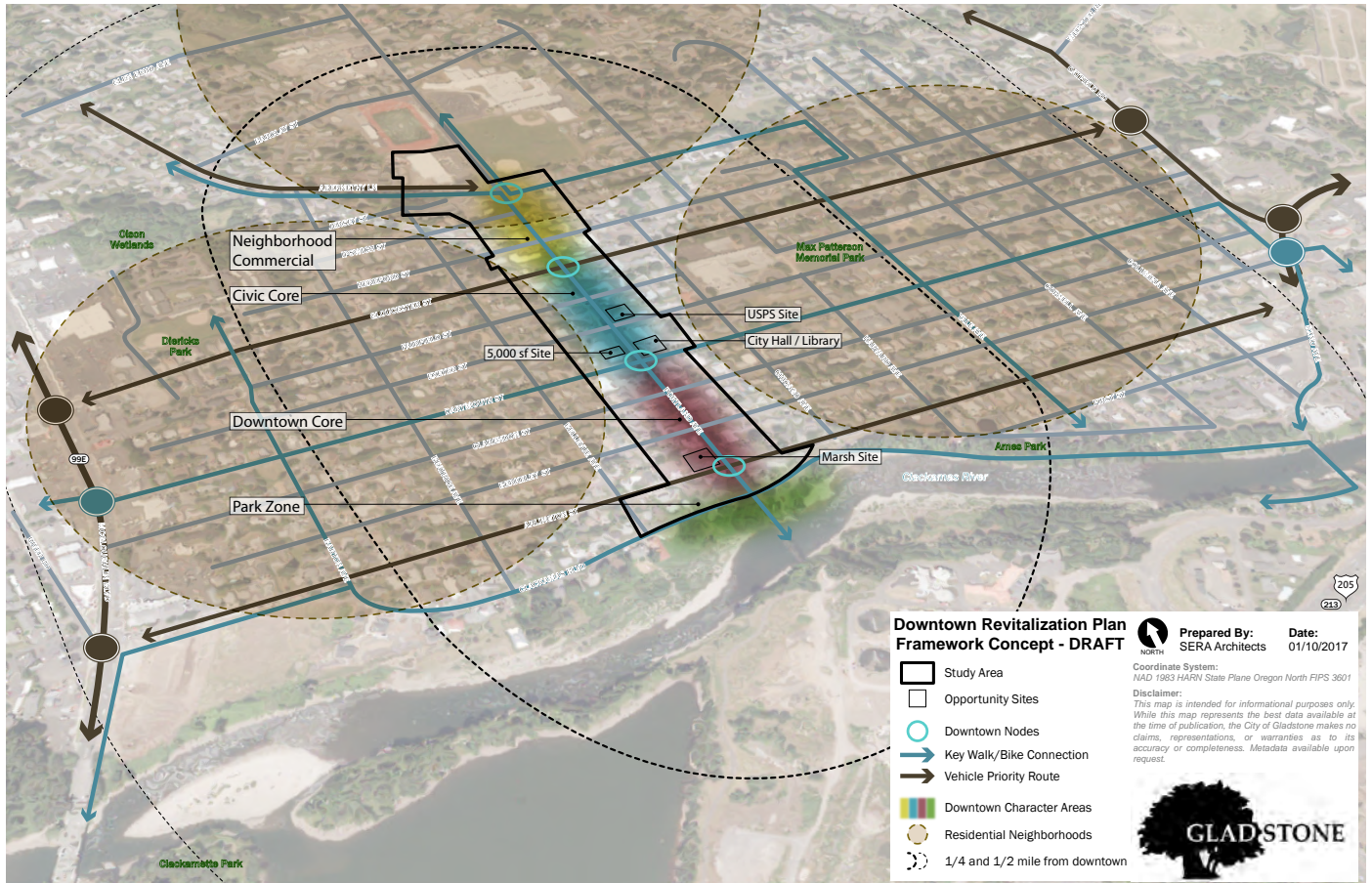
The City is also updating its Transportation System Plan (TSP) in 2017. The TSP will largely defer to the Revitalization Plan regarding Portland Avenue; any future transportation capital or operation projects will need to ensure consistency between the two plans.

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 a 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 Reneral Agency; ORS 457</p>	<p>Short term</p>



# Implementation

Recommended Action	Description	Reference	Time-frame
<p><b>6. Implement 4-hour parking time limit in the Downtown Core</b></p>	<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>	<p>Section III H</p>	<p>Short term</p>

**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 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><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**