Winter 1977

Gladstone Comprehensive Policy Plan

Gary Cook  
Portland State University

Colleen Greer Acres  
Portland State University

Richard Givens  
Portland State University

Thiam Kamara  
Portland State University

Richard Pearson  
Portland State University

See next page for additional authors

Let us know how access to this document benefits you.

Follow this and additional works at: http://pdxscholar.library.pdx.edu/usp_murp

Part of the Urban Studies Commons, and the Urban Studies and Planning Commons

Recommended Citation
Cook, Gary; Greer Acres, Colleen; Givens, Richard; Kamara, Thiam; Pearson, Richard; and Smith, Larry, "Gladstone Comprehensive Policy Plan" (1977). Master of Urban and Regional Planning Workshop Projects. Paper 117.
http://pdxscholar.library.pdx.edu/usp_murp/117

This Report is brought to you for free and open access. It has been accepted for inclusion in Master of Urban and Regional Planning Workshop Projects by an authorized administrator of PDXScholar. For more information, please contact pdxscholar@pdx.edu.
GLADSTONE COMPREHENSIVE POLICY PLANS

Prepared by graduate students
pursuing a MUS in Planning at
Portland State University

The Property of
SUPA LIBRARY, PSU

US 507 I Winter Term 1977

UPA LIBRARY
INSTRUCTOR'S INTRODUCTION

These Comprehensive Policy Plans for Gladstone were prepared over a period of approximately five weeks by two teams of graduate students pursuing a MUS in Planning at Portland State University. These plans were preceded by a comprehensive series of inventories covering all the planning elements addressed in the plans. In both studies the students were asked to focus on policy options and recommendations. In addition to this document and the inventory report, the students prepared many maps and diagrams to illustrate both their inventories and plans. Unfortunately, due to printing limitations these could not be reproduced.

The students worked very hard and I am proud of their efforts. Many came from social science backgrounds and had little experience with the theory and practise of physical planning. They explored new ideas and presentation techniques and took on inventory areas that were totally unfamiliar to them.

All of this would not have been possible without the total cooperation of the City of Gladstone. In particular, I would like to thank Mike Butts the Planning Director and his assistant George Samaan for their continued support and encouragement. They have rendered a valuable service to the students, the University, and myself.

I would also like to thank my graduate assistant, Ed. Huang for helping out on all the logistics that an effort like this requires.

Dave Richen
**TABLE OF CONTENTS***

<table>
<thead>
<tr>
<th>Team</th>
<th>Title</th>
<th>No. of pages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Team 1</td>
<td>GLANSTONE COMPREHENSIVE POLICY PLAN</td>
<td>45</td>
</tr>
<tr>
<td>Team 2</td>
<td>A COMPREHENSIVE POLICY PLAN FOR GLADSTONE OREGON</td>
<td>60</td>
</tr>
</tbody>
</table>

* See detailed Table of Contents at beginning of each team's plan.
GLADSTONE COMPREHENSIVE POLICY PLAN

PREPARED BY:

GRADUATE STUDENTS IN THE:

URBAN STUDIES PLANNING PROGRAM, Portland State University

GROUP I
Gary Cook
Colleen Greer Acres
Richard Givens
Thiam Kamara
Richard Pearson
Larry Smith

GROUP II

INSTRUCTOR:

Dave Richen

GRADUATE ASSISTANT:

Edward Huang

US 507 I Winter Term, 1977
GLADSTONE COMPREHENSIVE POLICY PLAN - EXECUTIVE SUMMARY

The following policy plan and accompanying maps provide direction for Gladstone's future development. Although somewhat flexible, the policies incorporate sufficient detail to provide guidance or direction. The plan should be updated as necessary to reflect changing conditions and needs; however, the plan should be updated a minimum of each five year period.

A set of city-wide policies were developed which apply to the entire jurisdiction, meeting requirements of state and regional planning agencies. A planning process is established; land use planning is utilized to further energy conservation. The city or area within the urban growth boundary was divided into five planning districts or neighborhoods. City-wide policies, as appropriate, are further refined in each neighborhood.

Gladstone is primarily a residential community and, in our judgment, wishes to remain so (the plan was developed in the absence of citizen involvement and political input). The plan enhances residential aspects and amenities within the urban growth boundary. In other words, the policies are oriented to improving and diversifying the quality of human environment in Gladstone.

To accomplish this end, other factors or "elements" must be considered. If Gladstone is to remain a residential area, various services to support the city's population must be provided. Similarly, one must insure compatibility between new construction and existing development.

In order to assure compatibility and adequate provision of services, a facilities design review board was established. Their charge is to review all aspects of proposed development exclusive of single lot, single family dwellings.

Economic development policies were promulgated so that service costs are equitably distributed between commercial and residential uses. A business tax is to be incrementally phased-in city-wide over a five year period.

Transportation facilities are integral to most areas, Gladstone
being no exception. Modal diversity (many types of transportation) is policy as is emphasis on energy conserving transportation systems. Increased use of mass transit is planned for the area. Park and Ride lots will be incrementally established utilizing vacant portions of existing parking lots. Mass transit, eventually light rail, is promoted on the Portland Traction Right-of-Way.

McLoughlin Boulevard is a major consideration in Gladstone as the majority of commercial activity is located on or near it. A set of policies oriented specifically to its problems were formulated. Space conservation incentives are forwarded, intensifying use densities at easily accessible points, e.g. intersections. A median divider strip is provided utilizing trees as screens or shields. Turnout refuges are retained. Aesthetic appeal of the commercial strip will be enhanced.

Provisions for a diversity of adequate housing oriented to alternative lifestyles and economic status are provided. Rehabilitation programs are established as is public and quasi-public housing. Small lots, down to 4500 square feet and energy conservation measures are encouraged.

Recreation sites and areas are provided for a variety of interests and activities. The Clackamas and Willamette Rivers influence the area and are conserved, not exploited.

This play will serve as a catalyst to direct the community's goals, objectives, and policies toward an orderly comprehensive development.
**TABLE OF CONTENTS**

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>PREFACE</td>
<td>1</td>
</tr>
<tr>
<td>INTRODUCTION</td>
<td>4</td>
</tr>
<tr>
<td>GOALS</td>
<td>6</td>
</tr>
<tr>
<td>POLICY RULES</td>
<td>7</td>
</tr>
<tr>
<td>CITY-WIDE POLICIES</td>
<td></td>
</tr>
<tr>
<td>Planning Process</td>
<td>8</td>
</tr>
<tr>
<td>Urbanization</td>
<td>8</td>
</tr>
<tr>
<td>Public Facilities and Services</td>
<td>9</td>
</tr>
<tr>
<td>Housing</td>
<td>9</td>
</tr>
<tr>
<td>Review Board</td>
<td>9</td>
</tr>
<tr>
<td>Public Fiscal</td>
<td>10</td>
</tr>
<tr>
<td>Economic Development</td>
<td>11</td>
</tr>
<tr>
<td>McLoughlin Boulevard</td>
<td>12</td>
</tr>
<tr>
<td>Transportation</td>
<td>13</td>
</tr>
<tr>
<td>Energy Conservation</td>
<td>14</td>
</tr>
<tr>
<td>Air, Water, and Noise Quality</td>
<td>15</td>
</tr>
<tr>
<td>Natural Hazards</td>
<td>16</td>
</tr>
<tr>
<td>Recreation, Open Space, Greenway</td>
<td>17</td>
</tr>
<tr>
<td>Historical Sites</td>
<td>17</td>
</tr>
<tr>
<td>Natural Resources</td>
<td>17</td>
</tr>
<tr>
<td>Agricultural and Forest Lands</td>
<td>18</td>
</tr>
<tr>
<td>Standards</td>
<td>18</td>
</tr>
<tr>
<td>Citizen Participation</td>
<td>18</td>
</tr>
<tr>
<td>Implementation</td>
<td>19</td>
</tr>
<tr>
<td>NEIGHBORHOOD 1</td>
<td>22</td>
</tr>
<tr>
<td>NEIGHBORHOOD 2</td>
<td>26</td>
</tr>
<tr>
<td>NEIGHBORHOOD 3</td>
<td>29</td>
</tr>
<tr>
<td>NEIGHBORHOOD 4</td>
<td>33</td>
</tr>
<tr>
<td>NEIGHBORHOOD 5</td>
<td>36</td>
</tr>
<tr>
<td>SEVENTH DAY ADVENTIST SPECIAL STUDY AREA</td>
<td>40</td>
</tr>
<tr>
<td>EXECUTIVE SUMMARY</td>
<td>43</td>
</tr>
<tr>
<td>REFERENCES</td>
<td>45</td>
</tr>
</tbody>
</table>
PREFACE

The following comprehensive policy plan was developed by students pursuing a Masters of Urban Studies, Planning Degree at Portland State University for a course titled "Comprehensive Planning Workshop." At the onset we would like to express our appreciation to Dave Richen for his guidance throughout the course, to Mike Butts, Director of Planning, Gladstone and Associate Planner George Samaan, and all others assisting us in the preparation of this document.

Our prime concern is to produce a document which is implemental or enforceable, flexible yet lending direction for future development in compliance with legal requirements, and perhaps most importantly, understandable. We view the plan as a "draft" and have provided left margin comment space.

This document was prepared for citizens, interested persons, and those "applying" the plan. Hence, to develop a document useful to a wide variety of individuals, esoteric jargon and reference to statutory and common law has been largely deleted so that more than planners, city councils, planning commissions, and city managers can readily grasp its concepts and underlying principles.

Planning has changed substantially in Oregon since 1974. The Land Conservation Development Commission (LCDC) has adopted a series of 15 goals and accompanying guidelines which have been applied to all areas of the State. Similarly, The Columbia Region Association of Governments (CRAG) has developed three goals and ten objectives which will be applied directly and indirectly to lands within its jurisdiction. Two landmark State Supreme Court decisions, Fasand V. Washington County Commissioners, and Baker V. City of Milwaukie, Oregon also lend substantial direction to planning. Briefly, the above statutory and common laws mandate a comprehensive, coordinated planning process considering a number of "elements" or areas. The plans have full legal status and authority, and have been likened to an "impermanent constitution". In otherwords, the plan is a
legal document and its provision must be carried out or implemented. This is particularly important regarding zoning or the designation of an appropriate use of a parcel(s) of land.

Requirements of LCDC, CRAG, and the court decisions above, and other legal requirements have been incorporated in the following document.

It is fully intended that this plan be revised as necessary to incorporate changes and progress towards its application and citizen's inputs. The plan should be evaluated at periods not exceeding five years. Similarly, it is not intended that the plan be a tool or device to unjustly segregate or alienate any area or group, nor to be used as an investment "guarantee."

Although statewide and regional goals have been developed and adopted, the plan further elaborates its own goals. A comprehensive policy plan is presented for the entire city inside its urban growth boundary. The city is further divided into five neighborhoods or planning districts. Policies for each neighborhood area are presented which allow existing characteristics and potentials to be enhanced. Neighborhood policies are consistent with city policies and are a refinement of those city policies tailored to that particular area. In its entirety, the policy plan lends direction to an integrated system composed of sub-systems or areas.

The plan was developed in the virtual absence of both citizen participation and political input. In no way should any boundaries, policies, or goals be construed to have been developed with the aid of these processes.

The citizen involvement process is integral to not only the plan development but also the plan implementation. Due to the time constraints of the working period, this aspect was necessarily eliminated. Recognizing the importance of public input, a citizen involvement element was formulated consistent with state requirements and is found on Page 18. It is recommended that this proposal be seriously considered for implementation in Gladstone.
Respectfully submitted,

Gary Cook
Colleen Greer Acres
Richard Givens
Thiam Kamara
Richard Pearson
Larry Smith
INTRODUCTION

The City of Gladstone lies at the confluence of the Willamette and Clackamas Rivers, approximately ten miles south and east of the Portland City Center. Along part of the south and west borders the city adjoins Oregon City and West Linn to form the Tri-City area in Clackamas County. On the north it confronts the unincorporated areas of Jennings Lodge and Oak Grove. Near the freeway the city edges on a natural marsh separating it from Johnson City. The remaining border to the Clackamas River is in the immediate area of the new proposed Clackamas Regional Shopping Center and many large industrial sites. Directly opposite the Clackamas River adjacent to the city are the areas designated as the urban boundary for the region, a small unincorporated low density, housing district, and a substantial floodplain area. (See Map 1 and 2).

Platted in 1893, the City has grown to a population of approximately 8,000. CRAG has projected the year 2000 population to be approximately 17,000 within the Gladstone Urban Growth Boundary (See Map 1 and 2). Using the same projections, the anticipated year 2000 population within the existing city limits would be approximately 13,000. Table 1 illustrates the historic population increase of Gladstone from 1920 through 1960. Incorporation was achieved in 1911.

<table>
<thead>
<tr>
<th>TABLE I</th>
</tr>
</thead>
<tbody>
<tr>
<td>HISTORIC POPULATION GROWTH OF GLADSTONE</td>
</tr>
<tr>
<td>YEAR</td>
</tr>
<tr>
<td>POPULATION</td>
</tr>
<tr>
<td>Source: Economic Indicators, 1972 CRAG</td>
</tr>
</tbody>
</table>

The period from 1940 to 1960 clearly illustrates the suburbanization phenomenon following World War II. The 1960’s reflect a continuation of this trend.

Although named for an English nobleman, the Gladstone area was reportedly a favored village site for Indians prior to settlement by pioneers.

Gladstone was previously a cultural center in the Portland area. Remnants of this activity can be found; however, the cultural activity itself is largely vestigial.
The City is somewhat split by two major thoroughfares: McLoughlin Boulevard on the west side and Interstate 205 on the east side. Commercial activities are largely restricted to McLoughlin, with some commerce existing in the Central Business District (CBD). The CBD is not easily accessible nor well used by Gladstone residents. The CBD is in or is nearing a "transitional phase" such that short term or near future actions will probably be important in determining its future. The short term actions must be coordinated or compatible with long term development desires.

Gladstone is primarily a residential community and therein lies its strength. The City has been allocated to five neighborhoods or planning districts. These areas are based upon similar social and socioeconomic characteristics and are bounded by distinct geographical features such as major streets and roads (See Map 2).

The area generally faces south and west toward either the Willamette or Clackamas Rivers. The north central area offers excellent views and is developing rapidly. The rivers are a major geographic factor and influence the area. Much of the area is "transitional" or nearing a rapid rate of change in character.

Residential characteristics vary widely by neighborhood. Overall housing stock is quite good. New residences are found primarily in neighborhoods three and four (See Map 2). Older homes cover much of the remaining areas and are generally in good to very good condition. A large parcel of land, approximately 48 acres is owned by the Seventh Day Adventist Group. The SDA land is largely vacant and is used only two weeks each summer. A more complete discussion is contained in the description of neighborhood five.

Team consensus was that the most important and well recognized aspect of Gladstone is its residential character. The plan is heavily oriented to this assumption and capitalizes on that aspect.

A more detailed description of the area and a sense of regional contribution is contained in Gladstone Comprehensive Plan Elements: Inventory and Policy Options.
GOALS

INTENT:

It is the intent of this document that the following goals be considered statements of broad values which will lend direction to the development of Gladstone, consistent with requirements of State and Regional considerations.

GOAL I  Physical development of Gladstone shall be compatible with the retention and enhancement of residential characteristics and amenities.

GOAL II  Social development of Gladstone shall be directed to accommodate and enhance existing neighborhoods and lend a sense of community and identity to the area.

GOAL III  Physical, social, and economic development proposals shall be thoroughly evaluated against an adequate factual base to assure their actions result in an orderly, beneficial change which will respond to the needs and livability of Gladstone.
POLICY RULES

Issues or "elements" will be addressed at the city level and policies formulated accordingly. Each neighborhood differs in composition and geographic orientation. With this concept in mind, policies pertaining to a particular neighborhood are formulated which are consistent with, and are a further refinement of city-wide policies. Not all city-wide policies are addressed by each neighborhood as neighborhood composition and location delegates non-applicability in some cases. In this instance, city-wide policies shall prevail. In the event of both city and neighborhood policies regarding an issue, the policy most consistent with citizen wants and needs shall prevail. Need shall be determined by evaluation against an adequate factual base and public input.

Definitions of key words or phrases are not included due to time constraints. The importance of explicit meaning is well recognized. In the event of unclear intent, it is recommended the reader refer to the "intent" section or the conceptual statement preceding each policy set.
Development of Gladstone must occur in an orderly well considered fashion. Although development patterns are generally set, a great deal of flexibility remains. In order to retain and enhance the qualities of the area, a method to insure orderly development must be established.

I. A process shall be developed to assist decision making regarding proposed projects. The process shall consider existing and planned uses of the area, other pertinent characteristics and consideration of the project's impact on the vicinity should it be implemented. Consideration shall be given to natural or physical, social and economic consequences.

Given the residential character of the community, housing is perhaps one of the most important considerations. Equally important are the necessary facilities to serve residents of the area. Development shall occur in an orderly fashion and in a manner consistent with the availability either planned or existing, of services.

In order to adequately anticipate future growth needs, and in compliance with state goals and guidelines, an urban growth boundary and urban service boundary has been established. The area within these boundaries will serve to provide room for growth until the year 2000. (See Map 2) Within this area, an immediate growth and immediate service boundary has been established. These boundaries serve to provide for anticipated growth, to eliminate irregular city boundaries and to provide a guide for future development. To aid in accomplishing the above concepts, the following policies shall apply:

II. A. Development within the immediate growth and service areas shall:
   1) be at urban densities;
   2) shall bear development priority as opposed to future growth and service areas;
   3) shall be directed toward an in-fill approach;
   4) shall preserve and promote its fair share or mix of housing types for all income groups in a regional context;
5) shall discourage excessive lot site per dwelling.

PUBLIC FACILITIES AND SERVICES

B. Development within future growth and service areas shall:

1) be developed at urban densities as safe, efficient delivery of services such as sewer, water, storm drainage, and roads required;

2) as much as practicable be contiguous with other developments within or adjacent to the area.

C. Development densities adjacent to the urban growth boundary shall consider development densities and future plans of neighboring jurisdictions.

2) Higher densities shall be allowed in return for dedication of open space.

HOUSING

D. In order to assure an adequate housing mix, good housing stock and conservation practices, assistance programs shall be instituted including:

1) A cooperative housing rehabilitation program allowing priority to elderly handicapped and low income individuals.

2) Grant funding to provide public or quasi-public housing.

3) Incentives to construct or rehabilitate energy conserving dwellings. (Re: Energy Policies, p.14)

REVIEW BOARD

E. To insure good equality service provision and neighborhood compatibility a facilities and design review board shall be established to consider all developments exclusive of single lot single family dwellings. Areas of consideration will include, but not be limited to:

1) design compatibility;

2) physical and social service provision such as fire protection, school capability, water and sewer service;

3) traffic generation;

4) environmental carrying capacity and impacts including hazard areas;

5) economic consequences.
F. The immediate growth and service boundaries in relation to the urban growth boundary shall serve as a basis in conjunction with physical, natural, social, and economic considerations for future annexations.

G. Until such time as the city limits are the same as the Urban Growth Boundary, intergovernmental service agreements shall be continued or actively pursued to provide a sufficient level of services to area residents. In those instances where a capital intensive oriented service such as sewerage and water is provided by an established special service district, service by that district shall continue.

H. Gladstone shall support implementation of the Tri-Cities (Sewer) Service District.

Gladstone as previously mentioned is primarily a residential area. Industrial development is largely lacking and is composed of small, light intensity firms. Industrial development is well established in areas both north and south of the planning area. Commercial activities are primarily found along McLoughlin Boulevard and in the CED. Clackamas Town Center is being constructed northeast of the Urban Growth Boundary.

In order to provide residential services and amenities, an adequate amount of revenue is required.

Since Gladstone is and will be largely a community which is residentially oriented, adequate funds must be available to provide a satisfactory level of public facilities and services on a continuing basis. Numerous studies and documentation efforts have shown single family residential communities on large lots with non-contiguous development actually consume more dollars of services than they generate in tax revenues. The deficit must be made up by more intensive land uses. With this concept and existing conditions in mind, the following policies shall apply:

III. A. To more equitably serve both business and residential uses based on proportionate cost sharing:
1) During a five year period, a business income tax shall be incrementally established;
2) A new property tax base shall be revoted following establishment of a commercial balance which will more equally distribute the tax burden, citizen education efforts shall precede the vote.

B. Where practicable, single family residential lot sizes less than 7,000 square feet but equal to or greater than 4,500 square feet shall be encouraged. Practicality includes considerations such as slope, soil types and accessability. Setback or yard requirements shall be reduced proportionately from lots 7000 square feet or larger.

To encourage employment opportunities, energy conservation, and economic diversity, commercial and industrial uses in Gladstone, compatible with the area shall be pursued.

C. Gladstone shall encourage Clackamas County to develop an overall economic development plan which will make available to Gladstone a variety of economic development funds.

D. 1) Commercial services and sites lending integrity and cohesion to neighborhoods shall be encouraged.
2) New commercial sites shall be developed to the scale of the service area.
3) The planning commission is directed to determine, with public input, the scale or size of a commercial service given a variety of service areas. Areas of consideration shall include, but not be limited to: neighborhood, sub-neighborhood, bi-neighborhood, city and regional.

E. Industrial development and warehousing shall be scaled insuring compatibility with the surrounding area and on a planned unit development basis. The Planning Commission shall also determine scale for city, regional and statewide service areas.
McLoughlin Boulevard is almost totally composed of commercial enterprises and includes services of a local, city, and regional nature. The intent is to diversify the aesthetic appeal of McLoughlin such that some areas appear to be intensively used and other areas appear to be more spacious in conjunction with land uses. Efficient use of available space will be encouraged. The Planning Commission, in conjunction with representatives of the business and citizen community shall determine those areas of intensity differentiation. The following policies shall apply to the McLoughlin Boulevard area.

IV. A. 1) Conservation of space shall be encouraged. Incentives and disincentives shall be applied to both existing and new development.

2) Areas with good accessability, including traffic signal regulated areas, shall be more intensively utilized or developed.

3) Areas with lesser accessability shall be less intensively utilized or developed.

4) Nothing in these policies should be construed to preclude overall aesthetic appeal. Landscaping is encouraged.

B. 1) A sign control ordinance shall be instituted within the city. Total sign sizes for various portions of the city shall be developed by the Design and Facilities Review Board in conjunction with the neighborhood executive committees.

2) A median strip of perennial plantings shall be instituted along the McLoughlin Boulevard area. Turnout refuges will be provided. Spacings between tree trunks shall be considered safety aspects. Evergreen plantings shall be encouraged. Decidous species shall be selected with leaf size, leaf drop, and disintegration characteristics in mind.

3) Safe pedestrian access along McLoughlin Boulevard shall be encouraged and implemented.
Transportation systems are integral to any urban system and should enhance system operation. The two major traffic routes in the planning area are McLoughlin Boulevard and I-205. The latter will receive more use following completion of Clackamas Town Center. Currently, the CBD is somewhat inaccessible. The following transportation policies shall apply within the planning area:

TRANSPORTATION

V. A. 1) Multi-modal (many types) of transportation systems shall be encouraged;

2) Mass transit modes shall be encouraged and enhanced;

3) Transportation for elderly and disadvantaged persons shall be expanded allowing better, more convenient service;

4) Park and Ride lots shall be established incrementally utilizing under-used parking lots. Coordination of sites with Tri-Met shall be accomplished;

5) A mode of transit utilizing the Portland Traction Right of Way shall be supported and encouraged;

6) General motorized traffic routed to elementary school sites shall be discouraged. This shall not preclude access to and from the school itself;

7) General traffic routed through neighborhoods shall be discouraged;

8) Bicycle and pedestrian modes shall be encouraged; sidewalks shall be required for new development; a portion of roads listed below shall be reserved as bike-ways: Clackamas Boulevard, Oatfield and Webster Roads, 82nd Avenue to Webster Road, and River Road;

9) Efficiency, including energy conservation, reduction of congestion and hazards shall be pursued;

10) The streets within the planning area shall be designated as indicated below:

a) Freeways: b) Major Arterials:

I-205 McLoughlin Boulevard
ENERGY CONSERVATION

1) New higher density uses and trip attracting facilities shall be encouraged near or at easily accessible sites to conserve energy. Existing significant trip attracting facilities shall be made as accessible as practicality and sound economic principles allow.

Energy conservation is fast becoming a necessity from an economic standpoint and will be mandated by existing supplies in the future. The intent of these policies is to promote energy conservation activities which will influence other "elements" or sections of this document. Although some measures will be specifically mentioned, conservation efforts shall be promoted wherever feasible.

VI. A. 1) Residential structures shall be sited so as to make maximum feasible efficiency of solar heating abilities;

2) Incentives shall be provided to residents utilizing innovative energy sources such as solar power;

3) Higher residential densities shall be encouraged near long-established transit lines and near easily accessible locations.

4) New commercial and industrial service firms relying on substantial vehicular ingress and egress shall be thoroughly encouraged to locate near freeways, major arterials and areas of good connectivity.

5) Local residential commercial shall be encouraged to develop non vehicular access.

c) Minor Arterials:
   Oatfield Road
   Webster
   Abernethy
   Jennings
   Gloucester/Hereford Streets
   82nd. Avenue
   River Road from Jennings to Glen Echo

d) Collectors:
   Valley View/Los Verdes
   Cason Road
   Portland Avenue
   Strawberry Lane
   Clackamas Boulevard
   Glen Echo east of McLoughlin
   River Road from Glen Echo to McLoughlin
6) Recreational pedestrian trails shall be developed to promote use as access to schools, local and community businesses, neighborhood circulation, and bike trails as well as being multi-use recreational connectors.

Some considerations or "elements" are beyond the "scope" or control of local jurisdictions. In reality, the impact of entities such as air and water quality are the result of a number of incremental or partial contributions. Gladstone has little direct impact on air and water quality; however, many "Gladstones" make the problem. In other words, the cumulative effect is the result of incremental contributions. With this theory in mind, the following policies shall apply:

AIR, WATER, AND NOISE QUALITY

VII. A. Stationary point sources of air pollution shall be controlled such that Gladstone's contribution to existing air quality within the regional airshed is maintained or improved.

B. Point sources of water pollution shall be controlled such that water quality in the Clackamas and Willamette Rivers and applicable tributaries meet Oregon Department of Environmental Water Quality Standards contained within the current water quality management plans.

C. Non point sources of air pollution shall be minimized to the maximum practicable extent by developing programs such as, but not limited to:
   1) Encouraging mass transit;
   2) Reducing automobile congestion.

D. Non point sources of water pollution shall be minimized by developing such programs as:
   1) Alleviating soil erosion arising from construction sites and high-slope exposed soil areas;
   2) Cooperating to minimize pollutants stemming from urban stormwater runoff;
   3) Supporting programs to accomplish these provisions.

E. Point and Non point sources of noise pollution shall be constrained or abated to the degree that they are not in excess
of standards established by the Oregon Department of Environmental Quality for Urban Areas and Activities.

F. Land resource quality shall be maintained or enhanced compatible with urban development intensities by insuring the:
1) Retention of vegetated open space;
2) Retaining the integrity of geographic features;
3) Compatibility of development on buildable lands as long as urban development pressures allow.

G. Areas presenting natural hazards such as 100 year floodplains and seismic tremor-prone areas shall be developed lightly, if at all, to insure the safety of area residents, uses, and facilities.

H. Environmentally fragile areas shall be respected; development on these sites shall maintain site integrity.

Gladstone possesses a number of historic areas by virtue of past social and cultural activities and initial settlement. Historically, two adjacent sections (640 acres) were partially devoted to a plat. Occurring in 1893, the plat is still visible and forms practically all of the Area One. The Cross-Cason House has been preserved as a remembrance of the original landholders.

Open space is fairly abundant within the areas; however, is primarily in private ownership. A significant area of open space exists in Meldrum Bar Park and will be described in more depth in the discussion of Area Two. The Greenways also contribute significant open space.

Natural resources within the area are largely interspersed among existing development and is primarily in the form of undeveloped or vacant lands. Sand, gravel, and other aggregate resources are found in both the Clackamas and Willamette Rivers.

Recreation needs are integral to most humans and should be provided not only by public agencies, but also by quasi-public and in some instances private concerns. Quasi-public recreation areas would be illustrated by general public use of school parks. An example of the latter would be a private golf course or marina charging a fee.
The opportunity exists for substantial recreation area within the greenways bordering the Willamette and Clackamas Rivers. Coordination of Clackamas River Greenway boundaries with Oregon City is a necessity.

In order to provide for recreational needs, preservation of historic areas, conservation of open space and natural resources, and to provide a river greenway system, the following policies shall apply:

**RECREATION VIII**

A. 1) Varied types of recreational facilities, both public and private, shall be encouraged to provide for recreational needs;

2) Existing resources shall be initially utilized as a center or focal point for recreational activity establishment.

3) Various types of recreational activities, both active and passive, for a variety of age groups and a variety of interests shall be provided which are consistent with urban development densities.

**OPEN SPACE**

B. Existing open space shall be retained as long as practicality allows, particularly those areas offering scenic vistas and those abutting rivers. A system of trails connecting open spaces such as parks shall be incrementally established. Access easements shall be pursued where a need exists.

**GREENWAY**

C. A conservation/preservation system adjacent to rivers shall be implemented, retaining existing open space in linear corridor fashion and natural areas as needed recreation requires.

**HISTORICAL SITES**

D. Areas and sites of historical and cultural significance shall be retained in a manner which enhances their character.

**NATURAL RESOURCES**

E. Natural resources shall be conserved. Non-renewable natural resources shall be consumed in a reasonable fashion.

Currently, no significant agricultural or forest uses exist within the planning area. Some agricultural and forest uses are present; however, are interspersed among urban development and in
general are regarded as interim uses. Regarding agricultural and forestry uses, the following policies shall apply:

**AGRICULTURAL AND FOREST LANDS**

**A.**

1. Agricultural and forest uses shall not be discouraged however, it should be remembered that lands within the Gladstone urban growth boundary are intended for urban purposes and densities.

2. Agricultural and forest uses not easily damaged by flooding shall be considered an appropriate land use in 100 year floodplains.

To be effective and enforceable, standards or criteria must be established against which various proposals and actions may be evaluated. To accomplish this concept, the following policy shall apply:

**STANDARDS**

**A.** The Gladstone Planning Commission shall develop with the assistance of interested citizens, elected and appointed city officials, special service district representatives, and existing federal, state, county, and local criteria; standards as necessary; with which the above policies and those standards shall be utilized to evaluate proposed actions.

**CITIZEN PARTICIPATION**

**XI** A citizen involvement program shall be established allowing all members of the community the opportunity to provide input and/or express their interests and concerns throughout the planning process.

A. 1) The Neighborhoods Planning Districts (N.P.D.) will collect, process, and evaluate neighborhood data, serve as the communication link between the Citizens' Advisory Committee (CAC) and neighborhood residents; This will be accomplished by the following 2) Neighborhood volunteers will accomplish surveys as necessary to receive systematic citizen input and opinions concerning neighborhood problems, potentials, issues and proposals;
STRUCTURE FOR CITIZEN INVOLVEMENT PROCESS

- CITY COUNCIL
  - PLANNING COMMISSION
    - CITIZEN ADVISORY COUNCIL
      - NEIGHBORHOOD UNITS
  - CITY ADMINISTRATOR
    - PLANNING DIRECTOR
      - PLANNING STAFF
3) One Neighborhood Executive Committee shall be established per planning district and will be responsible for calling regular neighborhood meetings;

4) The Neighborhood Executive Committee will serve as an advisory body to the Facilities and Design Review Board concerning all developments within their neighborhood;

B. 1) The Citizen's Advisory Committee (C.A.C.) will interact with the City Planning staff and the neighborhoods in the assembly implementation and revision of the elements of the Comprehensive Plan, representing neighborhood interests;

This shall be accomplished by the following:

2) The C.A.C. will identify city-wide issues, problems, needs, and potentials;

3) C.A.C. will rely on the neighborhoods for research on the effects of issues, plans, and proposals on individual neighborhoods;

4) C.A.C. will assimilate data collected by neighborhoods in the formulation of goal and objective statements for the city as a whole.

5) C.A.C. shall have the authority to designate special study groups consisting of neighborhoods as appropriate and reasonable to investigate special study issues and areas.

6) C.A.C. will assist city staff with plan formulation consistent with state and regional goals, guidelines, objectives, and policies;

C. 1) The Gladstone Planning Commission will review at regular intervals the progress on formulation of the City Comprehensive Plan and shall hold public hearings;

D. The City Council shall determine the need for further hearings and adopt at their pleasure and pleasure of the citizens the City Comprehensive Plan;

E. 1) City staff will provide support for the citizen involvement program;
2) The City Planning Staff is responsible for providing the neighborhoods with necessary data and staff support and informational updates on pertinent issues;

3) Planning staff will inform the Planning Director of pertinent agenda items of each neighborhood;

4) The Planning Director shall provide the C.A.C. and Planning Commission with necessary data, staff support, recommendations, and information on upcoming issues affecting the city and its neighborhoods;

5) The Planning Director shall inform staff on all Planning Commission and C.A.C. issues, agendas, and actions as they affect planning districts;

6) The Planning Director will keep the City Administrator advised on pertinent issues, problems, potentials, and proposals developed by the C.A.C. and neighborhoods;

7) The Planning Director shall prepare a short monthly staff report on pertinent planning activities with routing to appropriate staff, C.A.C., and neighborhoods;

8) The City Administrator shall report to the City Council pertinent issues, problems, and proposals being processed by the Planning Commission, C.A.C., and planning staff;

F. 1) To insure coordinated planning and the orderly application of the Comprehensive Plan a Facilities and Design Review Board (FDRB) shall be established;

2) The FDRB shall be composed of representatives from the following areas: education, special service districts, city engineering and maintenance, city legal counsel, police, fire, planning, city manager, and neighborhood executive committees.

3) All public facilities and service development plans will be reviewed by the FDRB to assess current capabilities and the impact of proposals on future planned capacity;

G. 1) In order to coordinate city programs and insure review of proposals potentially affecting Gladstone; a contact person from the following city, special service district,
county, regional, state and federal agencies shall be appointed. Agencies will include, but not be limited to the following:

- Johnson City
- Oregon City
- Clackamas County
- Tri-Met
- Tri-City Service District
- Oak Lodge Water District
- U.S. Army Corps of Engineers
- HUD
- DEQ
- Milwaukie
- West Linn
- CRAG
- MSD
- Clackamas Water District
- Oak Lodge Sanitary District
- U.S. Bureau of Reclamation
- ODOT
- LDGC

2) Approval by the FDRB will be in the form of a facilities compliance permit, issued to the applicant at no charge. Nothing in this section shall be construed to negate costs of building permit fees, plat fees, connection charges, nor any existing fees required for necessary permits.

(Reader's Note: The FDRB was established in a previous section of the policy plan on page 9. Establishment of the FDRB in this instance is redundant; however, as the citizen involvement requirements were not included in plan formulation, it was decided to re-establish the body and to some degree, detail its activities which includes neighborhood representation.)
NEIGHBORHOOD 1

Planning District (Neighborhood) 1 contains the older sections of Gladstone and the commercial area on Portland Avenue. It is bounded on the south by the Clackamas River, on the west by the McLoughlin Boulevard commercial strip, on the north by Gloucester/Hereford, and on the east by Oatfield Road. These boundaries enclose an area which is fairly homogeneous in its social and physical structure.

Neighborhood 1 is largely a developed area with minor parcels of vacant land remaining. Public open spaces include City Park and Gross Park. While the actual amount of open space appears to be sufficient for current needs, there are several problems which must be resolved such that recreational needs of area residents may be met. Public facilities available in Cross Park are marginal. In addition, erosion of the embankment at Cross Park has resulted in a safety hazard as well as being visually detrimental. Finally, access to the two parks is inconvenient for some residents.

The housing in Neighborhood 1 is, on the average, the oldest in the City. A majority of these homes are in good repair, however the area also contains the highest percentage of "fair" housing in the city. A potential problem of housing deterioration exists in this neighborhood unless maintenance is instituted. It should be noted that this neighborhood contains a large number of elderly individuals on fixed incomes who are generally unable to afford necessary improvements.

A major issue to be faced in Neighborhood 1 is the question of how to revitalize the Portland Avenue commercial area. Competition from McLoughlin Boulevard businesses combined with locational disadvantages of Portland Avenue have created a situation where, without city policy alterations, revitalization is unlikely to occur. This issue is one of major concern not only to the residents of Neighborhood 1, but to the citizens of Gladstone as a whole. Without a well established central commercial area, the City lacks a focus and a source of identity.
Traffic circulation in Neighborhood 1 suffers from an ill-defined street classification system. Clarendon and Dartmouth Streets should serve solely as access streets to residents of these areas. However, as these streets connect with McLoughlin Boulevard they are subject to an undue amount of traffic flow.

Up to the present time, no effort has been made to preserve historic sites in this older area of Gladstone. Considering the historic role of Gladstone, this situation should be rectified.

Another area of concern to this sector of Gladstone is the interface with surrounding neighborhoods. Policy considerations must address provision of buffers between residential areas and McLoughlin Boulevard and the developing commercial activities on the Oatfield Road boundary. Interfacing of recreational activities at Cross Park with activities on the Oregon City side of the Clackamas River should also be encouraged.

NEIGHBORHOOD 1 POLICIES

HISTORICAL SITES

1. Significant historic sites and landmarks in Neighborhood 1 shall be preserved. Such sites as the Cross-Cason house, the Pow-Wow Tree, and the old trolley car turn-around near City Hall are significant not only to the residents of Neighborhood 1, but also to the overall identity of Gladstone. Citizen input shall be sought at all opportunities in identifying and preserving other sites of historical significance.

RECREATION AND OPEN SPACE

2. Recreational and open space activities in Neighborhood 1 shall be concentrated upon the extension and improvement of Cross Park and upon facilitating user access to recreational facilities. To this end the following policies shall be undertaken:
   a. The bike/pedestrian path along Clackamas Boulevard connecting with other regional bikeway systems shall be improved by developing shoulder and curb facilities.
   b. Through traffic on Clackamas Boulevard shall be regulated so as to provide a parkway on a one year trial basis. A truck tonnage limit shall be established by the Planning
Commission. Results shall be assessed at the end of the one year period and a permanent policy adopted.

c. Regulated crosswalks shall be provided as necessary to facilitate pedestrian movement to park areas.

d. Underdeveloped properties along the Clackamas River frontage between High Rocks Park and McLoughlin Boulevard shall be acquired.

e. Protective plantings and retaining walls as necessary to prevent further erosion of the embankment at Cross Park shall be undertaken.

f. Cross Park shall be compatible with other recreational developments in the area. These include Meldrum Bar Park and High Rocks Park. Additionally, attempts will be made to coordinate Cross Park activities with developments on the Oregon City side of the Clackamas River. The use of the old railroad bridge as a bike and pedestrian crossing will be investigated.

g. Complimentariness of Cross Park development with Willamette River Greenway programs shall be encouraged.

TRANSPORTATION

3. A restructuring of the traffic circulation pattern in Neighborhood 1 shall be undertaken. Access streets will be closed to through traffic from McLoughlin Boulevard. Regulatory devices and reduced speed limits shall be used as necessary to maintain safe volumes of traffic in residential areas.

4. Regulations shall be developed to discourage use of the truck routes which penetrate Area 1 for purposes other than local service.

HOUSING

5. A housing maintenance program shall be developed to provide low income residents with funds and services for repair of homes.

6. The Design Facilities Review Board shall develop standards for design and installation of landscaping and screening devices for commercial uses bordering upon residential areas in Neighborhood 1.
Revitalization of the downtown area along Portland Avenue shall be encouraged through the following policies:

a. A rehabilitation program shall be developed to reclaim or restore the older and architecturally interesting buildings in the commercial area.

b. A high density residential and mass transit oriented zone shall be developed near Portland Avenue providing good accessibility to the area.

c. Professional offices and social services shall be encouraged to locate in the area.

d. Landscaping and development of a sidewalk shall be promoted along Portland Avenue.

e. The overall structure and visual effect of this area should be linked with the developments at Cross Park.
PIANNING DISTRICT 2

Planning District 2 is bounded by Jennings Avenue on the north, the Willamette River on the southwest and by McLoughlin Boulevard on the east. The area is primarily low density residential, with the majority of homes being single family. A large number of elderly residents and a majority of the mobile home parks are also located in this portion of Gladstone.

Several problems facing the area in particular and Gladstone in general are illustrated in Neighborhood 2. An apparent incompatibility between new and older homes exists. This is to say, the area's historic aspects and its general older character are in transition or being gradually replaced.

Excessive noise is generated by traffic on McLoughlin Boulevard. Speeds on this strip are fairly high and pose a potential pedestrian hazard. Neighborhood 2 also lacks local shopping areas. McLoughlin Boulevard poses a major barrier to east-west movement. It is difficult to cross the major arterial since there are few traffic regulated cross streets and traffic volumes are generally high, which is extremely hazardous to the elderly.

The large number of mobile homes in the area present economic concerns due to their inherent depreciation characteristics. This tends to influence adjacent property values.

Meldrum Bar Park, a prime recreational site, is located on the 100 year floodplain and also within the confines of the Willamette River Greenway. Due to its size (75 acres) and diversity, it could provide an ideal recreational area.

Despite the numerous problems, many opportunities exist to enhance the area, particularly the residential characteristics. The Willamette and Clackamas Rivers both provide excellent recreational opportunities. There is a fair amount of vacant land in Neighborhood 2 which could be effectively used to develop parks, and pedestrian routes. Most of the opportunities consist of utilizing vacant land and conservation of natural resources.

By and large, the most significant potential of the area are its natural resources. These include, the Willamette and Clackamas...
Rivers, the parks, agricultural and forests land, and the open space. These areas should be developed in a way which the residents will enjoy. They should try to enhance the aesthetic qualities of the area by developing to suit their needs while at the same time preserving their environment.

PLANNING DISTRICT 2 POLICIES

1. a. New construction shall be designated in a manner which is compatible with existing uses.
   b. Small residential lot sizes not less than 4500 square feet shall be encouraged.
   c. A regional park known as Meldrum Bar Park north of the golf course shall be developed.
   d. The park shall be used intensively in the area near the golf course with intensity decreasing in a manner such that development at the north end is minimal.
   e. Neighborhood parks shall be developed to accommodate the elderly and handicapped individuals.

2. The purposes for the development of Meldrum Bar Park are four fold:
   a. to provide outdoor recreation for the handicapped;
   b. enhancement of the scenic quality of the Clackamas and Willamette Rivers by providing a screened parking area;
   c. separation of any conflicts between pedestrian/bicycle and automobile modes;
   d. enhancement of the recreational opportunities for the Clackamas and Willamette Rivers.

Policies for Meldrun Bar Park
a. Access roads from McLoughlin Boulevard to the parking area will be improved and maintained.

b. Designated handicapped parking areas shall be located so as to provide easy access to the handicap fishing ramp.

c. Sanitary facilities shall be provided.
3. Recreational facilities shall be developed near an elderly population near River Road between Rinearson Road and Riverdale Drive.
   a. Mobile homes shall be sited and be compatible with adjacent development.
   b. Neighborhood shopping areas shall be developed so that elderly and other less mobile residents may reduce their travel time and reliance on more distant shopping sites. Shopping areas shall be centrally located to accommodate pedestrians.
   c. Bus stops shall be located near neighborhood shops so that elderly, handicapped and other potential users of mass transit and the convenient shops may have access to both facilities in the same location.
   d. The area adjacent to River Road shall be developed in a manner which minimizes visual impact. Landscaping will be encouraged. A mix of high density residential and light commercial uses will be permitted.
   e. A reasonable number of cross streets shall be provided so as to allow easy access to the east side of McLoughlin Boulevard. No fewer than three cross streets shall have traffic control signals. Suggested cross streets are Hereford, Glen Echo Streets, and Jennings Avenue.

4. a. Open space shall be developed in a way that respects the existing natural environment.
   b. Areas of ecological significance and scenic sites such as Meldrum Bar Park, the land immediately adjacent to the River beaches and public park areas shall provide open spaces.
   c. Forest lands and residential areas shall be integrated in a manner which enhances the qualities of each.
NEIGHBORHOOD 3

Neighborhood 3 is bounded by McLoughlin Boulevard on the west, Jennings Avenue on the north, Catfield Road on the east, and Hereford Street on the south.

It is a transitional neighborhood or experiencing a period of potential change of character. High density commercial uses, entirely automobile oriented, exist along the entire west edge of the area near McLoughlin Boulevard. Old and high density residential housing adjoins the commercial strip. The area east of Portland Avenue is primarily new subdivision housing and exclusively single family residential. One exception to this is a 70 unit apartment between Caldwell and Hull near the Candy Lane Elementary School. There is no apparent rational reason for the apartment complex to be located at this site.

The quality of housing stock varies greatly. There are between 50 and 60 substandard houses in the area. Most of them are west of Portland Avenue; however, there is also a strip of substandard housing along Catfield Road between Hereford and Glen Echo Streets. Some substandard housing exists along Hereford, but most of this has been purchased and is in the process of being removed for replacement by a subdivision. Due to the way in which the Gladstone zoning ordinance is written, multiple family dwellings are intermingled with single family residences throughout the area west of Portland Avenue. A 70 unit apartment complex east of Portland Avenue exists, as previously mentioned. Duplexes appear throughout the entire area.

The entire area is served by water and sewer facilities. Many of the roads in the area are narrow, undeveloped, incapable of free passage for fire engines and emergency vehicles, and dangerous to automobile passage. Surface drainage is poor in the area between Jennings and Hull Avenues and between Abernathy Road and Hereford Street.

Other public facilities within the area are as follows: The City Shops, Gladstone High School, Candy Lane Elementary School,
and the Baptist Church at the corner of Portland and Hull Avenues.

Candy Lane Elementary School is a small school and is approaching capacity. There is adequate land available for expansion.

Gladstone High School was overbuilt and is not near capacity. If it ever reaches capacity, it too can be expanded on the existing site.

The city shops are cluttered and should be screened by plantings.

Most of the economic development is along the McLoughlin Boulevard commercial strip. It is entirely automobile oriented consisting primarily of automobile sales and services, a motel, a restaurant, and a few specialty shops. McLoughlin is a generator of congestion, air, noise, and visual pollution. In order to provide a less severe visual impact, the area needs trees, sidewalks, curbs, and a sign ordinance. The City needs a well defined entrance at Jennings Avenue. Another commercial area exists along Abernathy Road and Portland Avenue. This is a shopping center environment with adequate parking and neighborhood commercial activities centered around a grocery store-super market. Other major economic activities are a number of large multiple family dwelling complexes. It appears that most residents of the area work outside Gladstone.

Major arterials surround the neighborhood. They are McLoughlin and Oatfield Road. Secondary arterials or potential arterials are Jennings Avenue, Hereford Street, and Portland Avenue-Abernathy Road. Tri-Met serves the area along McLoughlin, Oatfield, and Abernathy-Portland Avenues. The area has an opportunity to develop rail transit along the old Portland Traction Company right-of-way along Abernathy-Portland Avenue. A park and ride lot is available adjoining the shopping center at the intersection of Abernathy Road and Portland Avenue.

Energy conservation can best be accomplished by encouraging residents of the area to use mass transit in commuting to their employment. The rail service will greatly assist in this. Other measures such as residential dwelling site orientation will also
serve the energy conservation role.

The major source of air pollution in the area is the traffic on McLoughlin Boulevard. Drainage of surface water could create some problems from lawn fertilizer and automobile drippings of oil and gasoline and urban stormwater runoff. Land quality is generally good with the exception of isolated areas in which soils are shallow and not well drained. Some surface waters drain to a swamp area between Hull, Jennings, Addie, and Rose Streets.

The major open space areas are a public park at the west end of Hereford, the ball field across from the High School, and at the High School and at Candy Lane Elementary School. A large privately held open space exists in the swamp area between Hull and Jennings. This should be retained as open space.

The major historical area in the neighborhood is the old Portland Traction Company right-of-way that at one time was used by the Portland-Oregon City Interurban Street Car.

Recreation in the area is devoted to formal ball fields and play areas. There are no passive open spaces, tennis courts, or swimming pools.

NEIGHBORHOOD 3 POLICIES

HOUSING 1. High density west of Abernathy Road close to transit routes, shopping, and high density commercial areas shall be encouraged.

2. Retention of the remainder of the neighborhood for single family residential development shall be promoted.

TRANSPORTATION 3. Development of a urban light rail system on the Portland Traction Company right-of-way shall be encouraged.

4. All through traffic except along the minor arterials in neighborhood 3 shall be discouraged.

MCLoughlin BOULEVARD 5. Reduce the visual impact of McLoughlin Boulevard with trees, sidewalks, curbs, a sign ordinance, and density diversity, incorporating limited open space areas.

6. Create a definite entrance to the City at Jennings Avenue and
McLoughlin Boulevard. The light rail system will also enter the City at this intersection.

OPEN SPACE
7. Development of a capital improvement program for the enhancement of roads and storm drainage shall be devised.

RECREATION
8. Develop passive recreation in existing space areas.
9. Develop active recreation opportunities catering to interests more inclusive than ball fields.
10. Acquire the swamp for a natural open area.
11. Expand the Candy Lane Elementary School to accommodate anticipated students so that the education is available to the City's young.
NEIGHBORHOOD 4

Area 4 is bounded on the north by Johnson City, on the north-east by Interstate Freeway I-205, on the southeast by SE Cason Road, on the southwest by Oatfield Road and on the northwest by the Gladstone city limits. Development is predominantly single-family residential with market prices ranging from $45,000 to $120,000 per unit. A limited number of multiple family complexes exists along the arterial streets. Adjacent to the arterials, street patterns form a series of extended cul-de-sacs without regard to the organization of neighborhood access streets and collectors. Automobiles are the major mode of transportation.

Kraxberger School, grades 4 through 8, serves this area and Gladstone. Gladstone, Clackamas County, and special service districts share the responsibility for the provision of public facilities and services, including areas within the city limits. Diverse local relief makes the provision of services such as water, sewer, and drainage administratively complicated and economically expensive.

Vacant land is distributed throughout the area and ranges in slope from six to 30 percent. Open space and wooded lots are being removed as non-clustered single family subdivisions are constructed. The majority of housing is not oriented so as to take advantage of the scenic vistas and solar energy aspects of the area. Two heavily wooded parcels of land act as buffers between Area 4 and Johnson City.

Problems and potential problems within Neighborhood 4 are as follows: a lack of neighborhood and community identity; and a lack of co-ordinated housing, motorized transportation, street, bike, and pedestrian access policies and plans. Residential development deficiencies include: a rapid rate of subdivision development; a low ratio of multiple to single family housing; and low residential densities enhancing the dependency on private autos for transportation.

Diverse local relief creates problems on a site specific basis. The number of agencies providing public services and facilities
requires considerable interagency coordination. The costs of construction and maintenance of public services and facilities are high.

Noise generation from I-205 is a problem to adjacent areas, particularly residential sites. Traffic is anticipated to increase as Clackamas Town Center becomes operative.

Capacities are inadequate in grammar and middle schools.

There is a lack of neighborhood and community commercial facilities.

Needs to enhance residential characteristics can be indicated as follows: neighborhood and community commercial facilities will enhance and promote area integrity and identity. Structured natural recreational and open space opportunities for most age groups should be provided for a variety of interests. A need exists for elementary education oriented to the neighborhood if possible. Multiple family and smaller lot single family housing opportunities should be increased incorporating pedestrian and bicycle access. Development of transportation and streets plans coordinated with housing development will enhance both the residential characteristics and internal accessability.

The following opportunities can be capitalized upon to promote neighborhood identity and residential amenities. Vacant land is available to provide open space, recreational opportunities, and housing. A potential source of additional city government revenues is possible if medium and high residential density patterns are encouraged.

Land is available at Kraxberger Middle School for expansion and potential construction of a neighborhood elementary school including a kindergarten facility.

Neighborhood 4 is a potential market area for Central Business District activity and services.

NEIGHBORHOOD 4 POLICIES

1. Areas presently served by public facilities and services will
have priority in new residential development as opposed to development in areas not currently having a full array of public services and facilities.

2. Multiple family units subject to design review will be encouraged to increase residential densities, provide a more enhanced economic base for the support of public services and facilities.

3. Smaller lot sizes, but not less than 4500 square feet shall be encouraged for single family units.

TRANSPORTATION

4. Mass transit to support residential densities shall be encouraged.

5. Local streets plan will be developed discouraging through traffic on neighborhood streets. Pedestrian and bike accessways to commercial, recreational, and educational sites within the area shall be developed.

OPEN SPACE

6. Significant publicly owned natural features shall be preserved such as wooded areas and scenic vistas to promote neighborhood open space and recreational opportunities. Development on similar privately owned sites shall respect natural features.

ECONOMIC DEVELOPMENT

7. Neighborhood commercial establishments shall be located in the area to discourage the use of automobiles for small item shopping and to promote identity within neighborhoods.

8. Efficient utilization of existing school facilities shall be accomplished. Elementary school, including kindergarten facilities should be developed on the Kruxburger school site to serve neighborhood needs.

NOISE

9. Right-of-ways adjacent to I-205 shall be buffered or landscaped to improve visual impacts. Noise reduction methods shall be devised and implemented as necessary. Coordination with the Oregon Department of Transportation shall be accomplished.
PLANNING DISTRICT 5

Planning District 5 is bounded on the west by 82nd Drive and Oatfield Road, on the north by Webster Road and Cason Road and excludes the Seventh Day Adventist school and church. The boundary continues along the I-205 past Strawberry Lane approximately 800 feet. The area then extends south to the Clackamas River, and west to 82nd Drive.

The planning district has no single use or urban structure. It is a combination of many individual areas. Most areas are in transition due to the influence of I-205. The freeway has severed the existing urban form and structure, isolating and dividing land uses and creating a new urban structure. This district needs to respond to the regional influence of vehicular access and re-orient the individual areas to take advantage of existing opportunities. Since this district will develop new activities that could be conflicting to existing uses, many issues will be confronted. As a result this district may be the forum to resolve the issues of residential versus commercial and industrial growth for the city. Special consideration will be required when conflicting uses meet. With the diversity of spaces; (Commercial, light industrial, Seventh Day Adventists, Residential, freeway, rail line, under developed land, river, and floodplains) the interaction of these elements at their various boundaries with each other, and with adjoining communities provides a great opportunity to utilize each area's individual capacity to its fullest extent.

NEIGHBORHOOD 5 POLICIES

URBANIZATION

1. A logical extension of the existing system shall incorporate remaining values where appropriate, desired, and where compatibility exists. Land uses that will direct the area in its transitional stage by recognizing existing uses while realizing they may change; and the influences of the major changes in the district (i.e. I-205).
2. All existing or new development shall have the full range of urban facilities and services. These public facilities and services shall be initially phased for uses within the immediate growth boundary followed by phased service provision in the future urbanizable area.

3. In the transitional zones where housing exists; removal of housing units created by a demand for a more intensive use shall be replaced either by:
   a. Housing of a similar design in an area nearby or
   b. new housing in a type compatible with the new uses.

4. Where housing can be separated into a special area, maintenance of the existing housing characteristics and reinforcement of its character with infill and compatible developments shall be required.
   a. Housing along Clackamas River shall be maintained as a proper use of the scenic quality, as a compatible use to adjacent agricultural land and to allow the extension river activities through easement.
   b. New housing in medium dense forest areas shall maintain the natural resource character.
   c. Housing subject to many potential conflicting uses shall be protected by controlling the adjacent land uses and by innovative site planning.
   d. A housing rehabilitation program shall be developed where appropriate to the surrounding land uses.

5. The I-205 interchange into the City shall be developed to its full potential for:
   a. Community shopping (larger scale activities oriented to auto access).
   b. Transit/freeway services.

6. The City entrance at 82nd Avenue shall be developed as site to integrate the diverse fabric of the City.

7. The interchange shall be developed as the major connecting means for the city neighborhoods segregated by through traffic.
8. Activities shall be developed that can best utilize high accessibility to a regional transportation system while recognizing the physical characteristics of the site.

9. Develop a park and ride station utilizing existing and proposed parking for alternate purposes. Parking spaces shall be increased but multiple use of parking spaces shall be encouraged.

10. Light industrial, warehousing, and support services (LIWSS) shall utilize the freeway access and rail service. Eighty-second Avenue shall serve as a loop feeder between Gladstone and Carver.

11. LIWSS shall be an extension of the forces from the development to the north, from Oregon City, from other regional LIWSS, and as a spill-over area.

12. LIWSS shall be developed as a Planned Unit Commercial Industrial sites with a five acre minimum site.

13. Residential growth shall be limited to areas outside potential LIWSS areas.

14. High Rock Park along the Clackamas River shall be expanded to connect with the end of the Willamette Greenway.

15. Commercial facilities shall be designed to integrate parking lots and to allow multiple use of the space for recreational community activities.

16. An activity mix shall be encouraged to increase complementary land uses. Commercial use and access to parks shall be provided.

17. A pedestrian greenway easement following linear corridors shall be created between I-205 and commercial development that will extend to the Seventh Day Adventist area.

18. Trails and river access shall be extended along the entire Clackamas River frontage. Development shall be appropriate to the surrounding intensity of use.

19. The 100 year floodplain area shall be maintained for open space, agricultural and recreational usages.
20. No new development shall be allowed in the 100 year floodplain.
21. The recreational system along the Clackamas River front shall have limited auto access.
22. Agricultural uses in the 100 year floodplain shall encourage crops not easily damaged by flooding.
23. Agricultural uses in developable land shall be considered interim.
The Seventh Day Adventist Camp in Gladstone has an interesting history. Originally, it served as the Willamette Valley Chautauqua Park and was the third largest Chautauqua Park in the United States. It served as a cultural center for the Northwest while in operation two weeks each summer from 1884-1927. Its decline is thought to have resulted from the invention of the silent movies. However, during its prime, hundreds of people came to hear famous people lecture and entertain. Some of the noted speakers included Billy Sunday, an evangelist, and women suffrage speakers. For two dollars one could buy a season pass and camp with their entire family on the grounds.

After 1927 various Protestant Sunday School gatherings continued at Chautauqua drawing people from the Willamette Valley and Washington State. With the purchase of the property by the Seventh Day Adventists in 1930, the current two week summer bible school and camp were started. The physical character of the camp changed drastically in 1949 when an earthquake caused the large lake to drain. Presently the lake is a small pond (approximately 3/4 acre). Until recently, the area around the lake was leveled and marred to its present appearance by a rock quarry operation. With the completion of I-205 the boundary of the camp was altered and continuity of its rural nature and peaceful setting was disrupted.

Presently the Seventh Day Adventist Camp has approximately 47 acres with part of the acreage being devoted to a center which is used approximately 42 weekends each year by various Seventh Day Adventist groups in the Northwest. The two week camp mentioned above also is held yearly.

Recently the Seventh Day Adventists attempted to sell the camp, however, little interest was generated due to the high asking price. With the encroachment of urban development on all borders, (i.e. housing, commercial, freeway) the timing may be opportunity to
initiate discussion with the community and Seventh Day Adventists to develop the potential uses of the camp. Development should be oriented to meeting the needs of the city, the planning district, and of the Seventh Day Adventists.

As a vehicle to promote citizen participation and public discussions of opportunities in the Seventh Day Adventist site, a list of findings and alternatives will be outlined. As a study area, the following are some of the conditions and alternatives for consideration by the community.

**SITE CONDITIONS**

1. A major and minor earthquake fault line runs through the property.
2. The entire site is not a significant aquifer recharge area.
3. The lake has been modified by the quarrying and now holds stormwater run-off.
4. The quarry has scarred the surface with little top soil remaining.
5. The core area is well developed with permanent structures including a new cafeteria, cottages, and tent structures, maintenance building, and administration buildings.
6. The hillside acts as a noise barrier at the existing northern boundary.
7. The area near the I-205 interchange is open and allows freeway noise into the lake area.
8. The Seventh Day Adventist School and Church at the northeast corner are operated by the Oregon City Seventh Day Adventists.
9. The southwest corner has level access to bounding streets.
10. The entrance on 82nd Drive is recessed into the rock allowing interconnection between the property on both sides.
11. West of the southbound I-205 exit, the property has relatively level access to the exit and Webster Road on both sides, which are similar in slope and character.
12. The properties bounding Cason and Webster Roads on the north boundary of the Seventh Day Adventists have similar shape and character as the properties on the opposite side of these streets.
13. The historic value of the site has been altered; however, it has the potential of being redeveloped.

14. The freeway has:
   a. increased the noise level and will continue to be increased as traffic flow increases;
   b. increased air pollution levels with traffic flow;
   c. made most of the site highly visible to auto traffic;
   d. improved access to the site from outside the city.

15. The freeway entrance from the city has increased commercial pressures in that area.

16. The borders bound by housing, has created a barrier between the Seventh Day Adventist grounds and the city.

17. The best community access point to the undeveloped area is along Oatfield Road and between Hereford and Webster and along Webster Road between Cason and Oatfield Roads.

18. Maintain the present site.

19. Redevelop as a rock quarry initially then develop the land later according to alternatives 20, 21, or 22. The state is looking into this use (as alternate purchasing method.)

20. Develop all but the core area into shared park recreation space between the City and the Seventh Day Adventists.

21. Develop part of the camp into uses compatible with surrounding land uses while retaining part of the camp for shared recreational park space with the Seventh Day Adventists.

22. Remove the Seventh Day Adventist camp completely and develop the entire site into a mixture of land uses responding to the developmental forces of the area.
REFERENCES


Board of Directors, CRAG for the Columbia-Willamette Region, CRAG Goals and Objectives and Land Use Framework Plan (December 18, 1975).

ABSTRACT

The document that follows is a comprehensive policy plan for the City of Gladstone, Oregon. Based on a series of working papers dealing with such topics as the economy, transportation, housing, recreation/openspace, public facilities, and so forth, the plan provides a set of policies to guide development in Gladstone to the year 2000.

Two themes run throughout the plan: 1) to reinforce the local economy and 2) to retain and enhance Gladstone's residential character. The plan alters existing development patterns by advocating multi-family and P.U.D. development over new single-family units. In addition, an Urban Growth Boundary is established which, in essence, dictates the extent of Gladstone's physical expansion by the year 2000. Other major proposals include the establishment of the Tri-City Service District, the designation of a Special Planning Area, and an expanded recreation/open space system.
PLAN ELEMENTS

LEGEND

--- provides impulse to;

--- creates need for;
<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>INTRODUCTION</td>
<td>1</td>
</tr>
<tr>
<td>THE PLANNING AREA</td>
<td>3</td>
</tr>
<tr>
<td>STARTING POINTS</td>
<td>6</td>
</tr>
<tr>
<td>FOCUS</td>
<td>7</td>
</tr>
<tr>
<td>POLICIES</td>
<td>8</td>
</tr>
<tr>
<td>ECONOMY</td>
<td>11</td>
</tr>
<tr>
<td>HOUSING</td>
<td>19</td>
</tr>
<tr>
<td>PUBLIC FACILITIES</td>
<td>27</td>
</tr>
<tr>
<td>TRANSPORTATION</td>
<td>33</td>
</tr>
<tr>
<td>RECREATION/OPEN SPACE</td>
<td>42</td>
</tr>
<tr>
<td>AIR AND WATER QUALITY - NOISE POLLUTION</td>
<td>50</td>
</tr>
<tr>
<td>ENERGY CONSERVATION</td>
<td>52</td>
</tr>
<tr>
<td>URBANIZATION</td>
<td>55</td>
</tr>
<tr>
<td>EVALUATION OF THE PLAN</td>
<td>58</td>
</tr>
<tr>
<td>APPENDIX</td>
<td>59</td>
</tr>
<tr>
<td>THE SDA SPECIAL STUDY AREA</td>
<td>60</td>
</tr>
</tbody>
</table>
INTRODUCTION

This plan is the end-product of a graduate planning workshop aimed at giving future planners a taste of the "real world." Plan preparation was undertaken in two phases—the first phase was devoted to gathering and analyzing basic information about Gladstone and resulted in the document entitled *Gladstone Comprehensive Plan Elements*. In a space of four weeks, the twelve members of the class worked in pairs to come up with a picture of Gladstone as it exists today as well as initial recommendations for the future. During the second phase, the class was divided in half; each "team" was given the task of preparing a comprehensive policy plan for Gladstone that will satisfy LCDC and CRAG requirements, tackle problems identified in the first phase, and reflect some imagination on the part of its writers.

We began our plan preparation by discussing the "Elements" document at length in order to get an idea of where we were starting from—one product of those first work sessions is found under the heading *Starting Points*. A second product of those discussions is the *Focus*, which contains the central ideas around which we wrote the *Policies* and designed implementation strategies.

Realizing that even the best of plans fall short of their potential if they do not keep pace with changes in the outside world, we developed a section entitled *Evaluation of the Plan*, intended to serve as a guide for administrators of the adopted plan. Finally, an *Appendix* has been added to the plan in order to introduce a "Special Study Area." A diagram of the process we went through to produce the plan is found on the following page.

Before turning to the plan it should be noted that "citizen involvement" in our planning process was limited to
informational contacts with Gladstone planners Mike Butts and George Saaman and other persons where appropriate. We were cognizant of the important role citizens have in normal planning processes however, and thus included "Citizen Involvement" in the Policies section.
THE PLANNING AREA

The City of Gladstone is a residential community of nearly 8100 persons located 12 miles southeast of Portland, Oregon at the juncture of the Willamette and Clackamas Rivers. A majority of Gladstone's citizens reside between McLoughlin Boulevard (99E) and Interstate 205, primarily in single-family homes. Age-wise, the population is steadily growing older, although presently there are a large number of families with school-age children. Both the increasing age of the population and the numbers of school children are placing a strain on Gladstone's social and educational services.

History:

Gladstone occupies an area originally used as a ceremonial meeting ground for local Indians. With the advent of the frontier movement, the land became the property of the federal government and was subsequently given to Henry Cason and Peter Rinearson through donation land claims. Judge Cross bought Cason's house and property in 1893 and had it platted—that land is now downtown Gladstone. The town itself incorporated in 1911 with a population less than 1000 persons.

Until the 1940's, when automobile-use began to grow in importance, Gladstone residents looked to Oregon City for shopping goods, employment, and political leadership (Oregon City was formerly the territorial capitol). Increasing auto-use effectively forced the closure of the Interurban Railway in 1958 and Gladstone's attention began to focus on Portland as the major source of goods, jobs, and social activities. Since that time, Gladstone's identity as a "dormitory" for Portland workers has been reinforced and its central business district has steadily declined in economic importance.

Growth Boundaries:

In accord with CRAG Objective #5 we have designated
Immediate and Future Urban Growth Boundaries for the City of Gladstone as well as the prescribed Urban Service Area (see accompanying map). The various boundaries were drawn using these considerations:

1. To avoid the inclusion of any schools which are near or at capacity;
2. To avoid inclusion of any areas which might immediately overtax Gladstone's public facilities;
3. To "even out" City boundaries so that police and fire protection and other public services may be more easily provided;
4. To accommodate anticipated population and services demanded by the year 2000.

The Immediate Growth Boundary includes over 133 acres of "buildable" land; together with the Future Growth Boundary, there are 161 acres of such land within the Planning Area.

There are a variety of physical features occurring inside the Planning Area. Small hills rise in the northeast while in the northwest, southwest, and southeast those hills gently slope down towards the rivers, leaving Gladstone proper at the bottom of this physical "enclosure." Soil types in the area as well as the floodplains adjacent to the rivers act as restrictions on the kind of development to be allowed in certain areas of the City.
STARTING POINTS


2. LCDC Goals/Guidelines: The advent of state-mandated comprehensive planning in Oregon has emphasized the importance of land-use planning for the effective management of both community and regional growth. While state goals and guidelines are sometimes financially difficult to comply with (in the case of smaller cities such as Gladstone), it must be recognized that LCDC goals and guidelines are designed to benefit citizens and thus, in this plan they will be adhered to where applicable.

3. CRAG Goals/Objectives: As a member of CRAG, Gladstone must recognize its responsibilities for sharing in the solution of regional problems as well as reaping the benefits of regional activities.

4. The City of Gladstone must continue to accept and provide for its "fair share" of regional low-income housing.

5. The population of Gladstone is expected to increase to 12,000 by the year 2000.

6. Gladstone's Assets:
   a. The rivers; natural features.
   b. Established residential areas.
   c. McLoughlin Boulevard (provides a steady stream of passers-through which potentially can be turned into shoppers).
   d. Small town character (offers a chance to "get away" from the city).

Gladstone's Liabilities:
   a. A declining CBD.
   b. Near-capacity school enrollment.
   c. Near-capacity sewage treatment facilities (Oregon City plant)
   d. Aging housing stock in parts of Gladstone.
   e. McLoughlin Boulevard--presently serves more as a by-pass of Gladstone than an entrance to Gladstone.
   f. I-205-- presently serves as a by-pass of Gladstone.
FOCUS

The plan should strive to reinforce both the economy and the residential character of Gladstone. Without assured sources of revenue for the years to come, Gladstone will be unable to maintain an adequate level of community services. If services do not keep pace with community needs, desires, and individual ability-to-pay, Gladstone's "livability"--its greatest asset--will deteriorate. It is the city's livability, made up of its residential environment and its natural amenities, that can be used to attract new sources of revenue and build upon existing sources. Therefore, the plan must preserve and upgrade these features to assure Gladstone's continued importance in the metropolitan region.

Specific neighborhoods within the Planning Area will neither be designated nor planned for. The plan will address itself to the City as a whole and to particular areas when necessary, but the delineation of neighborhoods and the scope of plan-related activities within them shall be the responsibility of the Citizen Involvement Program.
POLICIES
CITIZEN INVOLVEMENT

Introduction:

A planning process that does not include the values and opinions of the citizens who are affected by it is a process that is limited in life-span as well as usefulness. In recognition of that fact and in view of state and regional directives regarding citizen participation, the City of Gladstone has an obligation to develop such a program.

Currently Gladstone has no official citizen involvement program, although a citizen advisory committee has been instrumental in the preparation of several studies which are a part of the current planning process.

Relationship to LCDC/CRAG requirements:

LCDC Goal #1 mandates a citizen involvement program which "insures the opportunity for citizens to be involved in all phases of the planning process." CRAG Objective #1 deals with the regional citizen involvement program, but states in part that CRAG will "actively pursue the cooperation of local land use planning agencies in developing mechanisms for the utilization of local citizen involvement programs in the regional planning process."

Policies:

1. The City of Gladstone shall develop a citizen involvement program that offers the opportunity for citizens to become involved in the planning process at several levels and by a variety of methods.

This policy recognizes that no two citizens, no two groups share identical views, values, or interests, nor do they feel comfortable communicating their view, etc. in the same manner. A good citizen involvement program gears communication channels such that the varying interests and capabilities of all citizens are easily translated into the planning process.

-9-
2. The Gladstone citizen involvement program will be used as an integral part of the planning process, both to transmit to and receive information from citizens.

Implementation:

If it is found that the present planning staff does not have time to develop the program such that it complies with state and regional requirements and/or provides the necessary level of citizen involvement, an additional staff person will be needed, at least until the program is well-established. The City, if it lacks funding to support a full-time position, should request assistance from the LCDC field staff in developing the program. The OSU extension service could also be contacted for information with regards to setting up the program and working with citizen groups. Further, CRAG citizen involvement staff should be looked to for help in the program's initial development and for coordination of the Gladstone citizen involvement program with the regional planning process.
Introduction:

The economy of Gladstone depends on its relation to the economies of surrounding communities, its natural resources, and the thrift of its residents in managing and utilizing economic and natural resources. Economic resources, grouped by land, labor, capital and "entrepreneurship" and measured by the availability of buildable land, the skill and education level of the labor force, the residents' incomes, and commercial activity can place the City in an advantageous position relative to others when competing for new sources of revenue or jobs for residents.

An average Gladstonian is in his high earning years, 25-54, earning about $875 per month, owns his own house, and has one or two cars which he drives to work. He has better than a high school education, is skilled, and has an equal chance of working in the manufacturing, retail, or service industry. He is married, probably has no children yet, and spends about 27% of his income for his house payment, 17% on car payments, with the rest going to food, entertainment, and savings. He probably works outside of Gladstone in Clackamas County, or Portland. His home is valued at $27,000, and he pays about $868 per year in taxes.

Cities having economies which produce goods and services for use in areas other than their own are said to export goods and services; such activities form the base upon which a stable economy may be built--historically such cities have the highest survival rates. In Gladstone the economy is centered around automobile sales, convalescent care, education, labor export, and the local government. Gladstone's economic problem lies in the nature of these activities. Auto sales and convalescent care spend most of their income...
outside of Gladstone while education and government take out as much as they put in. Exported labor brings dollars into Gladstone, but most of it is spent outside. The two major grocery stores in the City are supplied mainly from the outside, thus that money is also lost. The City has concentrated its efforts on single-family housing, allowing dominance of the economy by the housing sector. Domination by any one sector usually results in instability as that sector fluctuates with national cycles. A diversified economy is capable of riding out such cycles and has proven to be more stable.

Gladstone is in the position of a typical suburb of the Portland metropolitan area; as such, the single-family residential domination of the land, as in Gladstone, is common and results in overall problems we can classify as land use mix, land use pattern, and access.

PROBLEM I: LAND USE MIX

Gladstone's land use proportions, 86% residential, 13% commercial, and less than 1% industrial, result in the high tax burden that Gladstone residents must bear. This rate of 32.17 per thousand, average, is the second highest in the county after Oregon City with 34.63, and followed closely by West Linn with 31.17. More diversified cities display significantly lower rates as in Milwaukie with 29.10, and Lake Oswego at 26.50. The high rate places Gladstone in a relatively poor position in the competition for commercial and industrial land uses to whom taxes are major location factors.

Secondly, single family, large lot development, commonly called sprawl, causes inefficient use of public facilities, loss of natural open space, and results in increased municipal cost which then contributes to the high tax rate. City revenue generated minus service cost indicates that single
family housing costs $260 per unit and that multi-family housing only costs $90 per unit while commercial and industrial uses contribute more to revenues than cost.

PROBLEM II: LAND USE PATTERN

Present inefficient land use, such as residences on prime commercial property or space (land) intensive uses at major intersections keep the number of merchants per passing buyer low and represents a lost opportunity for sales and tax revenue while incurring greater cost on the community. Regional comparisons by county indicate that Clackamas has more business establishments than Washington County but has lower dollar sales receipts, though both have approximately the same population. This indicates that expansion could take place among existing activities. The problem in Gladstone is that such activities are "hemmed in," in the downtown area, by residential areas and on McLoughlin by large space users who contribute little to the economic base. Finally, local service activities are having to compete with regional centers for space though they are not actually competing for the same markets.

PROBLEM III: ACCESS

Gladstone enjoys good access to regional employment centers, which is why it is highly sought-after as a residential area. However, access within the area is not good. Access to the newer sections of town are especially poor though the older section has more congestion due to competition for use with traffic bound for McLoughlin.

POTENTIALS:  I - EXPANSION OF COMMERCIAL AREAS

II - CAPITALIZE ON THE NATURAL BEAUTY OF THE AREA

III - EXPAND RECREATION AND RECREATIONAL/COMMERCIAL ACTIVITIES

Many firms now consider amenities a plus when locating and thus search for locations which combine skilled labor,
buildable land, and capital with pleasant surroundings. Gladstone certainly has all of these outstanding qualities and, except for the problems mentioned above, is very competitive with a real plus in the potential amenities section. Recreational activities can serve both new and existing residents and could be economic generators. The open space/recreation section deals with this specifically.

NEEDS I: IMPROVE ECONOMIC SITUATION OF CITY

Projected growth for the City indicates improvements in public facilities and schools will be needed in the very near future as facilities are in some cases already overloaded. Details of public facilities are located in that section. Improvements draw heavily on City funds and single family residences carry most of this burden. Single family dwellings provide 79% of taxes at an average of $900 per unit. Commercial provides an average of $2441 per unit with no associated school cost as with single family residences, yet represents only 13% of the City's property tax revenue. Clearly it is to the benefit of the City to increase its commercial and industrial sectors of the economy.

NEEDS II: DEVELOP GUIDELINES FOR DEVELOPMENT

The development of a set of guidelines for development of the types of land uses desired would form a basis for decision-making on proposed projects along the lines suggested above.

ECONOMIC GOALS

I The City will pursue the revitalization of its central business district as a local service center.

II The City will facilitate development of McLoughlin as a regional center as opposed to strip development.

III Diversification of the state and regional economy through the use of underutilized human and natural resources is in conformity with both CRAG and LCDC goals.
Policies:

1 The City will begin an education program in conjunction with its citizen involvement program to inform citizens of methods by which they may initiate City improvements and the benefit and cost of such improvements.

Implementation: (See citizen involvement section)

Local Improvement districts, park and recreation districts, special assessment and bonding requirements will be instigated as a result of this action at citizen request.

2 The City will provide area specifically for industrial and commercial parks.

Implementation:

2.1 Develop guidelines for development which will enable Gladstone to have a one stop process for development of commercial and industrial uses. This will shorten developer waiting time and lower cost to the buyer, placing Gladstone well ahead of comparable cities.

2.2 Advertise in commercial journals expounding Gladstone's virtues.

2.3 Areas particularly suitable for the implementation of this policy include the areas surrounding the Safeway store, the areas east of 205, the south end of Portland Avenue, and the area north of the present Powell Laboratory site between River Road and McLoughlin to Glen Echo.

3 The City shall develop Commercial/Recreation-al facilities which capitalize on the area's natural beauty.

Implementation:

3.1 First priority for park funds will be given to opportunities which reimburse the cost of development through user fees.

3.2 Federal funds are available and should be sought to improve parks and recreational areas where their location will have the most impact on bolstering civic pride.
3.3 Ideas for revenue-producing recreation activities are pay tennis courts and baseball fields. Others are detailed in the Recreation section.

3.4 Cost of development may be reduced through the use of area schools for planning purposes and construction as training projects for students as is done in the City of Portland's Project "Green Fingers."

4 The City will continue to support mass transit to improve commuter access between Gladstone and other cities.

Implementation:

4.1 The bus routes currently in Gladstone need to be adjusted to better serve the residents' needs; the Transportation section covers this in detail. Given that fuel costs are increasing, commuters will seek housing closer to their jobs, or cheaper transport. The current policy of Tri-Met is to serve the downtown Portland center. The City of Gladstone, with 36% of its working population working in Portland, supports this policy though 50% of its working population works elsewhere in Clackamas County. Bus routes should be adjusted to meet these needs.

5 The City will improve access within the City.

Implementation:

5.1 Remove local traffic competition with McLoughlin by closing unsignaled accesses.

5.2 Improve pedestrian access by widening streets, sidewalks, and establishing trails. See the Recreation and Open Space section for further details and specific recommended areas.

5.3 Roads suitable for improving access to the newer sections of the City include Hereford, Glen Echo, and Hull.
6 The City will encourage combined service/commercial and commercial/multi-family construction in the central business district.

Implementation:

6.1 Develop guidelines for development such that community values are maintained such as privacy of both adjoining residents and prospective users, and safety, health, and welfare of all City residents.

6.2 Revise the Zoning ordinance accordingly.

7 The City will encourage higher densities as more efficient uses of public facilities.

Implementation:

7.1 Revise the zoning and subdivision regulations such that large lots may acquire higher densities if Planned Unit Developments, attached single-family dwellings, or duplexes are developed.

7.2 Develop guidelines for higher densities within the existing built up City whereby properly designed housing types may be pleasantly combined while preserving open space.

Purpose:

Figure 1 indicates revenues and property taxes per land use type. These figures indicate that multi-family housing is more efficient than single-family housing. That is, they cost less for the revenue they bring in. This results mainly from the clustering of apartment units. Planned unit developments combine clustered single-family and attached single-family units to approximate multi-family cost savings yet preserve open space to attain the best attributes of both types of development.

8 The City will designate a portion of McLoughlin as an "Auto Park" for clustered auto sales activities.

Implementation:

8.1 Develop guidelines with auto dealers for an auto
REVENUE COMPARISON

REVENUE - SERVICE COST (NOT INCLUDING PROPERTY TAX)

<table>
<thead>
<tr>
<th>Category</th>
<th>Single Family</th>
<th>Multi-Family</th>
<th>Commercial</th>
<th>Industrial</th>
</tr>
</thead>
<tbody>
<tr>
<td>Revenue Cost</td>
<td>-$260/UNIT</td>
<td>-$90/UNIT</td>
<td>+$348/UNIT</td>
<td>+$142/UNIT</td>
</tr>
<tr>
<td>Property Taxes</td>
<td>$954/UNIT</td>
<td>$337/UNIT</td>
<td>$1579/UNIT</td>
<td>$3143/UNIT</td>
</tr>
</tbody>
</table>

FIGURE 1

SOURCE: CLACKAMAS COUNTY ASSESSOR
REGIONAL COMPARISON

Figure 2

Clackamas Washington

Building Materials

General Merchandise

Food stores

Auto sales

Gas service

Apparel Accessories

Furniture

Eat & Drink

Drug Stores

Miscellaneous

1,000's of Retail sales dollars
REGIONAL COMPARISON

Figure 3

- Multnomah
- Clackamas
- Washington
- Building Materials
- General Merchandise
- Foodstores
- Auto sales
- Gas service
- Apparel & accessories
- Furniture
- Eat & Drink
- Drug Store
- Miscellaneous

NUMBER OF ESTABLISHMENTS
park which will include landscape buffer planting and open space.

8.2 Auto sales activities not located in the designated area will be designated as nonconforming uses.

8.3 Auto sales lots shall be designated conditional uses requiring conformity to guidelines.

8.4 An area which would be suitable for this purpose would be the area between Risely and McLoughlin.

9 Vacant land and car lots which close on McLoughlin shall be zoned for commercial park or industrial park use in areas not in the Auto Park.

Implementation:

9.1 Areas on McLoughlin specifically suitable for business park would be the vacant land near the intersection with Arlington and the wooded site north of Powell Laboratory which has a view of the strip.

9.2 Industrial or industrial park use would be suitable between River Road and McLoughlin between Gloucester and Glen Echo.
HOUSING

The quality of housing and the choice of housing stock available to all socio-economic groups are essential elements of citizen satisfaction with their community. Housing that is overcrowded, dilapidated, or lacking in adequate facilities or amenities does not provide a desirable living environment, yet a significant proportion of Gladstone's housing is in such a condition. One-quarter of the residents are in the low-income category and one-quarter of these are below the poverty line. This number includes one-fifth of the elderly and many female heads of households. Thus, a large number of residents are paying a high percentage of their income for housing that may not be serving their needs adequately.

The location of housing is directly related to other opportunities and services enjoyed by the inhabitants such as the availability of neighborhood parks and recreational areas, access to retail centers, highways, and public transit. These considerations are especially important in Gladstone due to its high proportion of elderly and low income groups who are inherently less mobile than other segments of the population but who nonetheless have rights to such services and opportunities which must be protected by the City.

Gladstone is presently overbuilt and overzoned for low density, single-family development. This phenomenon is a result of the citizens' historical preference for such a character in their community. While such predilections have established the character of Gladstone as an attractive, quiet community, they have also established Gladstone's high property tax rate, the second highest in Clackamas County.

It is an economic fact that low density development is more expensive than high density development. This can be
attributed primarily to the costs of providing public services such as sewer and water over a wide ranging area. Other cost-raising factors include the development of longer streets and sidewalks and the lower return per unit of land the developer of such a spread-out pattern must bear. These costs are then added to the front-end cost of any new home in a new development.

Increasing densities on new single-family developments, however, can reduce these costs only slightly. Single-family housing at any density is a far greater contributor to burdens on the local school system than multi-family developments. The plain fact is that single-family homes average almost twice the number of school age children per unit as do multi-family homes and the cost of paying for the local school system constitutes approximately two-thirds of the property tax.

Given that Gladstone's public service and school systems are already strained to capacity, that single-family developments of the type historically prevalent in the City has put the cost of such housing beyond the financial capacity of many of the City's residents and that in so doing, the stock of less expensive, older housing that would otherwise filter down to lower income groups has slowed, or stopped altogether, we feel that the time has come for Gladstone to re-examine its priorities in its residential composition.

Another interest group whose needs are not being met by the City's housing policies is the elderly--approximately 15% of the City's population. Though this group is concentrated in the nursing and convalescent homes in the City, these residents and their counterparts in private residences throughout the City, presently suffer from a lack of coordination between City housing policies and other policy elements--this plan will attempt to rectify the situation.

-20-
A major part of these problems can be discussed in one word—access. Elderly residents are less mobile than almost any other segment of the population. Those who are able to take care of their daily needs such as grocery shopping and visiting friends and relatives, should be encouraged and aided in their desires to do so through an improved access system that is removed from vehicular traffic. This system, which is explained in greater detail in other elements of the plan, should be integrated with mass transit access points and commercial centers to maximize the elderly's access to these vital elements of their lifestyle.

Another problem is that too frequently elderly residents occupy some of the oldest housing in the City. Though not necessarily dilapidated, such housing is frequently expensive to heat or has severe maintenance problems. The fixed incomes of many of the elderly are inadequate to rectify these problems. There are several federal income assistance programs which could help these residents overcome their problems.

A problem of the City that is of concern to all citizens is the quality of development that will occur in the last quarter of this century when Gladstone is projected to expand its population by 50%.

An important element of this quality is the degree to which the City will guarantee the visual attractiveness of the new neighborhoods. A park system to be discussed in greater detail later in this plan will aid tremendously in both assuring the visual attractiveness of the community and providing opportunities for all residents of all neighborhoods to enjoy an outdoor experience.

Important contributions can be made to this quality by the housing element itself. Gladstone will need an additional 4510 housing units to serve the projected population of 12,000 by the year 2000. The City has the option of
developing policies now that will assure that these new units will not only serve the special needs of Gladstone's residents but will do so in ways that will reflect to the credit of all residents.

Residential development patterns that are repetitious and building styles that are architecturally unimaginative tend to create a feeling of monotony and loss of identity. Large areas of vacant land exist in study areas 4 and 5 and the City would do well to ensure that the new developments that can be expected to occur there complement and enhance the attractive surroundings, both natural and man-made.

Areas of multi-family development can be strategically located to provide access for these residents to community activity centers to alleviate the dependence of these residents on automobiles and thereby reduce traffic problems in the vicinity. High density development should not be used as a method of "buffering" single-family homes from incompatible uses in a manner that will cause these high density residents to lose a feeling of identity with the places where they live. Rather, an interspersing of high density residential uses with small scale commercial centers and separation of such mixed-use areas from single-family developments by a trail or local street will help both areas' residents keep a feeling of identity and keep through traffic from being a hazard for young children of single-family areas. In other high density areas landscaping that is complementary to the natural landscape can provide adequate separation of dwellings without causing a feeling of isolation or ostracism on the part of apartment dwellers.

Lastly, the historical heritage of Gladstone, as typified by many of its dwellings and points of interest, must
be preserved. This can be accomplished by focusing simultaneously on two areas: rehabilitation and preservation of neighborhoods. A cataloging of historically significant homes and an investigation of public aid programs should be used to guide development around these homes and sites while ensuring their continuing viability.

Neighborhood deterioration occurs for several reasons but one over which the City can exercise most control is the desertion of neighborhoods for new areas on the edge of town. This can be halted by encouraging an infilling process. Such a process not only helps stabilize neighborhoods but helps keep development from encroaching on surrounding fringe land in advance of the provision of public services and facilities. This in turn keeps costs of such services to the community law by utilizing and concentrating those services that do exist.

Consistent with the foregoing discussion we suggest the City adopt the following policies and implementation strategies.

Policy:

1. The City shall make equal housing opportunities available to all residents. This can be accomplished through rent and homeowners' subsidies offered by the federal government. Gladstone should work with the state and county governments as well as the local Community Action Agency to make these funds available.

   Keeping the cost of new housing low will aid the filtering down process through which older housing is passed along to lower income groups. This can be accomplished through the encouragement of higher densities through density bonus methods such as the Planned Unit Development (P.U.D.).

   The City should also re-examine its preference towards single-family homes. Even with P.U.D.'s, the cost of a home will be beyond the reach of many residents. More encouragement should be given to multi-family dwellings,
perhaps through a revised application process. Apartment units in Gladstone presently are quite low. Such an emphasis on apartment construction would assure a continuation of low units.

2 The City shall adopt land use regulations that encourage a variety of housing styles and residential development patterns. This could be accomplished by making the zoning and subdivision ordinances more flexible in their setback and yard requirements. Density bonuses for all types of development can also be made contingent upon the provision of certain amenities such as added landscaping, open space or proximity to community service or activity centers.

3 The City shall encourage multi-family development in such a manner that residents can develop a feeling of identity. This could be done by allowing some apartment development in areas formerly reserved for single-family homes. Multi-family development should especially be encouraged near commercial centers.

4 The City shall adopt a housing code in order to ensure the continued quality of Gladstone's housing stock. To implement this policy, the City Council can either develop its own set of standards or can adopt the State of Oregon model housing code. Enforcement of the housing code will require new funding for inspectors, however. Enforcement of the housing code could be combined with that of the building code and thus some labor cost savings could be achieved.

5 The City shall encourage rehabilitation of the existing housing stock with a special emphasis on historically significant homes. This effort should be coordinated with the preservation of historically significant sites.

6 No building permits shall be allowed for construction of dwellings that are not in conformance with the foregoing policies.
PUBLIC FACILITIES

Introduction:

In order to reinforce the livability of the City, public facilities and services must be maintained at an acceptable level. The City of Gladstone is served by two water districts, three sewer districts, and solid waste disposal site. In addition, the City maintains its own school system and provides its own fire and policy protection. The City now faces problems in the provision of water, sewage treatment, and educational facilities which need immediate attention. Due to the immediate needs of these facilities, a general policy has been developed to allow the City to comply with the goals and objectives CRAG and LCDC have identified for public facilities and services. The goals are as follows:

1. CRAG--"Development shall be supported by types and levels of public facilities and services appropriate for...uses permitted in urban...areas."

2. LCDC--"To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban...development."

Policy:

Development will coincide with the provision of public water, sewage treatment, and school facilities. These facilities shall be capable of adequately serving all intervening properties as well as the proposed development.

Implementation:

The planning staff should prepare a public facilities and services impact assessment on single and multi-family developments of six units or more. This assessment will estimate the anticipated impact the development will have on the public water supply, the sewage treatment plant's capacity, and the school system. The assessment should be
presented as an element of the staff's report before the planning commission when the proposed development is in the preliminary plat approval stage.

Schools - Background:

Gladstone School District No. 115 is composed of three schools: Gladstone High School, Kraxberger Middle School, and Gladstone Elementary School. The major problem facing the district is that present enrollments are creating a need for additional facilities. The elementary school has an enrollment which exceeds the building's capacity, and the middle school's enrollment is only fifty students below capacity. This problem is aggravated by the fact that by the year 2000 there will be an estimated 863 additional students in the Gladstone school system. The intent of the plan's policies for school facilities is to ensure that they reflect the objective LCDC has outlined: "Key facilities shall be included in each plan to meet current and long range needs."

Policies:

1. The City shall identify a site for the future construction of a new elementary school.
2. The middle school's present instructional grades shall be altered from the present 5-8 to grades 6-8.
3. Kraxberger Middle School will be expanded.

The preceding policies are intended to achieve three basic objectives. First, the new elementary school will relieve the present enrollment problems at the existing facility, and it will provide a facility which can meet long range educational needs. Second, by altering the number of instructional grades at the middle school the present enrollment pressures could be relieved. Third, expansion of the middle school's facilities is intended to provide adequate space to serve the City's long range needs in the field of education.
Implementation:

The existing school operating budget does not contain the funds to implement policies 1 and 3. A special bond election would be required to implement these policies. In relation to the staging of these policies, the first and second policies should be implemented within the next five years; and the third policy should be implemented by the mid-1980's.

Police and Fire Protection - Background:

The present volunteer fire department and the City police department provide an adequate level of service. While future growth will expand the service area that must be covered by these departments, it is anticipated that these services can be provided at an acceptable level. The objective of this plan's policies for police and fire protection is to ensure consistency with the regional goal outlined by CRAG: "Development shall be supported by... levels of public facilities and services appropriate for... uses permitted in urban...areas."

Policies:

1 The City shall continue to maintain its present volunteer fire and police departments.

2 The City shall evaluate yearly the need for additional equipment and personnel.

Implementation:

The planning staff should prepare a yearly report identifying two things; the number of structures built in the previous year and the amount of area which the City annexed in the previous year. With this information, plus input from the police and fire chiefs, the city council should be able to determine if budget increases are warranted for these departments.

Water Service - Background:

The City is served by two water districts, Oak Lodge
and the City of Gladstone. The major problem is that Gladstone's water pump station lacks the necessary pumping capacity to provide service to the increasing population within its service area. This plan's policies for water service are consistent with state and regional goals for the provision of public facilities and services:

LCDC—"Urban development shall be supported by types and levels of urban...public facilities and services appropriate for...the needs and requirements of the urban areas to be served."

CRAG—"Capital improvement programming and budgeting should be utilized to achieve desired types and levels of public facilities and services in urban...areas."

Policies:

1. The City shall expand the capacity of the present water pump station in order to provide an adequate supply of water for future residents.

Implementation:

This policy will require the City to create, as part of a new capital improvement program, a plan to carry out the policy.

2. The City shall contract with Oak Lodge and Clackamas County to provide water to existing and future areas of Gladstone which fall within their respective service areas.

Implementation:

This policy is intended to reduce the fiscal burden of extensive expansion or construction of a water supply system.

Sewage Service—Background:

The proposed policy is consistent with present City policy. The Oak Lodge Service District is presently servicing parts of Gladstone; and they and Clackamas County have an adequate water supply to meet future demands.

The City of Gladstone is served by three sewerage
districts, Clackamas County Service District No. 1, Oak Lodge Service District, and the Oregon City sewage treatment plant. The Oregon City facility serves most of the area within the present city limits of Gladstone. The plant now operates beyond its capacity nine months of the year. One of the objectives of this plan's policies for sewage facilities is to insure that the policies reflect the goals and objectives outlined by LCDC which prescribes: "Development shall be supported by the types and levels of urban...public facilities and services appropriate for... the needs and requirements of the urban area to be served," and that "plans should provide for a management program to assign...roles and responsibilities to those governmental bodies in the planning area."

Policies:

1. The City shall support the creation of the Tri-City Service District.

   This policy would allow the City to increase residential densities without causing further environmental degradation of the Willamette River.

Implementation:

   This policy will require that federal funds be requested prior to September 1977 in order to receive 75% funding by the E.P.A. Furthermore, the voters within the proposed service district must approve the sale of general obligation bonds to finance the remaining 25% of the proposed project cost.

2. The City shall contract with Oak Lodge and Clackamas County to provide sewerage service to existing and future areas of Gladstone which fall within their service areas.

Implementation:

   The continuation and future expansion of the contractual agreements the City maintains with these two districts will not be difficult since these two other districts currently have excess sewage treatment capacity.
Solid Waste - Background:

Present solid waste disposal is operated by a private franchise, and there is no attempt to recycle any of the materials. One objective of this plan's policy for solid waste disposal is to be consistent with CRAG's goal: "Optimum resources recovery and recycling...shall be provided for all solid...waste related activities."

Policy:

The City shall work actively towards the establishment of a Tri-City recycling center.

Implementation:

Through interjurisdictional cooperation a site and funding program could be developed for a recycling center.
TRANSPORTATION

Assumed and Existing Conditions:

Motor vehicle transportation within Gladstone is a result of locally generated traffic and regional through traffic. The dominance of residential activities within Gladstone generates traffic for shopping, journeys to work, and recreational or leisure trip purposes. The location of Gladstone within the Oregon City traffic corridor and the presence of I-205 makes the City subject to high levels of regional vehicles miles traveled. Traffic volumes for 1974 in thousands of vehicles per day are presented in Figure 1. Passenger vehicles accounted for between 97.4 and 99.6 percent of the traffic flow during the afternoon peak hours. Primary transportation reliance in the area is on the private automobile.

Tri-Met provides bus service throughout the metropolitan area and currently provides three routes which service Gladstone. Routes 33 and 34 provide transportation to the Portland CBD and Route 72 providing transportation to Southeast and Northeast Portland, terminating at Portland International Airport.

Table I, "Gladstone Work Force by Job Location," indicates that the job locations of Gladstone residents are dispersed throughout the region making the provision of mass transit service difficult.

Planning for the future transportation needs of Gladstone requires some knowledge of future transportation demand. While it remains unclear as to what specific levels of transportation will prevail by the year 2000, certain general trends may be forecast. In October, 1976, the Oregon State Highway Division projected that by 1990 traffic volumes along McLoughlin Blvd. will be 35,000 vehicles per day, an increase of 9,000 vehicles per day over 1976. For I-205 the department has projected 70,000
FIGURE 1

TRAFFIC VOLUMES

UPA LIBRAR
### FIGURE 2

<table>
<thead>
<tr>
<th>JOB LOCATION</th>
<th>% OF TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gladstone</td>
<td>11%</td>
</tr>
<tr>
<td>Oregon City</td>
<td>16%</td>
</tr>
<tr>
<td>West Linn</td>
<td>3%</td>
</tr>
<tr>
<td>Lake Oswego</td>
<td>2%</td>
</tr>
<tr>
<td>Milwaukee</td>
<td>13%</td>
</tr>
<tr>
<td>Portland</td>
<td>37%</td>
</tr>
<tr>
<td>--CBD</td>
<td>--22% or 8% of total</td>
</tr>
<tr>
<td>--SW</td>
<td>--13% or 5% of total</td>
</tr>
<tr>
<td>--NW</td>
<td>--13% or 5% of total</td>
</tr>
<tr>
<td>--SE</td>
<td>--29% or 11% of total</td>
</tr>
<tr>
<td>--NE</td>
<td>--23% or 8% of total</td>
</tr>
<tr>
<td>Other</td>
<td>18%</td>
</tr>
<tr>
<td></td>
<td>100%</td>
</tr>
</tbody>
</table>

**Note:** These figures include both employed and/or students. The students account for 5% of the work force.

**Source:** Gladstone Survey, 1975
vehicles per day. These figures assume light rail transit from Portland to Oregon City, an Oregon City bypass, and the completion of I-205. Further increases in vehicles per day between 1990 and 2000 will depend on regional population and economic activity.

Within Gladstone the projected 50% increase in population by the year 2000 is expected to result in an increase in local transportation demand. Increased traffic volumes are anticipated for Gladstone's minor arterials and greater than proportional increases are projected for the north and north-central area of Gladstone, the area having the largest amounts of vacant buildable land, and for Arlington Street between McLoughlin and I-205.

Identification of Problems and Potentials:

The primary transportation problem in Gladstone is the heavy reliance on the private automobile. The dominance of the automobile causes problems of air and noise pollution, inefficient energy consumption, inefficient land-use patterns, and pedestrian and bicycle safety considerations. Street-related problems have been identified in the Transportation section of the Elements document, summarized here:

1. The present circulation system directs relatively high volumes of traffic along pedestrian-generating centers.
2. Access streets are being utilized for through traffic.
3. Trucks are presently utilizing several City streets.
4. Providing left turns on and ready access onto McLoughlin Blvd. at non-signalized intersections presents potential hazards, slows traffic flow and encourages through traffic on access streets.
5. The City lacks visual boundary definitions at its ingress and egress points.
6. The ambient noise levels along McLoughlin Blvd. and I-205 are too excessive for residential development. While the automobile currently presents many problems for Gladstone, several alternatives have the potential to reduce these problems.

Tri-Met and CRAG are currently investigating the feasibility of light rail service to Gladstone as part of the "Oregon City Transit Corridor Plan." As presently conceived, plans are to provide Gladstone with a community-oriented light rail station and line along the abandoned Portland Traction Company right-of-way by 1990. With operating headways of 10-20 minutes during the peak hours and 20-30 minutes during the off-peak hours, the station would be serviced by a Tri-Met bus feeder system integrated with the rail line and designed to sieve the maximum number of potential riders.

A further potential for reducing the reliance on the automobile is the development of a pedestrian and bike trail network that would connect residents with transit facilities, recreational facilities and local, commercial activity centers.

Transportation Goals:

It is important for Gladstone to establish a transportation goal that is both locally efficient and compatible with CRAG and LCDC goals. The primary transportation goal is to encourage a safe, convenient and economic transportation system.

CRAG Objective #8: The transportation system "shall be designed to facilitate and encourage an increase in the ratio of public transit trips to automobile trips, the system design shall encourage optimum utilization of the existing highway facilities, the transportation system shall be designed to accommodate increased numbers of transportation disadvantaged persons, the transportation
design shall be encouraged to provide facilities for safe human-powered and pedestrian traffic. In addition, the transportation system shall as a goal be designed to reduce energy consumption, increase safety, reduce land use conflicts, reduce air and noise pollution and support planned development."

LCDC Goal #12: The transportation plan shall "(1) consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian; (2) be based upon an inventory of local, regional and state transportation needs; (3) consider the differences in social consequences that would result from utilizing differing combinations of transportation modes; (4) avoid principal reliance upon any one mode of transportation; (5) minimize adverse social, economic and environmental impacts and costs; (6) conserve energy; (7) meet the needs of the transportation disadvantaged by improving transportation services, (8) facilitate the flow of goods and services so as to strengthen the local and regional economy; and (9) conform with local and regional comprehensive land use plans.

include a provision for

Policies:

1. The City will support the regional adoption of light rail transit and encourage decreased reliance on the private automobile.

Implementation:

City officials and staff should be instructed to work with CRAG and Tri-Met at promoting regional adoption of the Oregon City Light Rail Line.

2. The City will designate a 25-foot light rail transit right-of-way along the abandoned Portland Traction Company right-of-way.

Implementation:

The City staff should be instructed to work with Tri-Met in the design of a safe and efficient right-of-way.

The City should adopt a street ordinance and an official
street map, which includes a light rail designation.

3 The City will designate a light rail transit station stop along Portland Avenue.

Implementation:

The City should create a special citizen advisory committee to select an appropriate station location and design which meets minimum Tri-Met operational and design specifications.

4 The City will encourage high residential development within walking distance of the light rail transit stop.

Implementation:

The City should revise Gladstone's Zoning Ordinance to allow for high density residential development.

5 The City will establish official bus routes for the Tri-Met Feeder Bus Network.

Implementation:

The City's planning staff should be instructed to work with Tri-Met in designing optimal bus routes within Gladstone. The City should adopt a street ordinance and an official street map and include a bus route designation.

6 The City will develop a pedestrian and bike trail network that provides access for residents to transit facilities, recreational facilities and local commercial activity centers.

Implementation:

The City should follow the implementation strategies as identified in the Open Space section.

7 The City will establish two hour parking zones in areas adjacent to the light rail transit station stop.

Implementation:

The City should purchase and post traffic signs indicating the two hour parking restriction.

The City should instruct the police to ticket vehicles found in violation of the parking restriction.
8 The City will purchase and operate a municipal parking lot adjacent to the light rail station stop, and charge vehicle user fees.

Implementation:
The City should purchase a suitable lot, pave and line the surface, and landscape. The City should install parking meters.

9 The City will cut off through traffic on Dartmouth Street and Clarendon Street to McLoughlin Blvd.

Implementation:
The City should dead end Gloucester Street, Dartmouth Street, and Clarendon Street at McLoughlin Blvd.

10 The City will designate as truck routes: Arlington, Oatfield, 82nd, Portland Avenue, McLoughland Blvd. and I-205.

Implementation:
The City should adopt a street ordinance and an official street map and include a truck route designation. The City should post signs indicating the truck restrictions.

11 The City will close Clackamas Blvd. to through traffic and will only permit access to Cross Park.

Implementation:
The City should employ the implementation strategies discussed under the Recreation/Open Space Policies section.
RECREATIONAL/OPEN SPACE

Assuming that the recommended commercial development becomes a reality, the City of Gladstone will have a more balanced economy. Since it is an economic fact that a balanced economic system is likely to produce revenues in excess of expenses, the City can expect growth in its budget surplus. The provision of other services seems to be keeping pace fairly well with development even under the unbalanced economy the City now has. It is the recommendation of this study that the increased revenue produced by the balancing of the economy be directed in large part to finance the recreational and park system.

There are sound economic reasons for such an effort. Presently Gladstone has only two commodities upon which to base its economic well being--its largely exported labor force and the physical amenities which make the City such an attractive place to live. Realistically, community attitudes will preclude the development of an industrial sector or the growth of a commercial sector any larger than is necessary to serve the needs of the residents. Under such a scenario the only way that Gladstone can increase its wealth is through the expansion of its population; provided such population growth is planned and directed as recommended in the Housing section of this plan. Since the wealth of Gladstone is basically dependent on the increasing population the City must develop an inherent attraction for residential growth. It is the recommendation of this plan that Gladstone trade on and utilize its physical amenities as a force for the attraction of growth.

There are also socio-economic reasons for assuring a strong commitment to and development of a park and recreational facility system such as the one recommended. Aside from the considerations of environmental preservation of
unique and attractive areas there is the fact that regional residents, as a group, are enjoying greater wealth, productivity and leisure time. This has led to an increased interest in outdoor activities. However, "laissez-faire" development policies have made severe inroads on the open space that is naturally available for the use of the City's residents. At the same time, increasing energy costs are making travel to recreational facilities less feasible economically for many of Gladstone's residents. Moreover, Gladstone has a wide diversity of recreational user group characteristics. There can be little doubt that persons of all socio-economic backgrounds and characteristics have a right to recreational and outdoor experiences. Without a cohesive, integrated recreational facility plan to which the city is committed, some of these user groups will eventually be denied the benefits of such an experience.

It is an important feature of the proposed recreation system that it is integrated and coordinated with the other systems we propose for the City and that together these systems ensure that the goals of the City will be met. It has been recommended that new commercial centers provide recreational areas with facilities such as picnic tables, benches, and basic children's play structures. Such areas will enhance the attractiveness of commercial areas and thereby ensure their use by community residents. This increased usage will be supplemented by the proposed bike and trail system. Not only will such a system provide an alternative to the private automobile for community access but it will provide the elderly and very young with a safe, convenient circulation system away from vehicular traffic. Such a system will enhance the usability of the expanded commercial sector, increasing local merchant and thereby community income.

The recreational system is also a part of the energy
conservation element. The system provides an attractive alternative to traveling increasingly expensive distances to use recreational facilities. It also provides an alternative commuter mode for residents who work in Gladstone and nearby communities.

The system is also integrated with the Housing element. The recreational trails are used to separate incompatible or uncomplementary land uses. The parks enhance the livability of the neighborhoods in which they are located and help to give each neighborhood a distinctive character.

The recreational system as described on the appended map is the physical product of the matrix included in the land use inventory portion of the plan. As such it is designed to maximize recreational and outdoor experience opportunities for all members of the community. Since Gladstone is a member of the regional community, represented by the Columbia Region Association of Governments (CRAG), is important to note the major goals of CRAG to which the proposed recreational plan is addressed:

1. Within the region by the year 2000, there should be a major park within five miles of every home.
2. The overall ratio of park space to population should be improved to 7 acres/1000 by the year 2000.
3. The region should fill the need for more special purpose parks by the year 2000. Such special purpose parks include golf courses and water-oriented facilities.
4. There should be an intraregional system of access so that all residents of the region may enjoy the region as a whole.

Gladstone's attractive position at the confluence of the Clackamas and Willamette Rivers puts the City in a unique position to contribute to the goal of providing for the needs for special purpose parks. As such, the golf course located in the floodplain and the recommended boat launching and fishing facilities are an important part of this provision.
Also included are tennis courts and swimming pools which are designed to be accessible to the region as a whole as well as the local community.

Lastly, Gladstone's local bikeway system has been integrated with the regional bikeways that pass through the City. The regional bikeways are a high priority item with CRAG as they are designed to be commuter routes to adjoining cities. Coordination between the two systems is an important element in the success of both. Not only is this coordination an important element in their success; it is sound business sense for the City, as such a system will bring in business from "landlocked" portions of the region as residents come to enjoy the river and other amenities the recreational system has to offer.

There are also elements in the plan of consideration outlined by the Land Conservation and Development Commission. Especially critical is the Willamette River Greenway System. There is strong evidence of the public commitment to the Greenway System to preserve scenic and recreational values provide an open space setting for urban development and to connect parks and points of aesthetic interest along the Willamette River.

It is important for the success and public commitment to the parks and recreational system that it be recognized that such a system, properly developed, can be not only economically affordable but actually an economic asset. By way of introduction it was pointed out that initial funding for the system could be obtained through expansion of the commercial sector. Once an initial commitment to the system has been made, the system, in conjunction with the other elements of the plan, will change the economic quality of the City.

Presently, Gladstone residents pay approximately the
same amount per $1000 of assessed value as surrounding municipalities even with its disproportionately small commercial sector. Nonetheless, the City has been providing adequate levels of municipal services. Once the commercial sector has been expanded to capture a proportional amount of the capital the exported population brings back to the City at the end of each working day the City can expect to see revenues increasing faster than costs. Given the prevailing community attitudes about development other than residential, the City is limited to relying on a growing population to increase its revenue once the commercial sector has expanded to the level where it is providing for the needs of its residents. Community attitudes will further ensure that this is as much as the commercial sector can expand at any one time. Therefore, local employment opportunities will never be extensive compared to population. Thus, Gladstone must strive to remain a "good place to live" rather than a "good place to work."

The best way to accomplish this end is through an expanded, integrated recreational system that is responsive to a population of diversely characterized user groups.

Recreational System Purposes and Policies and Policy Implementation:

Purposes:

1. To preserve cultural and aesthetic assets while maximizing recreational opportunities.
2. To create a recreational system that is an economic asset to the City.

Policies:

1. The City shall designate recreational and park facilities as "public utilities."
2. The City shall establish a Park and Recreational System Fund.

There has been a trend in recent years to require developers of new subdivisions to dedicate a portion of their development for public open space. Although this
may seem a good idea on the surface there are several problems inherent in such a system. First, the development of an open space system frequently results in a haphazard pattern of open space areas. Too often these areas are too small to be of much benefit because the developer honestly cannot lose much buildable area and still have a profitable development. Also such open spaces are often too small to permit any activities other than picnicking or similar passive recreational activities. Similarly, the developer may dedicate unusable open space such as gullies, ravines, etc. Not only does this practice not contribute open space, it is dangerous for small children who play unsupervised.

Under a community development fund these problems are eliminated. Each new development is assessed an amount equivalent to its projected contribution to the City's recreational system needs. This money is then placed in a separate bank account for recreational system capital purchases only. While in the fund, the money accumulates interest, an important fund resource in itself particularly in cities of Gladstone's size. An adopted open space plan would allow for the purchase of such areas far enough in advance of development pressure that the acquisition costs are minimized. Once development is directed towards areas where recreational open space exists the only costs involved are those of improvements.

Larger parks and recreational areas as well as neighborhood facilities can be acquired in the same way. Moreover, these larger areas can and should be equipped with facilities for which user fees can be charged, such as tennis courts, swimming pools, golf course, etc. In small towns the franchise tax and business licenses provide a relatively large proportion of income. Therefore, concessions
at some of the larger facilities should be encouraged and, if feasible, a percentage of this income might be contributed to the fund as well.

3 The City shall not allow development in areas not adequately served by public utilities except where an amount adequate to pay for the additional burden on such facilities is deposited or guaranteed by the developer.

4 The City shall establish recreational facilities that provide direct fiscal returns.

The City should examine its areas of natural environmental resources such as the marshlands in the northwest section of the study area. The State Wildlife Commission will pay municipalities the equivalent of the property taxes that could be obtained if the property were developed. Other funding sources are the franchise tax as described above and facilities for which user fees can be charged such as tennis courts, boat launching ramps, swimming pools, and baseball diamonds.

5 The City shall establish a given percentage of the annual capital budget to be allocated to the Park and Recreational System Fund.

Such fund allocations will gather interest. In this way annual withdrawals from the City's general fund for the recreational system will be kept to a minimum when added to the other funding sources suggested.

6 The City shall establish the pedestrian and bike trail system as a community access system to major activity centers. This system shall also be used to separate otherwise incompatible uses.

Where feasible these trails should be utilized as easements for all underground utilities. In this way, the utility pays a large share of the cost of acquisition and maintenance which the community pays for the rest. This
is an equitable arrangement since the whole community benefits from such a system.

If such an arrangement is impractical the trails can be acquired in a manner similar to that for the acquisition of other open space areas. Since the desired location of such trails is known beforehand, each development can be required to dedicate or pay into the fund. In either case, the amount required will be minimal since the trails are generally fairly narrow.

7 The City shall establish the Clackamas River Greenway as an extension and complement to the Willamette River Greenway.

An important contribution can be made by Gladstone to the success of the Willamette River Greenway System through the development of a similar system along the Clackamas River. The Clackamas River Greenway was proposed to preserve the floodplain in the southeastern portion of the regional urbanizing area. A chain of parks already exists along the river and a trail system and compatible activities have been developed to connect this system of parks as well as provide recreational space along the way. A positive commitment to the Clackamas River Greenway can ensure the success of the Willamette River Greenway through supporting the protection of a major tributary and by setting an example for other cities located on the banks of the Willamette and its tributaries.
AIR AND WATER QUALITY - NOISE POLLUTION

Introduction:

Air and water quality are problems which must be dealt with at the regional level. Presently, the City has no policies concerning these issues. However, there are policies which the City could implement in order to help maintain regional water quality, and protect residents from high levels of air and noise pollution.

Air Quality and Noise Pollution - Background:

Gladstone's major source of air pollution is auto emissions. The critical air quality problems are most persistent within 50 feet of heavily traveled highways. The state's carbon monoxide standards are now being exceeded along McLoughlin.

Gladstone's major source of noise pollution is generated by auto and truck traffic on major streets. The policy developed to deal with these problems is consistent with the LDCD goal which states: "Plans should buffer and separate those land uses which create or lend to conflicting...impacts."

Policy:

All future residential units will be required to have setbacks of 65 feet (minimum) from the center line of all designated arterial streets.

The primary objective of this policy is to protect residents from air and noise pollution generated by large volumes of traffic along major streets.

Implementation:

The present zoning ordinance will be amended to include the proposed 65 foot setback requirement.

Water Quality - Background:

The Oregon City sewage treatment plan serves most of
the residents within Gladstone. The facility presently operates nine months of the year with over capacity flows of sewage. The over capacity demand has resulted in sewage being discharged into the river without adequate treatment. One objective of this plan's policy for water quality is to insure that it is consistent with LCDC's goal: "The maintenance and improvement of water resources within the state."

Policy:

The City shall maintain and upgrade the water quality of the Willamette and Clackamas Rivers.

Implementation:
To implement this policy the City should follow the first policy and implementation strategy outlined in the water service section of this plan.
ENERGY CONSERVATION

Assumed and Existing Conditions:

Energy consumption within Gladstone is largely attributable to space heating and water heating within the residential sector and the operation of the automobile within the transportation sector. The commercial, institutional and industrial sectors consume only small quantities of energy due to the absence of significant levels of these activities within the planning area. Gladstone experienced shortages in energy supplies during the 1973 "energy crisis," and national forecasts are projecting future fuel shortages. New housing starts within Gladstone have relied increasingly on electricity for space and water heating and this trend is expected to continue. Gladstone residents have experienced substantial increases in fuel prices for all energy fuel forms within the past few years and additional price increases are projected. Future demand for energy will be dependent on the level of energy consumption realized by existing activities and on the additional energy consumption attributable to new activities locations within Gladstone.

Problems and Potentials:

Gladstone currently faces problems from energy supply deficiencies, high energy prices, energy inefficient land use patterns and energy wasteful lifestyles. The potential for reducing existing demand for energy is largely dependent on individual conservation efforts, including altering lifestyles and reducing automobile usage.

Future energy conservation from future activities is possible through relying more heavily on energy efficient land uses and transportation patterns. Higher density residential units have less surface area exposure to the environment than do single-family detached units and are
more energy efficient. Locating the higher density units near mass transit facilities potentially could increase transit ridership levels and improve mass transit system operating efficiencies. The provision of adequate community open space and recreational facilities could potentially reduce the residents' need to travel long distances to reach such facilities and thereby will reduce transportation energy consumption.

Energy Conservation Goals:

The applicable LCDC energy conservation goals are:
"Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. Land use planning should combine increasing density gradients along high capacity transportation corridors to achieve greater energy efficiency. Use of renewable energy resources shall be substituted for use of nonrenewable energy resources wherever possible."

The applicable CRAG objectives on energy conservation are that: "The conservation of energy shall be maximized in the development of the land and the uses on the land. Development of energy-consuming activities shall minimize the use of non-renewable resources and encourage the use of energy from renewable energy sources, based on sound economic principles."

Policies:

1. The City will work towards the adoption of an energy-efficient transportation system that emphasizes increased use of mass transit and decreased use of the private automobile.

Implementation:

Specific policies and implementation strategies identified in the Transportation section (including Policies 1, 2, 3, 5, 6, 7, and 8) should be used to implement this policy.
2 The City will encourage high residential development in areas having good access to mass transit facilities.

Implementation:

The City should revise Gladstone's Zoning Ordinance to allow for high density residential development as described in the Housing section.

3 The City will increase insulation standards in housing and building codes.

The City should adopt a Gladstone Housing Code and should revise the Gladstone Building Code appropriately. (For further elaboration, refer to the Housing Section.)
LEGEND

- Urban Service Area for Water Districts
- Areas Served by Clackamas County
- Areas Served by Gladstone
- Areas Served by Oak Lodge
- Urban Growth Boundary

GLADSTONE
OREGON
PSU US 507 WINTER 1977
GLADSTONE
OREGON
PSU US 507 I WINTER 1977

URBAN SERVICE AREA FOR POLICE AND
FIRE SERVICE

III AREAS SERVED BY GLADSTONE

URBAN GROWTH BOUNDARY
Introduction:
Within the present boundaries of Gladstone, there are 1498.93 acres. The present boundaries are quite irregular and thus interfere with the efficient provision of public facilities and services.

Background:
Within the present city limits there are approximately 98.96 acres of buildable land (see appendix for definition of Buildable Land). The Portland State Population Center has projected that by the year 2000 there will be about 4,000 more people living within Gladstone. One of the objectives of this plan's urbanization policy is to insure that it is consistent with state and regional goals. These goals are as follows:

1. C.R.A.G. -- "Land shall be designated within an urban growth boundary for future urban growth to meet urban population needs forecasted for a minimum of 20 years."

2. L.C.D.C. -- "Conversion of urbanizable land shall be based on consideration of: 1. Orderly, economic provision for public facilities and services. 2. Needs for housing, employment opportunities and livability."

Policies:

1. The city shall adopt an urban growth boundary, which include immediate and future growth boundaries so the map included after the "Planning Area" description illustrates our conception of the appropriate boundaries.

2. The city shall designate an Urban Service Boundary as depicted on the map on the following page.

Implementation:
If the various boundaries used in preparation of this plan are not satisfactory, the City must establish others (by
February 5, 1978) which answer the following questions:

1. How much vacant land is necessary to accommodate future growth?

2. How should boundaries be drawn so that police and fire protection can be delivered more efficiently?

3. How can we avoid inclusion of schools which are near capacity and would create an additional fiscal burden on the city?
EVALUATION

OF

THE PLAN
EVALUATION OF THE PLAN

In order to maintain this comprehensive plan as a viable planning tool, the planning department must perform the following three activities:

1. Surveillance: Information about the social, economic, and environmental elements of the planning area must be kept up to date in order to allow continuing assessment of the adequacy of the plan's policies and implementation strategies.

2. Reappraisal: A yearly review and modification of the plan's policies and implementation strategies should be made to insure that they reflect changes occurring in the state, region, and county, as well as the city itself.

3. Annual Report: A yearly report, outlining the positive and negative impacts the plan has generated, is necessary. This report should suggest modifications which will make the plan a more effective planning tool.

4. Citizen Involvement: At all times, plan evaluation activities must reflect two-way communication between administrators of the plan (City Council, Planning Commission, Planning Staff, City Agency Staff) and the citizens of Gladstone. This can be accomplished through the Citizen Involvement Program, using citizen advisory committees, public hearings or town meetings, and/or other techniques found suitable by the citizen involvement coordinator.
THE SEVEN DAY ADVENTIST PROPERTY - STUDY AREA POLICY

The Seven Day Adventist (SDA) property has the potential for a major impact on the future of Gladstone, representing 28.8% of existing vacant buildable land. In order to insure that the property has a positive contribution to enhancing city goals as ownership changes in the future, the City shall designate the property a Special Planning Area. This designation should be accompanied by a set of alternative guidelines which must be followed in developing that SDA property for a particular use. These guidelines should be developed by the citizen involvement program, the planning staff, and the planning commission to conform with existing city policies. Ideally, once guidelines are established for use a potential developer, knowing what those guidelines are, may easily make plans acceptable to the city, forming a "one-stop" process for development. The process is envisioned to proceed as identified below.

PLANNING PHASE

1. Designate site special planning area
2. Develop specific guidelines for use as either
   a. Planned Unit Development
   b. Multi-family
   c. Single family
   d. Commercial Park
   e. Industrial Park
   f. A combination of the designation agreeable to residents.

PHASE II IMPLEMENTATION PHASE

1. Remove present zoning; change to "Special Planning Area".
2. Approve any type of development as long as the criteria established in the guidelines are met.

-60-