



IMPROVING OUR COMMUNITY

COLUMBIA GATEWAY URBAN RENEWAL AGENCY

CITY OF THE DALLES

## **AGENDA**

### **COLUMBIA GATEWAY URBAN RENEWAL AGENCY BOARD**

Meeting Conducted in a Room in Compliance with ADA Standards

**Tuesday, March 20, 2018**

**5:30 p.m.**

City Hall Council Chambers  
313 Court Street  
The Dalles, Oregon

- I. CALL TO ORDER
- II. ROLL CALL
- III. PLEDGE OF ALLEGIANCE
- IV. APPROVAL OF AGENDA
- V. APPROVAL OF MINUTES – February 20, 2018
- VI. PUBLIC COMMENTS
- VII. EXECUTIVE SESSION
  - A. Recess to Executive Session in accordance with ORS 192.660(2)(e) to conduct deliberations with persons designated by the governing body to negotiate real property transactions
  - B. Reconvene to Open Session
  - C. Decision following Open Session
- VIII. ACTION ITEMS
  - A. Adoption of Urban Renewal Agency Board By-Laws
  - B. Mill Creek Trail Funding
- IX. DISCUSSION
  - A. Brownfield Grant Application
  - B. Urban Renewal Area Visioning Exercise and Strategic Plan
  - C. 2005 Downtown Parking Plan

- X. STAFF COMMENTS
  - A. Tokola DDA
  - B. Leash DDA
  - C. Sunshine Mill
  - D. Next Regular Meeting Date: April 17, 2018
- XI. BOARD MEMBERS COMMENTS OR QUESTIONS
- XII. ADJOURNMENT



IMPROVING OUR COMMUNITY

## COLUMBIA GATEWAY URBAN RENEWAL AGENCY

### CITY OF THE DALLES

## MINUTES

### COLUMBIA GATEWAY URBAN RENEWAL AGENCY BOARD

Meeting Conducted in a Room in Compliance with ADA Standards

**Tuesday, February 20, 2018**

5:30 p.m.

City Hall Council Chambers

313 Court Street

The Dalles, Oregon

#### **CALL TO ORDER**

Vice Chair Miller called the meeting to order at 5:30 p.m.

#### **ROLL CALL**

Present: Scott Baker, Staci Coburn, Linda Miller, Steve Kramer, Darcy Long-Curtiss, Chuck Raleigh, John Fredrick and Kathleen Schwartz

Absent: Taner Elliott

Staff Present: Planning Director and Urban Renewal Manager Steve Harris, City Attorney Gene Parker and Finance Director Angie Wilson

In Attendance: 34

#### **PLEDGE OF ALLEGIANCE**

Vice Chair Miller led the Pledge of Allegiance.

#### **APPROVAL OF AGENDA**

Board Member Long-Curtiss moved that Action Item IX. B. Authorization to enter into an Exclusive Negotiating Agreement with GBHD, LLC, be addressed before recess to Executive Session. Board Member Kramer seconded the motion. The motion passed unanimously.

#### **ELECTION OF OFFICERS**

Vice Chair Miller opened the floor for nominations for Board Chair.

Board Member Kramer nominated Linda Miller for Chair; Board Member Fredrick seconded the nomination.

Board Member Miller nominated Taner Elliott for Chair; Board Member Kramer seconded the nomination.

Board Member Kramer moved to close nominations; Board Member Raleigh seconded the motion.

The nomination of Linda Miller for Chair passed 5-2, Long-Curtiss and Schwartz opposed, Miller abstained, Elliott absent.

The nomination of Taner Elliott for Chair failed 7-1; Schwartz in favor, Elliott absent.

Board Member Fredrick nominated Taner Elliott for Vice Chair; Board Member Coburn seconded the nomination.

Board Member Kramer moved to close nominations; Board Member Baker seconded the motion.

The nomination of Taner Elliott for Vice Chair passed 7-1; Long-Curtiss opposed, Elliott absent.

### **APPROVAL OF MINUTES**

Board Member Long-Curtiss made a correction to the minutes of January 30, 2018. Long-Curtiss stated paragraph 10 under Exclusive Negotiating Agreement with GBHD, LLC, should state that Attorney Parker expressed his concern about the vote prior to Long-Curtiss asking about the attendance policy.

Board Member Kramer moved to approve the January 16, 2018, minutes as written and the January 30, 2018, minutes as corrected. Board Member Long-Curtiss seconded the motion; the motion passed unanimously, Elliott absent.

### **PUBLIC COMMENTS**

Steve Lawrence, 2017 View Court, The Dalles, Oregon

Lawrence encouraged the Board to approve the Development and Disposition Agreement with Tokola.

Dillon Melady, Project Manager, Blue Zones Project, 3591 Klindt Drive, The Dalles, Oregon

Melady stated the Blue Zones Built Environment Committee had identified the First Street area as a potential marquee project. Melady felt the GBHD project would help beautify and add value to First Street.

Attorney Parker suggested the comments on the GBHD project be held until that Action Item was addressed. Chair Miller concurred.

### **ACTION ITEM**

Exclusive Negotiation Agreement with GBHD, LLC

Director Harris presented the staff report.

Board discussion topics included ownership of GBHD, LLC, the timing of initial Agency expenditures, the demolition loan, and budget implications.

In response to Board Member Raleigh's request for updated information, Michael Leash stated additional confidential information had been provided to Director Harris.

Chair Miller invited comments.

Nikki Lesich, 1814 E. 14<sup>th</sup> Street, The Dalles, Oregon

Lesich stated she would like the Board to move forward to the level of discussion. She understood the need for caution, but felt the project was worthwhile.



Robin Miles, 1516 E. 10<sup>th</sup> Street, The Dalles, Oregon

Miles stated she was a downtown business owner and felt many downtown business owners supported this project. Miles said she had been unable to find appropriate space for meetings and out-of-town visitors.

Donna Lawrence, 2017 View Court, The Dalles, Oregon

Lawrence asked if SBH, LLC owned the building, and if Leash had a contract to represent them. Leash replied yes to both questions.

Gabe Redcloud, 4742 Obrist Road, The Dalles, Oregon

Redcloud said the City should take serious consideration of the project.

Thom McDonald, Urban Paper, 415 E. Second Street, The Dalles, Oregon

McDonald stated the Board should entertain the idea of this proposal. He felt the project had merit, and he would like to see significant development downtown.

Dan Durow, 1628 W. 13<sup>th</sup> Street, The Dalles, Oregon

Durow stated, "It costs you nothing to negotiate."

Brian Lauterbach, 122 E. Second Street, The Dalles, Oregon

Lauterbach was not in attendance; he submitted a letter of support, Exhibit 1.

Attorney Parker referred to his memo dated February 9, 2018, which provided the procedure for possible rescission of the motion to approve the Exclusive Negotiating Agreement adopted on January 30, 2018.

Board Member Long-Curtiss moved to rescind the vote of January 30, 2018, to enter into the ENA agreement with GBHD, LLC. Board Member Schwartz seconded the motion; the motion passed unanimously, Elliott absent.

Board Member Kramer moved to authorize the Chair to enter into an Exclusive Negotiating Agreement with GBHD, LLC for the purpose of negotiating the terms of a Development and Disposition Agreement for property located at 200 Union Street and the Urban Renewal Agency-owned property described as Assessor's Map No. 01N-13E-03-BA-01200-00. Board Member Coburn seconded the motion. The motion passed 6-2; Fredrick and Miller opposed, Elliott absent.

## **EXECUTIVE SESSION**

Pursuant to Item VIII. A. of the Urban Renewal Agency Board Agenda dated February 20, 2018, which cites ORS 192.660(2)(e), the Board adjourned to Executive Session at 6:10 p.m.

Chair Miller reconvened the Open Session at 6:55 p.m.

## **OPEN SESSION**

Board Member Schwartz moved to approve the execution of a Development and Disposition Agreement between the Columbia Gateway Urban Renewal Agency and Tokola Properties. Board Member Fredrick seconded the motion. The motion passed 7-1; Long-Curtiss opposed, Elliott absent.

## **ACTION ITEMS**

Authorization to enter into a professional service agreement with AINW, LLC for archeological investigations for 401-407 E. Second Street (Tony's Building), adjoining alleyway and public parking lot

Director Harris presented the staff report.

In response to Board questions, Director Harris stated:

- The work would progress over two fiscal years
- If there was no demolition, the archeological study would not be required at this time
- The recommended motion was not to exceed the stated costs without prior authorization
- Cost estimates for the use of Public Works crews and equipment were not yet complete

Board Member Raleigh moved to authorize the Urban Renewal Manager to enter into a Professional Services Agreement with AINW for the purpose of conducting an archaeological investigation for 401-407 E. Second Street (Tony's Building) and adjoining public alleyway and parking lot (Tax Lots 1N 13E 3BD 1300, 1400, 2200 and 2300) in an amount not to exceed \$74,971.70 without prior written authorization. Board Member Fredrick seconded the motion; the motion passed 7-1; Long-Curtiss abstained, Elliott absent.

## **STAFF COMMENTS**

Director Harris said he had continuing discussions with individuals who expressed interest in purchasing the Blue Building. Harris will bring additional information on the proposal to the March 20, 2018 meeting.

The next regularly scheduled meeting is March 20, 2018.

## **BOARD MEMBER COMMENTS**

Board Member Kramer requested the By-Laws be added to the March 20, 2018, agenda. Chair Miller concurred.

Board Member Baker expressed his appreciation of Staff's efforts on the packet.

## **ADJOURNMENT**

Chair Miller adjourned the meeting at 7:06 p.m.

Respectfully Submitted  
Paula Webb, Planning Secretary

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Linda Miller, Chair

To: Urban Renewal Board  
City of The Dalles, OR

From: Brian Lauterbach  
Citizen, The Dalles, OR

Dear Board,

I am writing in support of a downtown hotel project that is being proposed and represented by Michael Leash of The Dalles, OR this evening. When I think of some of the great projects that are being proposed and some under way in our downtown like the Honald building, the Tokola project, the Civic and Granada remodel it excites me to see those who want to invest into our amazing town. What do I see this hotel doing for our downtown corridor? Well there would be jobs of course, there would be much needed conference space with restaurant and catering services, beds that would help keep visitors in the downtown area which could lead to more businesses wanting to set up shops, restaurants and offices downtown (how bad would that be?) not to mention all the different taxes that would be pulled out of this business. The location is great, the design proposed is beautiful and this project is a win-win for our community.

I support,

Brian Lauterbach

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IMPROVING OUR COMMUNITY

## COLUMBIA GATEWAY URBAN RENEWAL AGENCY CITY OF THE DALLES

### AGENDA STAFF REPORT AGENDA LOCATION: VIII. A.

**DATE:** March 20, 2018

**TO:** Chair and Members of the Urban Renewal Agency Board

**FROM:** Steven K. Harris, AICP  
Urban Renewal Manager

**ISSUE:** **Urban Renewal Agency Resolution No. 18-001, A Resolution of the Columbia Gateway Urban Renewal Agency Approving and Adopting Agency By-laws.**

#### **BACKGROUND**

Attached for the Board's consideration and action are draft Urban Renewal Agency By-laws. This item was previously before the Board on January 16, 2018. Revisions have been made based on comments received at that meeting along with the inclusion of two new sections *Article IV Section 3 Board Members Attendance at Meetings* and *Section 4 Cancellation of Meetings*. The proposed format is based on other similar urban renewal agencies in the state. Ordinance No. 16-1346, revising the status of the Agency Board, and the accompanying City Council agenda report are attached for background.

#### **BOARD ALTERNATIVES**

1. Staff recommends that the Board: ***Move to Adopt Resolution No. 18-001, A Resolution of the Columbia Gateway Urban Renewal Agency Approving and Adopting Agency By-laws.***
2. Move to adopt Resolution No. 18-001 with amendments as identified by the Agency Board.
3. Decline to adopt Resolution No. 18-001.

#### **Attachments**

- URA Resolution No. 18-001 – A Resolution of the Columbia Gateway Urban Renewal Agency Approving and Adopting Agency By-laws
- Urban Renewal Agency Board minutes (dated January 16, 2018)
- City Council agenda report and Ordinance No. 16-1346 (dated September 12, 2016)

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**RESOLUTION NO. 18-001**

**A RESOLUTION OF THE COLUMBIA GATEWAY URBAN RENEWAL AGENCY  
APPROVING AND ADOPTING AGENCY BY-LAWS**

**WHEREAS**, the Columbia Gateway Urban Renewal Agency acting by and through the City of The Dalles, Oregon, pursuant to the provisions of Chapter 457 of the Oregon Revised Statutes, is the duly appointed Urban Renewal Agency of the City of The Dalles, Oregon; and

**WHEREAS**, the Agency wishes to adopt a set of by-laws to govern the conduct and business of the Agency;

**NOW, THEREFORE, THE COLUMBIA GATEWAY URBAN RENEWAL AGENCY DOES RESOLVE AS FOLLOWS:**

**Section 1. By-Laws Approved.** The Agency Board hereby approves and adopted the by-laws attached hereto as Exhibit "A".

**Section 2. Effective Date.** This Resolution shall be effective as of March 20, 2018.

**PASSED AND ADOPTED THIS 20<sup>TH</sup> DAY OF MARCH, 2018.**

Voting Yes: \_\_\_\_\_

\_\_\_\_\_

Voting No: \_\_\_\_\_

Absent: \_\_\_\_\_

Abstaining: \_\_\_\_\_

**AND APPROVED BY THE CHAIR OF THE BOARD THIS 20<sup>TH</sup> DAY OF MARCH, 2018.**

SIGNED:

ATTEST:

\_\_\_\_\_  
Linda Miller, Chair

\_\_\_\_\_  
Paula Webb, Planning Secretary

## **“EXHIBIT A”**

### **COLUMBIA GATEWAY URBAN RENEWAL AGENCY BY-LAWS**

#### **ARTICLE 1 – AUTHORITY**

Section 1. Name: The name of the Agency shall be the Columbia Gateway Urban Renewal Agency, hereinafter referred to as “Agency.”

Section 2. Office: The office of the Agency shall be City Hall of the City of The Dalles, Oregon, or as mutually agreed to by The Dalles City Council and the Agency.

Section 3. Powers and Duties of the Agency: The powers and duties of the Agency shall be as provided by Chapter 457 of the Oregon Revised Statutes and the City of The Dalles Charter and as authorized by The Dalles City Council in accordance with Ordinance No. 16-1346, adopted by The Dalles City Council on September 12, 2016.

#### **ARTICLE II – BOARD MEMBERS**

Section 1. Agency Membership: The Board of the Agency shall be composed of nine members who shall be appointed based upon their positions as follows:

Three of the members shall be City Councilors, who shall be appointed by the Mayor, subject to City Council approval. Two of the members shall be members of the general public representing businesses located within the boundaries of the Urban Renewal District, appointed by the Mayor, subject to City Council approval. The other four members shall represent Wasco County, the Mid-Columbia Fire and Rescue District, the Northern Wasco County Parks and Recreation District, and the Port of The Dalles. Each of these four governmental agencies shall appoint a representative to serve upon the Agency Board.

Section 2. Term of Office: The term of office for each member is covered by City Ordinance.

#### **ARTICLE III – OFFICERS AND PERSONNEL**

Section 1. Officers: The officers of the Agency shall be Chair and Vice Chair.

Section 2. Chair: The Chair shall be elected by a majority of the board members of the Agency and shall preside at all meetings of the Agency. Except as otherwise authorized by resolution of board members, the Chair or Vice Chair shall sign all contracts, deeds, and other instruments made by the Agency. At each meeting, the



Chair shall submit such recommendations and information as the Chair may consider proper concerning the business, affairs, and policies of the Agency.

Section 3. Vice Chair: The Vice Chair shall be elected by a majority of the board members of the Agency and shall perform the duties of the Chair in the absence or incapacity of the Chair; and in case of resignation or death of the Chair, the Vice Chair shall perform such duties as are imposed on the Chair until such time as the Board shall elect a new Chair.

Section 4. Additional Duties: The officers of the Agency shall perform such other duties and functions as may from time to time be required by the Agency or by the by-laws or rules and regulations of the Agency.

Section 5. Election or Appointment: The Chair and Vice Chair shall be elected annually by a majority of board members at the first board meeting following January 1st of each year, and shall hold office for one year or until their successors are elected.

Section 6. Vacancies: Should the offices of the Chair or Vice Chair become vacant, the Board shall elect a successor from its members at the next regular meeting and such election shall be for the un-expired term of such office.

Section 7. Personnel: The Urban Renewal Manager shall serve as the administrator of the Board. The administrator shall keep the records of the Agency, record all votes, keep a record of the proceedings of the Agency, and perform all duties incidental to the office and other duties and functions as may from time to time be required by the Agency, its by-laws or rules and regulations of the Agency. The City Attorney, or designee, shall serve as the legal counsel for the Agency. The Agency may contract with the City of The Dalles for the services of City personnel.

The Board may create additional positions and appoint such personnel as it may from time to time find necessary or convenient to perform its duties and obligations as at such compensation as may be established by the Agency, which appointments shall continue at the pleasure of the Agency or until resignation.

Section 8. Removal: The Chair and/or Vice Chair may be removed at any time by a majority vote of the entire Board.

#### **ARTICLE IV – MEETINGS**

Section 1. Regular Meetings: Regular meetings shall be in accordance with ORS Chapter 192. All meetings shall be held at City Hall in the City of The Dalles, Oregon, or at such other place as the Chair shall determine. A regular meeting may be adjourned to a time and date certain decided by a vote of the majority of the Agency

board members present and voting. No public notice of such adjourned meeting need be given, provided the meeting agenda has not been altered.

Section 2. Special Meetings: The Chair may, when the Chair deems it expedient, and/or shall, upon written request of two board members of the Agency, call a special meeting of the Agency to be held at the regular meeting place, unless otherwise specified in the call, for the purpose of transacting any business designated. Special meetings may also be held at any time by the unanimous consent of all board members of the Agency. Notice of such meeting shall be in accordance with ORS Chapter 192.

Section 3. Board Members Attendance at Meetings: Board members will inform the Chair, Urban Renewal Manager, or Agency secretary if they are unable to attend any Agency meeting. Lack of notification will constitute an unexcused absence.

Section 4. Cancellation of Meetings: A regular or special meeting maybe cancelled by the Urban Renewal Manager, or at the request of the Chair, or the Vice Chair if the Chair isn't available, to the manager. Notification of the cancellation must be provided to the Board and news media.

Section 5. Quorum: Five board members of the Agency shall constitute a quorum for the purpose of conducting its business and exercising its powers and for all other purposes. A majority of the board members of the Agency present and voting shall be necessary to determine any question before the Agency.

Section 6. Manner of Voting: The voting on formal resolutions, matters relating to any federal, state, county or city agency, and on such other matters as may be requested by a majority of the Agency board members shall be by roll call, and the ayes and nays along with board members present and not voting shall be entered upon the minutes of such meeting.

Section 7. Order of Business: At the regular meeting of the Agency, the following shall be substantially the order of business:

- A. Call to Order
- B. Roll Call
- C. Pledge of Allegiance
- D. Approval of the Agenda
- E. Approval of Minutes
- F. Public Comment

- G. Discussion and/or Action items
- H. Staff Comments
- I. Board Member Comments/Questions
- J. Adjourn

Section 8. Resolutions: All resolutions shall be in writing.

Section 9. Roberts Rules: All rules of order not herein provided for or provided for by resolution shall be determined in accordance with Roberts Rules of Order, Newly Revised.

Section 10. Open Meetings: All meetings shall be open to the public, except that any portion of a meeting may be held in executive session if such session is in conformity with ORS Chapter 192.

## **ARTICLE V – PROCEDURES**

Section 1. Standing or Special Committees: The Chair is authorized to refer items to standing or special committees for recommendation and report. Appointments to such committees need not be restricted to board members of the Agency.

Section 2. Authorization of Expenditures: Authorization and approval of the expenditures of money may be made only at a regular meeting or at a special meeting called for that purpose. No authorization or approval of expenditures of money may be made at a special meeting unless all board members of the Agency have been advised in advance of said meeting that such authorizing action is intended to be taken or considered.

## **ARTICLE VI – FINANCIAL**

Section 1. Separate Fund: A separate fund or funds of the City of The Dalles shall be established for the Agency. All disbursements from these funds shall follow the regular disbursement procedures of the City of The Dalles.

Section 2. Budget: Budget procedures shall be in compliance with state budget laws. The committee which reviews the budget of the Agency shall consist of the board members of the Agency and nine citizens appointed by the Mayor, subject to confirmation by the City Council in accordance with city ordinance.

Section 3. Audit: An annual audit of the fund or funds of the Agency shall be performed by the auditor of the City of The Dalles using the same procedures as are used for all other funds of the City and in accordance with state audit laws.

## **ARTICLE VII – AMENDMENTS**

Section 1. Amendments to By-Laws: The by-laws of the Agency shall be amended only with the approval of a majority of all board members of the Agency at a regular or special meeting, but no such amendment shall be adopted unless at least seven (7) days notice thereof has been previously given to all of the board members.



IMPROVING OUR COMMUNITY

## **COLUMBIA GATEWAY URBAN RENEWAL AGENCY**

**CITY OF THE DALLES**

### **MINUTES**

#### **COLUMBIA GATEWAY URBAN RENEWAL AGENCY BOARD**

Meeting Conducted in a Room in Compliance with ADA Standards

**Tuesday, January 16, 2018**

6:00 p.m.

City Hall Council Chambers

313 Court Street

The Dalles, Oregon

#### **CALL TO ORDER**

Chair Elliott called the meeting to order at 6:00 p.m.

#### **ROLL CALL**

Present: Scott Baker, Staci Coburn, Taner Elliott, Linda Miller, Steve Kramer, Darcy Long-Curtiss, and Chuck Raleigh

Absent: John Fredrick and Kathleen Schwartz

Staff Present: Planning Director and Urban Renewal Manager Steve Harris, Finance Director Angie Wilson and Public Works Director Dave Anderson

#### **PLEDGE OF ALLEGIANCE**

Chair Elliott led the Pledge of Allegiance.

#### **APPROVAL OF AGENDA**

Vice Chair Miller moved to approve the agenda; Board Member Kramer seconded the motion. The motion passed unanimously.

#### **APPROVAL OF MINUTES**

Board Member Kramer moved to approve the November 21, 2017, minutes as written. Board Member Coburn seconded the motion; the motion passed unanimously.

#### **PUBLIC COMMENTS**

None.

## **EXECUTIVE SESSION**

Pursuant to Item VII. A. of the Urban Renewal Agency Board Agenda dated January 16, 2018, which cites ORS 192.660(2)(e), the Board adjourned to Executive Session at 6:05 p.m.

Chair Elliott reconvened Open Session at 6:39 p.m.

## **OPEN SESSION**

Chair Elliott directed Staff to continue negotiations on the Blue Building property.

## **ACTION ITEM**

### **Urban Renewal Agency By-Laws**

Director Harris presented the staff report and a drafted compilation of by-laws for the Board's consideration.

Discussion topics included the terms of office and verbiage clarification.

Board members will submit proposed corrections to Staff and vote on the by-laws at a future meeting.

### **Review of Urban Renewal Agency Financials and Budget**

Director Harris presented the staff report. Finance Director Wilson reviewed the budget.

Discussion topics included priority projects, property rehabilitation grants, applications submitted and changes to the budget.

Board consensus was to freeze property rehabilitation grants until the end of fiscal year 2017/2018.

**Authorization to enter into agreement with Archeological Investigations Northwest (AINW) for archeological investigations for 401-407 E. 2nd Street (Tony's Building), adjoining alleyway and public parking lot**

Director Harris presented the staff report.

Board consensus was to postpone the archeological investigation.

## **ADJOURNMENT**

Chair Elliott adjourned the meeting at 7:25 p.m.

Respectfully Submitted  
Paula Webb, Planning Secretary

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Taner Elliott, Chair



## AGENDA STAFF REPORT

### AGENDA LOCATION: Public Hearing Item #11-A

**MEETING DATE:** September 12, 2016

**TO:** Mayor and City Council

**FROM:** Gene Parker, City Attorney

**ISSUE:** Approval of General Ordinance No. 16-1346 revising the structure of the Urban Renewal Agency Board

**BACKGROUND:** On December 14, 1998, the City Council adopted General Ordinance No. 98-1228 which created a change in the structure of the board exercising the powers of the Columbia Gateway Urban Renewal Agency, by establishing the City Council as the Agency's governing body, and creating a citizen's advisory committee consisting of representatives of local taxing districts and the public at large. Following a joint work session of the Agency Board and the Urban Renewal Advisory Committee, it was the consensus of the Agency Board members and the Advisory Committee that the structure of the Board exercising the Agency's powers be revised to establish one board, and to dissolve the Urban Renewal Advisory Committee.

The ordinance proposes to vest the powers of the Urban Renewal Agency in a nine-person board. The board would include three City Councilors, two members of the general public representing businesses located within the boundaries of the Urban Renewal District, and representatives of Wasco County, the Mid-Columbia Fire and Rescue District, the Northern Wasco County Parks and Recreation District, and the Port of The Dalles.

Section 3 sets the process for appointment of the members of the proposed board. The Mayor would appoint the three Council members and two public members, subject to the Council's approval. The four listed governing bodies would appoint a representative to serve on the agency board.

Section 6 contains the provisions for the terms of the public members, City Councilors, and representatives of the designated government bodies. The initial term of the public members would be staggered so that one member would be initially appointed to a one

year term, and the other member would be appointed to a two year term. After the expiration of the initial term for a public member, they could be appointed for a three year term or a new public member could be appointed. The terms of a council member, or a representative of a public body who is a member of the public body would be concurrent with the term of office which the Council member or public official holds at the time of appointment. For a representative of one of the four designated government bodies who is not a member of the public body, they would be appointed for a three year term.

Section 7 sets forth provisions concerning the membership of the Budget Committee. The nine members of the new board would serve on the Budget Committee. Oregon budget law would require that an equal number of citizen electors would need to be appointed to the Budget Committee. If the Agency could not find nine citizens who would be willing to serve on the Agency Budget Committee, then the Budget Committee would consist of the members of the Agency board, and those citizens willing to serve on the Budget Committee. If no citizens are willing to serve on the Budget Committee for the Agency, the Agency Board members would serve as the Budget Committee for the Agency.

Section 8 provides that the administration, management, and direction of the Agency would be the responsibility of the proposed new Agency Board.

**BUDGET IMPLICATIONS:** None.

**BOARD ALTERNATIVES:**

1. Staff recommendation: *Move to adopt General Ordinance No. 16-1346 as proposed by title.*
2. Identify any provisions which the Council believes should be revised, and move to recommend to the Urban Renewal Agency that it approve those changes.
3. Decline to adopt General Ordinance No. 16-1346.



**GENERAL ORDINANCE NO. 16-1346**

**AN ORDINANCE AMENDING CERTAIN PROVISIONS OF GENERAL  
ORDINANCE NO. 90-1106, CHANGING THE STRUCTURE OF THE  
BOARD EXERCISING THE URBAN RENEWAL AGENCY'S POWERS**

**WHEREAS**, on December 14, 1998, the City Council adopted General Ordinance No. 98-1228 which created a change in the structure of the board exercising the powers of the Columbia Gateway Urban Renewal Agency, by establishing the City Council as the Agency's governing body, and creating a citizen's advisory committee consisting of representatives of local taxing districts and the public at large; and

**WHEREAS**, following a joint work session of the Columbia Gateway Urban Renewal Agency Board and the Urban Renewal Advisory Committee, it was the consensus of the members of the Agency Board and the Urban Renewal Advisory Committee that the structure of the Board exercising the Urban Renewal Agency's powers should be revised to establish one board, and to dissolve the Urban Renewal Advisory Committee; and

**WHEREAS**, the City Council desires to proceed with implementing the change in the structure of the Agency's Board, as recommended during the joint work session of the Urban Renewal Agency Board and the Urban Renewal Advisory Committee;

**NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF DALLES  
ORDAINS AS FOLLOWS:**

Section 1. Section 3 of General Ordinance No. 90-1106 shall be amended to read as follows:

Section 3. The City Council further declares, pursuant to ORS 457.045(2), that all of the rights, powers, duties, privileges and immunities granted to, and vested in, an Urban Renewal Agency by the laws of the State of Oregon shall be exercised by and vested in the Urban Renewal Agency of the City of The Dalles, Oregon, which Agency Board shall be composed of three City Councilors, two members of the general public representing businesses located within the boundaries of the Urban Renewal District, and representatives of Wasco County, the Mid-Columbia Fire and Rescue District, the Northern Wasco County Parks and Recreation District, and the Port of The Dalles.

Section 2. Sections 5, 6, 7, 8, 9, and 10 of General Ordinance No. 90-1106 shall be deleted, and replaced with new Sections 5 and 6, which shall read as follows:

Section 5. Membership and appointment. The Urban Renewal Agency Board shall consist of nine members. Three of the members shall be City Councilors, who shall be appointed by the Mayor, subject to City Council approval. Two of the members shall

be members of the general public representing businesses located within the Urban Renewal District, appointed by the Mayor, subject to City Council approval. The other four members shall represent Wasco County, the Mid-Columbia Fire and Rescue District, the Northern Wasco County Parks and Recreation District, and the Port of The Dalles. Each of these four governmental agencies shall appoint a representative to serve upon the Agency Board.

Section 6. Terms.

- A. Public members. The terms of office of a public member shall be three years (except for the terms of initial appointment) commencing upon the date of appointment occurring during the year of appointment, or until a successor is appointed and qualified. For the initial appointments, the terms of office shall be staggered so that the terms of the two public members do not expire in the same year; i.e., one member shall be appointed to a one year term, and another member shall be appointed to a two-year term. At the expiration of the term of any public member of the Agency Board, the Mayor shall appoint a new member, or reappoint a member for a term of three years. A vacancy in a position of a public member of the Agency Board shall be filled by appointment by the Mayor to serve the unexpired term. No person shall hold appointment as a public member of the Agency Board for more than two full consecutive terms, but any person may be appointed again after an interval of one year.
- B. City Councilors. The term of office of each member of the Urban Renewal Agency Board that is a member of the City Council shall be concurrent with that member's individual term of office, commencing with the date of appointment to the Urban Renewal Agency Board.
- C. Representatives of Designated Government Bodies. For the members representing one of the four designated governing bodies, the term of appointment shall be as follows: in the case of a representative who is not a member of the appointing governing body, the term of appointment shall be three years from the date of appointment, and shall continue until the term expires, or until a successor is qualified and appointed to take their place; in the case of a representative who is a member of the appointing governing body, the term of appointment shall be concurrent with the member's individual term of office which the member holds at the time of appointment, and shall continue until that term of office expires, or a successor is qualified and appointed to take their place.

Section 3. Section 11, Budget Committee Membership, of General Ordinance No. 90-1106 shall be renumbered Section 7, and be amended to read as follows:

Section 7. Budget Committee Membership. The members of the Urban Renewal Agency Board shall also serve on the Budget Committee for the Urban Renewal Agency.

Citizens who are electors and willing to serve on the Budget Committee shall be appointed by the Mayor, subject to confirmation by the City Council, to serve three year terms in accordance with the provisions of Oregon local budget law, with the terms to be staggered so that, as near as practicable, one-third of the terms of the appointive members end each year; provided further that in the case of an appointment of a citizen which was necessitated by the increase in the membership of the governing body of the Urban Renewal Agency, those additional appointive members of the Budget Committee shall be appointed for such terms so that they, together with members previously appointed to the Budget Committee, will be divided into three equal or approximately equal groups as to the length of the terms.

Section 4. Section 12, Administration of Agency, of General Ordinance No. 90-1106 shall be renumbered Section 8, and be amended to read as follows:

Section 8. Administration of Agency. The actual administration, management, and direction of the Columbia Gateway Urban Renewal Agency shall be the responsibility of the Urban Renewal Agency Board.

**PASSED AND ADOPTED THIS 12TH DAY OF SEPTEMBER, 2016**

Voting Yes, Councilor: \_\_\_\_\_  
Voting No, Councilor: \_\_\_\_\_  
Absent, Councilor: \_\_\_\_\_  
Abstaining, Councilor: \_\_\_\_\_

**AND APPROVED BY THE MAYOR THIS 12TH DAY OF SEPTEMBER, 2016.**

\_\_\_\_\_  
Stephen E. Lawrence, Mayor

Attest:

\_\_\_\_\_  
Izetta Grossman, City Clerk

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IMPROVING OUR COMMUNITY

COLUMBIA GATEWAY URBAN RENEWAL AGENCY

CITY OF THE DALLES

## COLUMBIA GATEWAY URBAN RENEWAL AGENCY

### STAFF REPORT

**MEETING DATE:** December 29, 2015

**FROM:** Julie Krueger, Interim City Manager

**ISSUE:** Discussion Regarding Urban Renewal Projects and Priorities.

**BACKGROUND:** Interest has been expressed to conduct this work session to discuss numerous items, including whether infrastructure projects can be constructed with Urban Renewal funds, the current list of projects, possible changes to the priority of the project list, and re-prioritization of existing projects. A separate staff report will also be provided by the Finance Director regarding how projects are funded and current available funds.

**Infrastructure Projects.** The Urban Renewal Plan includes language that does allow for infrastructure projects to be constructed based on the definition of blight. Included in the definition of blighted areas is Section E, which includes the existence of inadequate streets and other rights-of-way, open spaces and utilities. This definition would allow for certain infrastructure type projects to be included in the project list.

**Current Projects and Status.** The most recent project list is as follows:

**Washington Street Underpass:** With the additional costs associated with this project, it was decided to postpone. Grant funds from ODOT were returned because there were insufficient funds to complete the project.

**First Street Streetscape:** This project was originally a stand alone project, but was included as part of the Granada Block Redevelopment project. Preliminary designs and costs are completed, as are archeological and environmental reports.

**Granada Block Redevelopment:** This project was sent out for development proposals following the default of the development agreement with a previous party. The RFP's are due on December 29. It's unknown at this time what Urban Renewal's contribution may be.

3) \$ 10,792,252.56 – and Urban Renewal Portion. The Official Statement of the Bond reads: *“The Urban Renewal Plan governs the 318 acre Urban Renewal Area located downtown and to the northwest of the downtown along Interstate-84. The Urban Renewal Projects include projects authorized in the Urban Renewal Plan, the Urban Renewal Refinancing, and funding of the Urban Renewal Reserve. Projects authorized in the Urban Renewal Plan that remain to be completed include: (i) improvements to the East Gateway and Brewery Grade intersection; (ii) additional access to the riverfront, festival area, and Marine Terminal; (iii) streetscape improvements on 1<sup>st</sup>, 3<sup>rd</sup>, Washington, and 4<sup>th</sup> Streets; (iv) downtown parking facilities; (v) West Gateway and West 2<sup>nd</sup> Street infrastructure; (vi) property rehabilitation program including second story rehabilitation; (vii) further development of the Mill Creek Greenway; (viii) 3<sup>rd</sup> Place street improvements; and (ix) Penney’s Block redevelopment.”*

a) \$ 2,441,865.06 – Urban Renewal Refinancing. This was used to pay off the existing Urban Renewal Bond. Principal = \$240,000.00; Interest = \$41,865.06.

b) \$ 350,387.50 – Urban Renewal Reserve. This was established per the Bond requirements to ensure that one additional year of principal and interest payments for the Bond is always funded in the budget.

c) \$8,000,000 – Urban Renewal Projects. These funds have all been transferred into the City Special Grants Fund for use on authorized Urban Renewal Projects. Bond funds spent on projects are as follows:

- i) \$3,092,860 - Festival Area
- ii) \$ 19,680 – Downtown Parking Structure.
- iii) \$ 208,010 – Granada Block (does not include purchase of the buildings).
- iv) \$ 26,744 – Property Rehabilitation – Civic Auditorium Improvements
- v) \$ 780,641 – Property Rehabilitation – Flour Mill
- vi) \$ 55,347 – Property Rehabilitation – Flour Mill Tank
- vii) \$ 100,000 – Thompson Park Skate Park
- viii) \$ 246,878 – Waldron Building Stabilization
- ix) \$ 820,863 – Washington St/1<sup>st</sup> St Tunnel
- x) \$ 39,290 – 3rd Place Street Improvements – Engineering

Adding in the interest received on the unexpended 2009 FFCO Bond funds, there is approximately \$2,665,354 of 2009 FFCO Bond proceeds left of the Urban Renewal Projects Portion in the City’s Special Grants Fund 018. Currently those funds are included in the budgets for the Granada Block (\$570,000), the Downtown Parking Structure (\$3,720,000), and the Washington/1<sup>st</sup> St Tunnel Project (\$7,140,000).

If the Council chooses to consider using the remaining 2009 FFCO Bond funds for projects other than those indicated in the Bond statement, we would need to consult our Bond Attorney as to how to proceed.



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COLUMBIA GATEWAY URBAN RENEWAL AGENCY  
CITY OF THE DALLES

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JOINT WORK SESSION

Urban Renewal Agency  
and  
Urban Renewal Advisory Committee

December 29, 2015  
5:30 p.m.  
City Council Chamber  
313 Court Street, The Dalles, Oregon

**AGENDA**

1. CALL TO ORDER
2. DISCUSSION REGARDING URBAN RENEWAL PROJECTS AND PRIORITIES
  - A. Funding of Projects (Bonds)
  - B. Current Funding Available
  - C. Current Projects
  - D. Proposed Changes and Additions to Project List
  - E. Review Prioritization of Project List
3. ADJOURNMENT

---

Prepared by/  
Julie Krueger, MMC  
City Clerk

A handwritten signature in blue ink, appearing to read 'Julie Krueger', is written over a horizontal line.

5-71  
Audits  
Agenda & Report  
Budget  
Core Plan

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CITY of THE DALLES  
313 COURT STREET  
THE DALLES, OREGON 97058

(541) 296-5481  
FAX (541) 296-6906

## STAFF REPORT CITY OF THE DALLES

MEETING DATE	AGENDA LOCATION	AGENDA REPORT #
December 29, 2015		

**TO:** Honorable Mayor and City Council

**FROM:** Kate Mast, Finance Director

**DATE:** December 09, 2015

**ISSUE:** Urban Renewal Funding – 2009 FFCO Bond

**BACKGROUND:** The City of The Dalles issued the 2009 FFCO Bond and received net proceeds of \$12,945,840.25. The uses of these funds were as follows:

- 1) \$ 150,257.43 – Underwriting, Insurance and Costs of Issuance.
- 2) \$ 2,003,330.26 – LID Portion. The Official Statement of the Bond reads: *“The West 1<sup>st</sup> Street, Terminal Way and Bargeway Road Reconstruction Local Improvement District (the “Local Improvement District”) is located in the East Port Industrial Park. The Local Improvement District includes four properties: (i) City of The Dalles Public Works Facility, (ii) Oregon Cherry Grower’s Riverside processing plant, (iii) Union Pacific Railroad, and (iv) Meadow Outdoor Advertising Offices and Workshops. The LID Projects include new storm sewer, street improvements, curbs/gutters and sidewalks, and replacement of water and sewer lines. The City is paying for 84 percent of the project costs and the other properties will be assessed for the remaining cost. The City will be using water and sewer user fee revenues and general fund resource to pay for its share of the project debt.”* In another paragraph, it states that the 1<sup>st</sup> St LID *“and other public facilities (the “LID Projects”)*” will be funded with the proceeds of the Bond. Bond funds spent on LID Projects are as follows:
  - a) \$ 673,926 – West 1<sup>st</sup> LID Phase I
  - b) \$1,024,815 – West 1<sup>st</sup> LID Phase II
  - c) \$ 304,589 – 7<sup>th</sup> Street LID (added FY14/15)

**Parking Structure:** This project is on hold, pending determination of uses for Tony's Building and Granada Block proposals.

**Civic Auditorium Theater:** Funds were provided for architectural design work.

**Lewis and Clark Festival Park Fountain:** This project is nearing completion.

**Third Street Streetscape:** Project is ready to proceed, pending funding.

**West Gateway:** Preliminary design work is completed, pending funding.

**Fourth Street Streetscape:** No work has been started on this.

**Third Place Streetscape:** Project is ready to proceed, pending funding.

**Mill Creek Greenway:** Mill Creek Greenway project has had a lot of recent interest in completing. The non-profit group is urging that the project be pursued at this time. Property would need to be transferred to Parks & Recreation District and a plan developed for the project and future maintenance. This project also fits very well with the City's support of HEAL program (Healthy Eating, Active Living) and the community's ability to support bicycle events in the future. This project is also mentioned in City Council Goal B, 12 to partner with entities and agencies to improve pedestrian and bicycle connections to the Riverfront Trail.

**West Second Street:** Preliminary design work completed from West Gateway to I-84 interchange, should be prioritized in conjunction with West Gateway project.

### **Proposed Changes and Additions to Project List**

**Washington Street/First Street Streetscape:** Consider developing a project for the plaza portion of the Washington Street project. This could include landscape treatment along First Street and a plaza or gathering area. One suggestion was to develop the area near the Veteran's Service Office, which would fit well. A new project would need to be designed.

**Tony's Building Revitalization:** The project noted above could fit well with revitalizing the Tony's Building neighborhood and at this writing, it is unknown what other contributions Urban Renewal may be able to provide toward the revitalization of this building.

**West Second Street Infrastructure:** Consider funding for utility lines between Webber Street and the I84 overpass to attract new business to the area (removal of blight).

**Prioritization of Projects.** Partnerships, opportunities, and timing are the driving factors for re-prioritizing the project list. It should be reviewed on an annual basis to ensure the funds are providing the best value to increase revitalization and remove blight.

Based on available funds and opportunities, the following is a suggested starting place for prioritization and changed or new projects:

Washington Street Plaza (may include First Street streetscape and/or Veteran's area)  
Tony's Building Revitalization  
Granada Block Redevelopment  
Mill Creek Greenway  
Third Street streetscape  
West Second Street infrastructure  
West Gateway

This prioritization of projects would provide a balance of revitalization and infrastructure, all removing blight conditions and offers the best ability to increase neighborhood value. It also considers timing, opportunity, and partnerships with other entities and private investment.

**RECOMMENDATION:** Meet with Urban Renewal Advisory Committee to discuss funding issues and prioritization of projects.

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## MINUTES

### COLUMBIA GATEWAY URBAN RENEWAL AGENCY JOINT WORK SESSION WITH URBAN RENEWAL ADVISORY COMMITTEE January 4, 2016

CITY COUNCIL CHAMBERS  
313 COURT STREET  
THE DALLES, OREGON

**PRESIDING:** Chair Steve Lawrence

**AGENCY PRESENT:** Dan Spatz, Tim McGlothlin, Linda Miller, Russ Brown, Taner Elliott

**COMMITTEE PRESENT:** Gary Grossman, Greg Weast, Atha Lincoln, John Nelson, Jennifer Dewey, Steve Kramer, John Willer

**STAFF PRESENT:** Interim City Manager Julie Krueger, Recording Secretary Izetta Grossman, Project Coordinator Daniel Hunter, Public Works Director Dave Anderson, Finance Director Kate Mast, Business Development Director Gary Rains

### CALL TO ORDER

The meeting was called to order by Chair Lawrence at 5:31 p.m.

### ROLL CALL

Roll call was conducted by Recording Secretary Izetta Grossman; Phil Lewis absent.



### DISCUSSION REGARDING URBAN RENEWAL PROJECTS

After discussion it was determined that to best proceed with planning for the Urban Renewal Agency staff would: schedule a meeting with Elaine Howard to provide more information to the group on Urban Renewal; research legality and options to present regarding different structures for the Urban Renewal Agency/Committee; review whether the Urban Renewal projects (once defined) will align with the City's goals and Comprehensive Plan; and research what total indebtedness is for the Urban Renewal Agency.

There was also discussion on having a bond attorney speak to the group at another time to assist the Agency in understanding Bonds.

### **RECESS INTO AGENCY MEETING**

Work Session concluded at 6:55 p.m. Agency Board continued meeting for discussion of Exclusive Negotiation Agreement with Tokola Properties, Inc..

### **EXCLUSIVE NEGOTIATION AGREEMENT**

Project Coordinator Daniel Hunter and Business Development Director Gary Rains reviewed the staff report.

Rains identified the next five steps as:

1. Sign the Exclusive Negotiation Agreement
2. Complete the Appraisal of Future Value (estimated cost of \$7,000). He said this appraisal would give answers needed to complete the Pre-determination letter for BOLI.
3. Send Pre-determination letter to BOLI.
4. Finalize Disposition and Development Agreement with developer.
5. Complete purchase of property (City purchases; Urban Renewal pays City back)

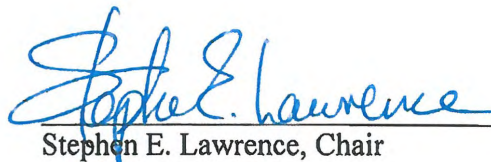
Rains said the purchase price of the Tony's building is \$450,000, this included two tax lots. He also said that a City/Urban Renewal contribution of over \$750,000 would trigger BOLI regulations. Rains said the target construction date is 2017.

It was moved by Miller and seconded by Elliott to approve that the Agency Manager proceed with an Exclusive Negotiating Agreement between the Agency and Tokola Properties and Design for the purpose of completing a mixed-use development in downtown The Dalles; and that the Urban Renewal Agency take the actions necessary to purchase the property for that development. The motion carried unanimously.

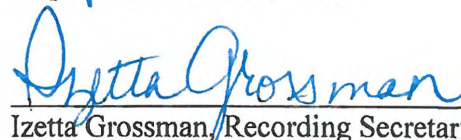
Being no further business, the meeting adjourned at 7:30 p.m.

Submitted by/  
Izetta Grossman  
Recording Secretary

SIGNED:

  
Stephen E. Lawrence, Chair

ATTEST:

  
Izetta Grossman, Recording Secretary

## MINUTES

Regular City Council Meeting

September 12, 2016

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### **CITY COUNCIL REPORTS**

Brown said that Public Works had been busy and doing a great job.

McGlothlin reported that the security camera at Kelly View point had been installed, he attended the Library Children's Wing ribbon cutting and the Union Pacific Railroad meeting with elected officials. He said the Lions Club and Leo's would be planting trees and painting the underpass toward the Discovery Center.

Miller reported attending a Planning Commission meeting regarding AP Recycling, she said the Planning Commission wanted AP to fence or landscape the property; attended an Urban Renewal meeting; and attending cruise in events.

Mayor Lawrence asked McGlothlin about loop technology that had been discussed for the Council Chamber. McGlothlin explained loop technology as a wire around the parameter of the room that creates a direct feed to hearing aids, making it easier for those with hearing aids to clearly hear meetings.

Mayor Lawrence reported meeting pilots of the Vampire Squadron; attending the Union Pacific Railroad meeting, he said the UP President was in attendance. He said he would be attending a Gorge Commission meeting and would be reminding them of the importance of defining major/minor amendment to the Urban Growth Boundary. He said he addressed The Dalles High School Football team and gave them city pins and support.

### **CONSENT AGENDA**

It was moved by Elliott and seconded by Miller to approve the Consent Agenda as presented. The motion carried, Spatz absent.

Items approved by Consent Agenda were: 1) Approval of July 25, 2016 Regular City Council Meeting Minutes; 2) Approval of Resolution No. 16-025 Accepting Dedication of Property for Street Purposes.

### **PUBLIC HEARINGS**

#### **Adoption of General Ordinance No. 16-1346 Restructuring of the Urban Renewal Agency Board**

This item was under public hearings to allow for public comment only. City Attorney Parker reviewed the staff report.

## MINUTES

Regular City Council Meeting

September 12, 2016

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Mayor Lawrence asked if there was any public comment. Hearing none he closed the hearing.

Elliott asked if the effect date could be changed to January. City Manager Krueger said the date could be made later, however the law wouldn't go into effect for 30 days and then appointments would need to be made.

In response to a question Krueger said currently the City Manager was the Urban Renewal Manager, however she planned to return the management of Urban Renewal Agency to the Planning Director after the new director had time to settle into the position.

In response to a question City Attorney Parker said the Mayor would appoint the Councilors (one of which could be the Mayor) and the citizens to the board with the concurrence of the Council. He said the committee would elect the chair.

City Clerk Grossman read General Ordinance No. 16-1346 Amending Certain Provisions of General Ordinance No. 90-1106, Changing the Structure of the Board Exercising the Urban Renewal Agency Powers by title only.

It was moved by Brown and seconded by Elliott to Adopt General Ordinance No. 16-1346 Amending Certain Provisions of General Ordinance No. 90-1106, Changing the Structure of the Board Exercising the Urban Renewal Agency Powers by title only. The motion carried, Spatz absent.

### **CONTRACT REVIEW BOARD ACTIONS**

#### **Authorization of Second Amendment to Progressive Design-Build Agreement for The Dalles Wastewater Treatment Plant Upgrade, Contract No. 2015-004**

Public Works Director Anderson reviewed the staff report.

In response to a question Anderson said CH2M and Kennedy Jenks were part of the design team. He also said sizing of the build out anticipated impact of businesses going into the Port property.

It was moved by McGlothlin and seconded by Miller to authorize the Second Amendment to the Progressive Design-Build Agreement for The Dalles Wastewater Treatment Plant Upgrade, Contract No. 2015-004 in an amount not to exceed \$327,503. The motion carried, Spatz absent.





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COLUMBIA GATEWAY URBAN RENEWAL AGENCY  
CITY OF THE DALLES

**AGENDA STAFF REPORT**  
**AGENDA LOCATION: VIII. B.**

**DATE:** March 20, 2018

**TO:** Chair and Members of the Urban Renewal Agency Board

**FROM:** Steven K. Harris, AICP  
Urban Renewal Manager

**ISSUE:** Release of Budgeted Engineering Funds for Proposed Mill Creek Trail

**BACKGROUND**

The Urban Renewal Agency's FY2017-18 budget includes \$94,500 in funds to assist with design and engineering services costs for the proposed Mill Creek Trail.

**DISCUSSION**

Attached for the Board's consideration is a letter from the Northern Wasco County Parks and Recreation District (District) requesting release of the Mill Creek Trail engineering funds included in the FY2017-18 Agency budget. As approved, the \$94,500 is intended to provide assistance to the District for design and engineering services costs, upon resolution of maintenance funding and responsibility for the proposed trail.

As originally envisioned the off-street bicycle/pedestrian trail would begin at W. 2nd Street (Thompson Park) follow Mill Creek southerly to the W. 8th Street terminus. The conceptual trail alignment would be located on property owned by the District and/or City/Agency.

The District Board of Directors recently decided to segment the trail project into two phases: Segment 1 would be from W. 8th Street to the W. 6th Street Bridge. Segment 2 would continue north from W. 6th Street Bridge to W. 2nd Street.

Segment 2 has been identified by the District as the priority trail segment, occurring within the boundaries of Thompson Park. Since this segment is located on District property, the question of trail maintenance responsibility has been satisfied. Therefore the District wishes to proceed with design and engineering services for this segment and is requesting release of Agency funds. Agency staff concurs with the District that the maintenance issue has been resolved for this segment of the proposed trail.

The proposed Mill Creek Trail has also been identified in the City's 2017 Transportation System Plan (TSP) as a priority bicycle and pedestrian facility.

### **BUDGET IMPLICATIONS**

\$94,500 has been included in the Agency's engineering services account since adoption of the FY2016-17 budget. This amount was an estimate of design and engineering costs for the entire length of the proposed trail based on the 2011 conceptual alignment/design (W. 2nd Street to W. 8th Street). Updated design and engineering costs based on the 2011 trail concept are now estimated at approximately \$112,000, with \$75,000 estimated for Segment 2 (W. 2nd Street to W. 6th Street Bridge). Construction costs for trail Segment 2 were estimated at \$350,000 in 2011, these costs have yet to be updated.

The Agency's proposed FY2018-19 budget reflects the \$75,000 amount. This reduced amount is also reflected staff's projected FY2017-18 ending fund balance for the Agency's engineering services account.

The District Board is requesting that the original \$94,500 amount be retained in the Agency's budget and that the difference (\$19,500) be used to fund any additional costs to their Thompson Park master planning process that may be needed to incorporate the proposed trail alignment through the park property.

As of this date the District has provided no additional details or cost estimates attributed to the trail and park planning efforts. It could be assumed that the 2011 conceptual trail alignment would have already been included in the overall master planning efforts for Thompson Park, and that therefore no additional consultant expenses would be incurred.

The Agency's original \$94,500 was intended to assist with design and engineering services costs for the entire trail length, not just the first phase. Any savings at this time could potentially be available to assist the District with costs associated with trail Segment 2 design and engineering services costs.

District staff will provide project/contract management oversight of the design and engineering services work, reviewing and approving consultant invoices which will be forwarded to the Agency for review and processing.

## **BOARD ALTERNATIVES**

1. Staff recommends that the Urban Renewal Agency Board: ***Move to authorize expenditure of up to \$75,000 from account no. 200-6700-419.3410 for design and engineering services costs for Segment 2 of the proposed Mill Creek Trail, and to defer action on the remaining \$19,500 until the Agency's proposed FY2018-19 budget is considered by the Budget Committee and Agency Board.***
2. Move to authorize expenditure of \$94,500 from account no. 200-6700-419.3410 for design and engineering services costs for Segment 2 of the proposed Mill Creek Trail, and to apply any remaining funds to additional costs for the Thompson Park master planning efforts that are attributed to the accommodation of Segment 2 of the proposed Mill Creek Trail.
3. Move to decline authorization of design and engineering services funds for the proposed Mill Creek Trail.

## **Attachments**

- Letter from Scott Baker, Executive Director NWCPRD (dated March 1, 2018)
- Mill Creek Trail, proposed alignment of Segment 2 (dated 2011)



March 1, 2018

Steve Harris, Planning Director  
Columbia Gateway Urban Renewal Agency Board  
The Dalles City Hall  
313 Court Street  
The Dalles, Oregon

**RE: Release of Budgeted Engineering Funds for Proposed Mill Creek Trail**

Dear Director Harris and Members of the Urban Renewal Agency Board;

**This letter is a request from the Northern Wasco County Parks & Recreation District (NWCPRD) for UR Agency Board approval to:**

- **Complete engineering and design work for “Segment 2” of the proposed Mill Creek Greenway Trail utilizing the \$94,500 currently allocated in your approved 2017-18 budget;**
- **Include the routing, lighting, and landscape architecture for the proposed trail as part of the engineering and design costs; and**
- **Approve “rolling over” any funds that are unspent in this fiscal into the 2018/2019 FY.**

The NWCPRD would serve as the Project Manager, and have this work completed by our consultants: Cameron McCarthy and Tenneson Engineering.

We believe the timing is right for taking this next step in the Mill Creek Trail development process. The Blue Zones Project has selected the proposed Mill Creek Trail as one of their “Marquee” development projects to support. The Park District Board has authorized moving forward with the trail project and working in cooperation with the Blue Zones Program. The Park District is in the middle of a Master Planning process that is going to provide a long term Parks and Recreation vision for the community, which will incorporate the entire Mill Creek Greenway area from the Columbia River to 8<sup>th</sup> Street. Additionally, the City recently updated the Transportation System Plan and has identified the proposed Mill Creek Trail “Segment 2” as a High Priority project.

While the entire Mill Creek Greenway will be covered in our Master Planning process, the initial focus of our engineering/architectural work for the proposed trail would be on “Segment 2”, the component from 2<sup>nd</sup> Street to 6<sup>th</sup> Street. We have chosen this segment to build first because all of the property in this area is owned by Parks & Recreation. As such, there would be no need to transfer property, secure easements, write maintenance agreements, etc. that could hinder timely completion of the project. This would also eliminate any substantive delays in construction once the design/architectural work is completed.



Our deliverables for the expenditure of these Agency funds would be the completed construction/architectural documents for the proposed “Segment 2” of the trail, ready to be used for going out to bid.

Also, if this request is approved by the UR Board, I would commit to moving forward, in parallel with this engineering/architectural work, to:

- Identify the potential funding sources for the construction work;
- Begin the preliminary work of developing grant application/s; and
- Work with local trail supporters to secure the local match required for the grant funding, so that the construction grant applications could be completed and submitted at the earliest possible date.

The engineering funds from the Urban Renewal Agency will be a major catalyst for the entire project. The time is now to move forward with this trail project that will ultimately benefit our entire community.

Thank you for your consideration.

Sincerely,

Scott Baker  
Executive Director  
NWCPRD

cc: Catherine Whalen, Chair, NWCPRD Board  
Leticia Valle, Managing Director, Blue Zones Project  
Bruce Lumper, Vice President, The Dalles Riverfront Trail Board  
Gene Parker, The Dalles City Attorney  
Matthew Klebes, Assistant to the City Manager







IMPROVING OUR COMMUNITY

COLUMBIA GATEWAY URBAN RENEWAL AGENCY

CITY OF THE DALLES

## **AGENDA STAFF REPORT**

### **AGENDA LOCATION: IX. A.**

**DATE:** March 20, 2018

**TO:** Chair and Members of the Urban Renewal Agency Board

**FROM:** Matthew Klebes  
Assistant to the City Manager

**ISSUE:** City of The Dalles Brownfield Database Project

#### **BACKGROUND**

Business Oregon offers a Brownfields Program to assist individuals, non-profit organizations, and local governments with financing to evaluate, cleanup, and redevelop brownfields. Brownfields are properties where expansion or redevelopment is complicated by actual or perceived environmental contamination.

An Integrated Planning Project will help facilitate the redevelopment of brownfield properties through the creation of a database of such properties detailing their potential brownfield related challenges as well as rank their priority. This database and prioritization will help public and private stakeholders in redeveloping property as well as acquire additional financial resources, such as State or Federal grants, needed to remediate issues.

Staff is proposing to utilize the boundaries of the Urban Renewal Agency as the focus area for the Integrated Planning Project. This area encompasses a large majority of underutilized properties with potential issues and will also allow potential leverage of existing Urban Renewal programs with potential State and Federal grants. Business Oregon will provide \$25,000.00 to hire a consultant to work with staff and local stakeholders to deliver the database. In-kind staff time will fulfill the grant match of \$2,500.00 (see attached application).

Staff is taking this opportunity to inform the Board of this potential grant, project scope, and intent to utilize the URA boundaries for feedback.

#### **Attachment**

- Oregon Business Brownfields Grant Application

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## APPLICATION - General

**Oregon Business Development Department**  
**Attn: Karen Homolac**  
**775 Summer St. NE, Suite 200**  
**Salem, Oregon 97301-1280**  
**Mobile: (971) 239-9951**  
[karen.homolac@oregon.gov](mailto:karen.homolac@oregon.gov)

**Applicant:** City of The Dalles

**Project Name:** City of The Dalles Brownfield Database Project

### Applicant Information

#### Applicant's Organization Type:

- ☒ City
 ☐ Special District, organized under ORS
 ☐ For-Profit, organized as a \_\_\_\_\_
- ☐ County
 ☐ Port District, organized under ORS \_\_\_\_\_
 ☐ Other: \_\_\_\_\_
- ☐ Tribe
 ☐ Non-profit, organized as a \_\_\_\_\_

<b>Contact Name:</b> Matthew Klebes  <b>Title:</b> Assistant to the City Manager	<b>Phone:</b> 541-296-5481 ext. 1150
	<b>Fax:</b> 541-296-6906
	<b>Email:</b> mklebes@ci.the-dalles.or.us
<b>Street Address:</b> 313 Court St The Dalles, OR 97058	<b>Mailing Address:</b> Attn: Matthew Klebes 313 Court St The Dalles, OR 97058

**Applicant's Federal Tax ID No:** 93-6002265

### Project Budget

Budget Line Item	OBDD Funding	Other Funds	Total
Consultant Contract (Not to Exceed)	\$25,000.00		\$25,000.00
Staff Time		\$2,500.00	\$2,500.00

Project Budget			
Community Volunteer Time		\$2,500.00	
<b>Totals</b>	<b>\$25,000.00</b>	<b>\$5,000.00</b>	<b>\$30,000.00</b>

Source of Other Funds	Amount	Status Committed, Application Submitted, Application Invited, or Potential Source
<b>Total</b>		

## Problem/ Opportunity

The City of The Dalles is located at the eastern end of the Columbia River Gorge National Scenic Area along the banks of the Columbia River. The community is home to about 15,000 residents, but serves as a commercial and employment hub for the seven-county region surrounding it and the approximately 90,000 residents that call this region home. As the business community and downtown in particular have grown more vibrant in recent years, locating a commercial or residential property suitable for use has become more challenging as the easily redevelopable parcels have already been brought into reuse. This positive movement for the community coupled with the challenges around changing an urban growth boundary in a national scenic area requires a proactive approach to redevelopment.

The City's Comprehensive Plan emphasizes this approach in its Goal 9 section focused on economic development. The City has set goals for the improvement and development of business, civic, cultural, and residential uses in the Urban Renewal Area in addition to supporting the maintenance and enhancement of The Dalles Commercial Historic District. It also focuses on encouraging redevelopment and adaptive reuse of commercial space downtown as an alternative to commercial sprawl.

Goal 9 Policies include:

- Actively supporting redevelopment efforts for under-utilized commercial and industrial sites within The Dalles UGB,
- Planning for and making prudent public investments to meet the future demands of industrial, commercial, and residential growth in The Dalles,
- Encouraging investment in The Dalles Central Business District through support of project activities in the Columbia Gateway/Downtown Urban Renewal Area and utilization of other tools
- Siting of new industries in The Dalles
- Working with existing industries to maintain high environmental standards
- Enhancing cooperation between public and private sectors to support economic growth.

To fulfill these goals, redevelopment of properties that have environmental contamination is required. However, it is unclear to what extent properties in the community's core are contaminated by past uses and hazardous building materials. This uncertainty inhibits the redevelopment and adaptive reuse of properties throughout the downtown core and Urban Renewal District resulting in underutilized properties, vacant parcels, and 2<sup>nd</sup> story building spaces remaining untouched. Despite a real estate market with rapid turnover in recent years, properties have been on the market for several years with the owners unable or unwilling to remediate issues and buyers unwilling to purchase property with unknown conditions or without a plan for remediation. This results in land available for redevelopment sitting vacant while there continues to be a shortage of residential and commercial space in the community's core.

In addition to these economic development goals, this project also provides an opportunity to support development of new housing units in The Dalles' downtown core. This has been a priority for the City for several years with the designation of a "Vertical Housing Zone." Despite its passage in 2014, there has been minimal use of this incentive. One of the challenges to developing units in the downtown is the likely need for abatement of contaminants in historic buildings.

### Response to Problem/ Opportunity

Brownfield sites are gathering increased attention as the amount of developable land in The Dalles decreases. With limits on developable land in place through an Urban Growth Boundary with no clear path for expansion as well as ongoing revitalization efforts which have resulted in new downtown development and creation of some vertical housing units, these properties are becoming increasingly important to a vibrant downtown core and continued development of the local economy. Despite this market pressure, there are many properties in The Dalles where suspected contamination is creating a barrier to redevelopment.

The first step toward addressing challenges with contaminated properties is to better understand the scope of the problem. The City is requesting support to develop an inventory of contaminated sites in its core area bounded by the Urban Renewal District. Assistance in determination of the potential level of contamination and focusing resources for redevelopment of brownfield sites will help achieve the goals and policies noted above as well as encourage direct investment into the core of the community where robust infrastructure is already in place.

### Detailed project description

This Integrated Planning Project will facilitate the redevelopment of brownfield properties through the creation of a database of properties detailing their potential brownfield related challenges. A consultant will be hired to create this database with input from City staff and local community partners and stakeholders.

An advisory committee will be formed made up of representatives from entities such as the City, Urban Renewal, Port of The Dalles, Mid-Columbia Economic Development District, The Dalles Main Street, real estate agents, private developers, and other stakeholders to develop a prioritized list of properties for further planning or investment. These properties will be ranked based on criteria that could include: willingness of the property owner to participate (public or private), scope of potential work/types of contaminants, housing development potential, commercial development potential, potential sources of funding, and other appropriate criteria.

The resulting database and prioritization will help public stakeholders narrow their focus as well as identify and acquire additional financial resources needed to remediate the identified environmental issues. Private stakeholders will also be able to better evaluate investments for redevelopment which could spur additional private investment in the community through increased certainty of development costs.

### If interim financing is needed – indicate the source(s)

A down payment to the consultant may be required. This down payment will be paid through the Integrated Planning grant either directly or as a reimbursement to the City.

### Project Work Plan

Activity	Estimated Start Date	Estimated Completion Date
Advisor Committee Formed	June 1, 2018	
Scope of Work/Ranking Criteria Finalized	June 30, 2018	
Consultant Hired	July 30, 2018	
Consultant Database Draft for Review	September 30, 2018	
Database finalized	October 30, 2018	

Project Work Plan		
Database presented to URA and City Council	November 2018	
Estimated First Draw Date (July, 2018):		

**General Certification:**

I certify that to the best of my knowledge all information contained in this document and any attached supplements, is valid and accurate. I further certify that, to the best of my knowledge:

- 1) The application has been approved by the governing body or is otherwise being submitted using the governing body's lawful process, and
- 2) If signed by an official, other than the highest elected official, documentation is attached that verifies the official's authority to sign on behalf of the applicant. Such documentation can include a resolution, ordinance, order, governing body meeting minutes, or charter.

\_\_\_\_\_  
Signature

(must be highest elected or authorized official)

\_\_\_\_\_  
Printed Name & Title

\_\_\_\_\_  
Date

**This information may be found at: <http://www.leg.state.or.us/index.html>**

State Senator Name:

District Number:

State Representative Name:

District Number:

**FOR OBDD USE ONLY**

Intake approval date: \_\_\_\_\_

**Project Type**

- ☐ Environment Site Assessment ( i.e. Phase One, Phase Two)
- ☐ Brownfields Related Planning Activities (i.e. PPA)
- ☐ Integrated Planning Project
- ☐ RI/FS
- ☐ Cleanup

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IMPROVING OUR COMMUNITY

COLUMBIA GATEWAY URBAN RENEWAL AGENCY

CITY OF THE DALLES

## **AGENDA STAFF REPORT**

**AGENDA LOCATION: IX. B.**

**DATE:** March 20, 2018

**TO:** Chair and Members of the Urban Renewal Agency Board

**FROM:** Steven K. Harris, AICP  
Urban Renewal Manager

**ISSUE:** Urban Renewal Plan Area Visioning Exercise and Strategic Plan

### **BACKGROUND**

At previous Agency Board meetings, Board Members have expressed the need for a better understanding of Agency's goals or vision for the Urban Renewal Plan area, especially for the downtown. Although the Urban Renewal Plan, as amended, incorporates a number of major projects and other initiatives for the downtown area, the Plan is silent on an overall strategy or implementation plan to fulfill the goals established in the Plan. A number of methods and approaches to address these concerns have been discussed by the Board and Agency staff, including the preparation of focused area plans, community engagement, and workshops with the City Council, Planning Commission and other stakeholders. Included with these approaches would be the undertaking of a "visioning exercise" and preparation of a strategic plan for the Urban Renewal Plan area with an emphasis on downtown.

Two publications on community visioning are attached for the Board's information.

### **DISCUSSION**

If the Board were to decide to pursue a visioning exercise for the Urban Renewal Plan Area, the following would be major work components of such an effort:

- Conduct stakeholder workshop(s). The intent of the workshop(s) would be to identify key vision elements or principles, priorities for future improvements, and a description of the vision that can be used to create a graphic illustration of the vision.

- Summarize workshop(s) results and draft vision. Workshop(s) results would be used to draft an urban renewal area vision, including an overall vision statement or set of visioning principles, a graphic illustration of the vision and supporting photos or other graphics that support the visual depiction; and a list of actions needed to implement the vision.
- Verify workshop(s) results and draft vision statement. Review the vision document, identify any needed revisions.
- Follow-up meeting with stakeholders. Present and discuss the vision and identify any needed refinements.
- Presentation before Urban Renewal Agency Board. Present and discuss the stakeholder generated vision, identify implementation measures to be included in strategic plan.
- Prepare final vision document and strategic plan. Based on the outcome of the Urban Renewal Agency Board meeting, prepare a final vision document and strategic plan.

As noted above an often overlooked component of any planning effort or study is the inclusion of an action plan that implements the document's adopted goals and policies. The approach taken with the *2017 Housing Strategies Report* was the preparation of a "*Housing Strategies Implementation Road Map*" which prioritized the various implementation measures that were identified in the *Report* (see attached). The first phase of the action plan is currently underway with various residential development code amendments.

The Agency's proposed FY2018-19 budget includes funding for a visioning exercise and preparation of a strategic implementation plan. Staff have submitted a pre-application grant request through the Oregon Transportation and Growth Management Program (TGM) to fund this work effort. If successful, preliminary notification would occur this summer with final grant award scheduled for January 2019.

A visioning exercise and strategic implementation plan as described above, together with an updated Vision Action Plan Survey, would form the foundation of a public outreach/engagement effort for a future citywide comprehensive plan update.

### **STAFF RECOMMENDATIONS**

Staff recommends that the Board discuss the topic and direct staff as appropriate.

### **Attachments**

- Pre-Application TGM Program Services 2018
- Housing Strategies Implementation Roadmap (dated April 2017)
- A Guide to Community Visioning, Hands-On Information for Local Communities
- Building our Future, A Guide to Community Vision



# PRE-APPLICATION

## TGM Program Services 2018

*Submit a separate pre-application for each project idea.*

### Pre-Applicant Information

Contact Name	Jurisdiction
Steven Harris, Planning Director	City of The Dalles
Mailing Address	City/Zip
313 Court Street	The Dalles 97058
Phone	E-mail
541-296-5481 x 1151	sharris@ci.the-dalles.or.us

### Type of Request

#### Grant Project Categories

- ☐ Transportation System Planning  
☒ Integrated Land Use and Transportation Planning

#### Direct Community Assistance Programs

- ☐ Code Assistance  
☐ Quick Response  
☐ Education and Outreach  
☐ TSP Assessment

### Project Title

Columbia Gateway/Downtown Urban Renewal Area Vision and Strategic Plan

### Description of Issue (600 characters max)

The Columbia Gateway/Downtown Urban Renewal Area encompasses the historic downtown and neighboring residential districts, the waterfront area and a mix of commercial and light industrial properties along the I-84 corridor. Despite direct Urban Renewal Agency expenditures of nearly \$19 million since 1990, there remain underutilized and blighted properties within the district. A defined vision and implementation strategy is needed to guide future Agency actions which result in the most effective use of public resources and community benefits.

### Project Objectives/Expected Outcomes (600 characters max)

Through a robust public engagement effort undertake a visioning exercise and adoption of a strategic plan to guide future public and private investments and land use decisions in the Urban Renewal Area. The public outreach effort will complement the first phase of an update to the City's Comprehensive Plan. Expected outcomes include identifying opportunities for economic development (e.g., direct public investments, public-private partnerships) and housing (e.g., affordable, market rate, vertical housing), and public infrastructure expenditures in the Urban Renewal Area.

Estimated Budget \$25,000.00

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APRIL 12, 2017

# HOUSING STRATEGIES IMPLEMENTATION ROADMAP

THE DALLES, OREGON

Angelo  
planning group



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## 1. Introduction and Overview

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of The Dalles is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages, and specific needs. Towards that end, the City recently completed an analysis of current and future housing needs, an assessment of the supply of land planned and zoned for housing, and a summary of strategies recommended to meet future housing needs. Meeting local housing needs is a key goal of Oregon's overarching land use planning program and Oregon Statewide Goal 10 (Housing). The overarching intent of Goal 10 is to:

*"encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density."*

The following is a brief summary of key findings from the City's Housing Needs Analysis that inform proposed strategies for addressing housing needs.

### Current Trends Related to Housing Needs

- As demand increases, prices rise, and remaining land within the UGB is developed, denser forms of development and creative reuse of parcels through infill and redevelopment become more economically viable. Communities like The Dalles—which face a future of growing within limited boundaries—are likely to see increased pressure to produce denser housing than they have historically experienced in some parts of the community. This may occur through a mixture of market forces, policy choices, and state planning mandates.
- Baby boomer households will have a preference towards aging-in-place as long as possible, particularly for homeowners, and will on average be healthier longer than previous generations. When they do transition to other housing, their stock of older existing single family homes will be attractive starter and move-up homes to younger family households. The Dalles will continue to be an attractive regional location for senior housing and assisted living due to high-quality local medical care.
- The Dalles can plan ahead for younger generations by continuing to support the mixed-use town center that provides livability amenities. Opportunities to walk and bike will also be attractive. However, attractive local employment opportunities will likely be the greatest factor in keeping and attracting young households. Many of these households will seek good first-time home buying opportunities, meaning a stock of existing and new homes in low- to middle price ranges. The younger and lower income members of this generation will need a sufficient stock of multi-family rentals.

- According to the Census, The Dalles has a foreign-born population of 8%, lower than the statewide percentage. It is estimated that 80% of this population is from Latin America. The share of persons speaking a language other than English at home is 16%. As with the rest of the state and nation, immigrants will continue to make up an increasing share of households in coming decades. While not homogeneous, these households on average tend to be larger, have lower incomes and are more likely to rent their homes than the average household.
- The Dalles, like many communities, currently has a persistent shortage of housing available to the lowest-income households, particularly rental units.

### **Projected Future Housing Needs**

- There is a projected need for 1,769 new housing units by 2036.
- Of the new units needed, roughly 59% are projected to be ownership units, while 41% are projected to be rental units.
- There is not a projected need for ownership housing at the low-end of the pricing spectrum. This is because these are the price levels where a majority of the city's housing is currently found. There will likely be support for units at higher price points.
- The greatest need for rental units is found at lowest price points. This reflects the findings that many of The Dalles renter households currently pay more than 30% of their income towards housing costs. There is still a strong need for affordable housing. At the same time, there is also support for some new, more expensive rental supply.
- In keeping with development trends, and the buildable land available in The Dalles (discussed in the next section), single family units are expected to make up less of the overall new housing development over the next 20 years, while still remaining a majority of the new ownership housing.
- 63% of the new units are projected to be single family detached homes, while 27% is projected to be some form of attached housing, and 10% are projected to be mobile homes.
- Single family attached units (townhomes on individual lots) are projected to meet 3% of future need. These are defined as units on separate tax lots, attached by a wall but separately metered, the most common example being townhome units.
- Duplex through four-plex units are projected to represent an additional 11% of the total need. Duplex units would include a detached single family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit.)
- 13% of all needed units are projected to be multi-family in structures of 5+ attached units.
- 10% of new needed units are projected to be mobile home units, which meet the needs of some low-income households for both ownership and rental.



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### **Comparison of Projected Need and Buildable Residential Land Supply**

- There is a total remaining capacity for nearly 3,689 units of different types within the urban growth boundary of the City of The Dalles. Approximately, 71% of this capacity is within the current city limits (2,632 units), and 29% of the capacity is within the UGB, but outside current city limits (1,058 units).
- There is a total forecasted need for 1,769 units over the next 20 years. This is well below the estimated capacity of 3,689 units. After projected need is accommodated, there is an estimated remaining capacity of over 1,900 additional units, mostly in the high-density residential zone.
- There is currently sufficient buildable capacity within The Dalles to accommodate projected need. Much of this capacity is in the form of parcels with the potential for development or infill with future multi-family units. The size of the available remaining capacity assumes that some high-density and medium-density zoned lands are built out at higher average densities than these areas have traditionally achieved in the past.

### **Housing Strategies**

A variety of strategies are recommended to address the findings of the Housing Needs Analysis and meet overarching state and local goals associated with providing a variety of housing options to people with a full range of incomes and housing needs. Implementation of the strategies should be directly tied to these goals. Strategies were identified, evaluated, and prioritized in coordination with a technical advisory group of City staff, local realtors, development experts, and citizens, as well as representatives of the Mid-Columbia Housing Authority, the Oregon Department of Land Conservation and Development and the Oregon Department of Housing and Community Services. Those strategies relate to the following broad topics:

- Updating the City's Comprehensive Plan
- Amending the City's Land Use and Development Ordinance (LUDO)
- Future planning for new residential development and redevelopment
- Information sharing with housing developers and other community partners
- Intergovernmental coordination and advocacy
- Administrative and funding tools

A summary of the strategies and priorities is found in Attachment A of this report and more detailed information can be found in the City's Housing Strategies Report. The remainder of this document summarizes a plan for implementing those strategies.





## 2. Implementation Roadmap Tasks

The City cannot meet all of its residents' future housing needs. The ability to provide housing affordable to people with a full range of incomes and needs depends on a wide variety of factors, many of which are well beyond the control of city government. For example, the majority of land within the city is privately owned and the City itself cannot dictate how and when it is developed for housing. Similarly, the City does not control wages paid by local employers and therefore does not control whether local residents have the resources available to purchase or rent the type and size of housing they need. Finally, the City does not control the cost of land or building materials and therefore cannot guarantee that the cost to develop housing will mesh with residents' ability to pay for it.

That said, the City can significantly influence a number of factors that help determine the location of housing, the types of housing that can be constructed, and whether public infrastructure is available to serve housing in a cost-effective manner. The City also can support the efforts of non-profit and for-profit housing developers and providers. Implementation of the strategies identified in the City's Housing Strategies Report fall into the following types of actions:

- Update the City's Comprehensive Plan, including goals and policies in the Plan, as well as the Comprehensive Plan Map
- Amend the City's Land Use and Development Ordinance
- Plan for and build infrastructure needed to serve new housing
- Establish and utilize financial tools to help reduce or subsidize the cost of housing
- Provide information about housing needs and opportunities to organizations that build and manage housing

The remainder of this document describes a set of activities and tasks recommended to accomplish these actions.





### 3. Comprehensive Plan Amendments

The City's Comprehensive Plan is the foundation for future land use decisions in the City of The Dalles. Policies in the Comprehensive Plan guide decisions about how land is zoned and how city resources are and used. Land use permitting decisions must be consistent with Plan policies and the Plan itself must be consistent with statewide planning goals, administrative rules, and laws. The Comprehensive Plan also provides an opportunity to highlight information about key housing and demographic issues, trends, and projections identified in the City's recently completed housing needs analysis. Updating the City's Comprehensive Plan to reflect the results of the Housing Needs Analysis and Housing Strategies Report is expected to entail the following steps:

- Determine whether to update the Housing Chapter of the Comprehensive Plan as a stand-alone action or as part of a broader update to the Plan.
- Determine the desired format for the updated Housing Chapter and potentially for other elements of the Comprehensive Plan. If the City decides to update only this section of the Plan and is not contemplating a larger update in the near future, it will probably make sense to retain the current structure and format of the existing Housing Chapter and just update the contents. However, if the Housing Chapter is part of a larger update, the City may decide to develop an updated format and structure for this and other Comprehensive Plan chapters. Recently updated Comprehensive Plan chapters from other communities may serve as useful examples of alternative approaches. In doing so, the City will want to consider the following:
  - How much narrative or background information should be included
  - How the Plan will be formatted, particularly in terms of the types and degree of visual information to be included (e.g., maps, photos, illustrations, etc.)
  - How goals, policies and implementation strategies should be structured
  - Whether or not detailed implementation strategies should be included
  - How the Plan will be presented online
- Develop a strategy for reviewing the updated Housing Chapter and Comp Plan Map with community members. The City could reconvene the Housing Study Technical Advisory Committee or use its Planning Commission as an advisory group for the update. If it is part of a larger Plan update, it may make sense to appoint an overall Plan Update Advisory Committee and possibly establish subcommittees to review specific chapters. The City also may want to conduct additional public meetings with a broader group of community members and will want to publicize whatever process it undertakes. If this is part of a larger Comprehensive Plan updated process, it will need to fit into that larger framework.

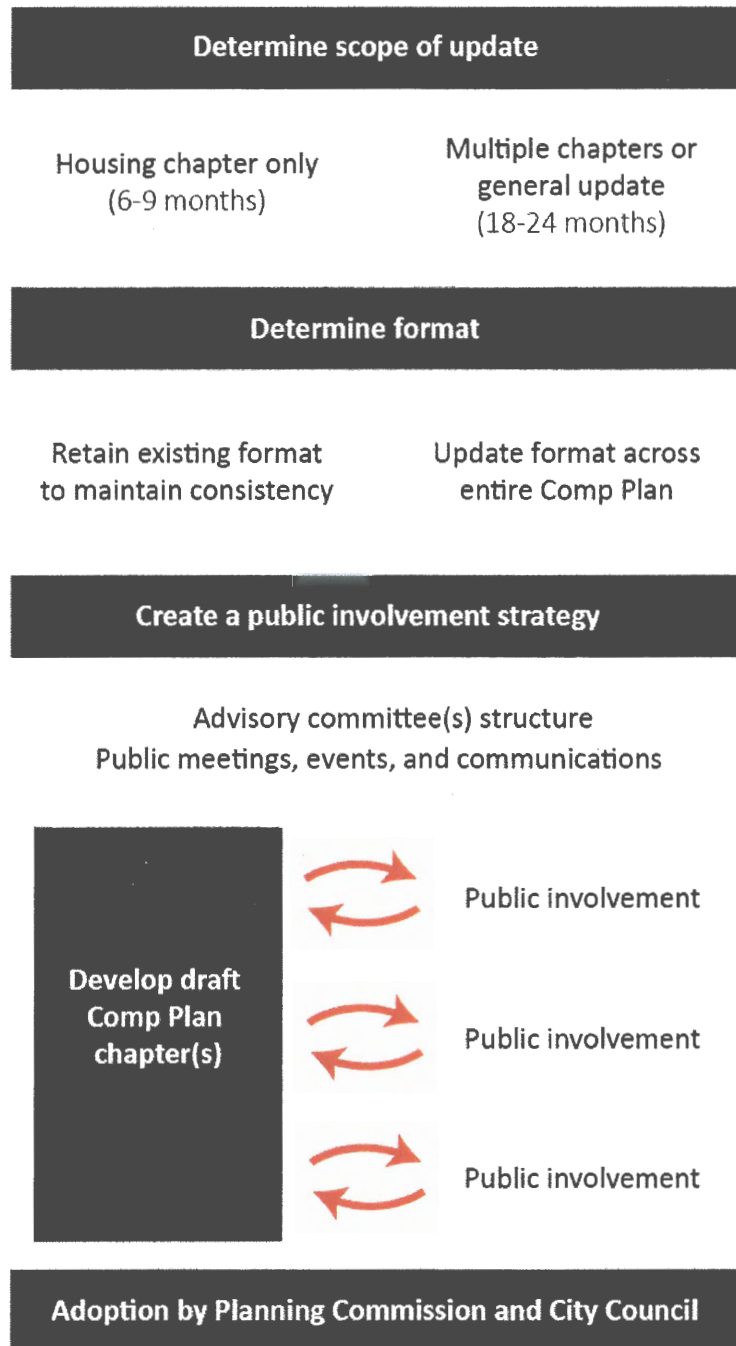
- Prepare a preliminary draft of the updated Comprehensive Plan chapter and review it with community members. This may serve as a template for other Plan chapters if it is part of a larger update. The draft chapter may include selected narrative, figures, tables, and other information from the Housing Needs Analysis Report and also should incorporate recommended revisions to Comp Plan goals, policies, and implementation strategies identified in the Housing Strategies Report.

- Work with the City's Planning Commission and Council to adopt the updated Housing Chapter either as a stand-alone action or as part of a larger Plan Update process.

#### Timeline

- Targeted update: 6-9 months
- Complete Comprehensive Plan overhaul: 18-24 months

FIGURE 1  
COMPREHENSIVE PLAN AMENDMENTS  
IMPLEMENTATION ROADMAP





#### 4. Land Use and Development Ordinance (LUDO) Amendments

The most significant way in which the City can affect the type, cost, and amount of housing constructed is through application of regulations in its Land Use and Development Ordinance (LUDO). The Housing Strategies Report identifies a variety of potential amendments to the LUDO. A number of the amendments are aimed at broadening the types of housing which can be developed in The Dalles or providing an easier path to developing specific types of housing (see Attachment A). Implementing these changes is expected to entail the following steps:

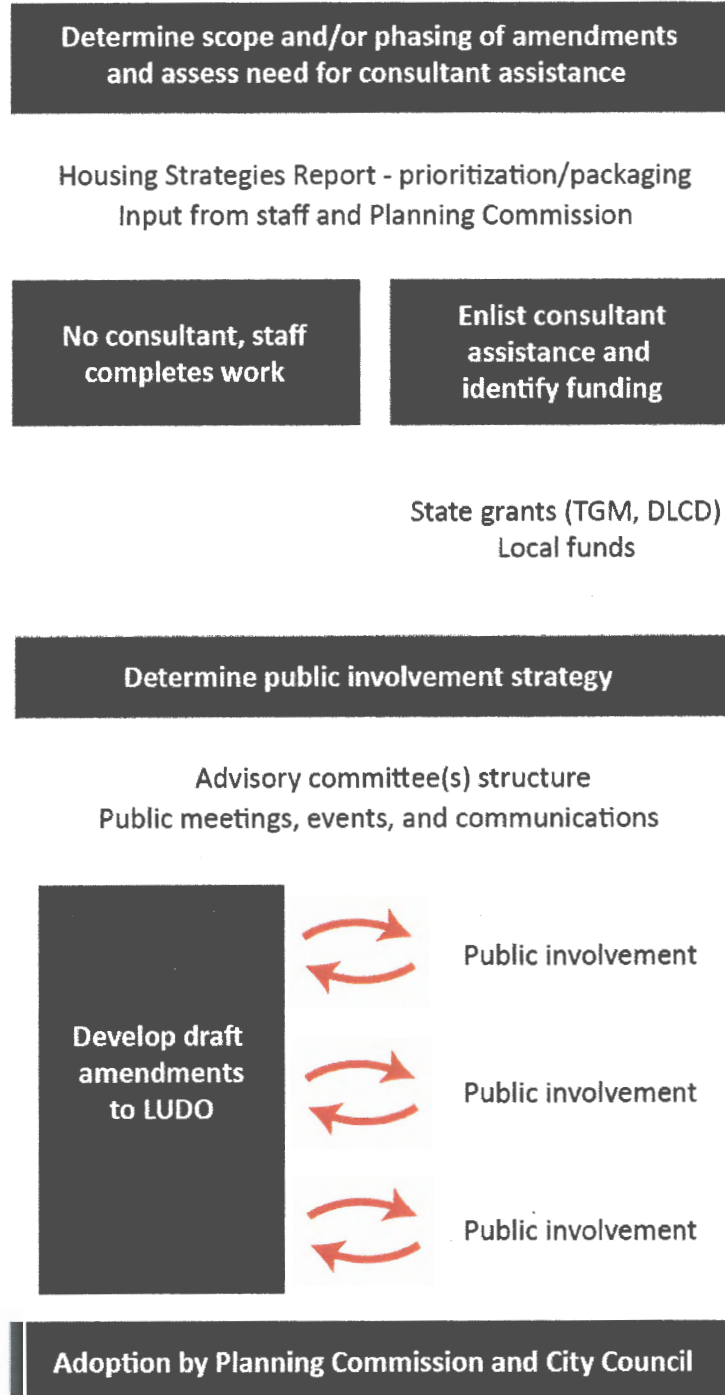
- Determine how best to package or phase preparation and adoption of the recommendations identified in the Housing Strategies Report. The report includes priorities identified by the Project Technical Advisory Committee. It also includes suggestions for how selected amendments could be combined. This information, along with additional guidance from city staff, the Planning Commission, and other community members will be useful in identifying a timeframe and approach for undertaking specific amendments.
- Determine whether City staff will draft the amendments or whether the City will seek assistance from a consulting firm.
- If the City elects to enlist the services of a consultant, determine how to budget/fund the work, including through potential grant resources. The Oregon Transportation and Growth Management program administers the Code Assistance Program to help local governments update their development codes. Technical Assistance grants administered by the Oregon Department of Land Conservation and Development also can be used for this purpose.
- Develop a strategy for reviewing the proposed LUDO amendments with community members. Similar to amendments to the Comprehensive Plan, the City could reconvene the Housing Study Technical Advisory Committee or use its Planning Commission as an advisory group for the amendments.
- Work with City staff and/or a consultant to draft amendments to the LUDO. A number of resources and example code provisions are available from the state and other local jurisdictions for use in crafting amendments for The Dalles.
- Work with the City's Planning Commission and Council to adopt the LUDO amendments, in coordination with the advisory group that has been selected for this process.

##### Timeline

Initial phase of amendments: 12-24 months, including investigating funding options and obtaining any available grant money

FIGURE 2  
LUDO AMENDMENTS  
IMPLEMENTATION ROADMAP

Estimated timeline: 12-24 months





## 5. Future Planning for New Residential Development and Redevelopment

The Housing Strategies Report includes several strategies related to the location and supply of land planned and zoned for future residential development, including:

- Require more high density housing in high density zones. (high priority)
- Create incentives for high density housing in the high density residential zone. (high priority)
- Address large lot development issues and infrastructure constraints. (high priority)
- Expand or amend the medium density zone. (medium priority)
- Subsidize the cost of permits by waiving or reducing fees associated with geologic impact statements. (lower priority)

Implementing these changes is expected to entail the following steps.

### **Require more high density housing in high density zones**

As part of the LUDO update process, consider adjustments to density requirements in the medium and high density zones, including options such as:

- Reduced lot sizes
- Use of minimum or maximum densities measured by units per acre and floor area ratios, rather than minimum lot sizes to measure densities
- Expansion of allowed uses in the medium density zone, including cottage cluster housing, attached single-family housing (townhomes) in clusters larger than 3-5 units, and/or co-housing developments

**Timeframe:** See Section 4

### **Consider potential incentives for high density housing in the high density zone**

Also as part of the LUDO update process and in some cases, as part of a separate process, undertake the following steps:

- Determine whether incentives should be applied throughout the zone or only in areas particularly suited to high density development (e.g., adjacent to similar types of development, near commercial services, schools, transit or other services or amenities, etc.)
- Identify and assess the relative desirability of incentives which could include technical assistance in preparing development applications, reduced permitting fees, modified parking requirements, streamlined permitting processes, and density bonuses





- 
- Integrate potential LUDO-related incentives into the LUDO amendment process
  - Evaluate the relative costs, benefits and financial feasibility of non-LUDO based incentives (e.g., fee waivers or reductions)
  - Review and discuss potential incentives with an advisory committee and other community members, potentially using the LUDO or Comprehensive Plan housing advisory group, rather than creating a separate committee
  - Adopt supported LUDO-related incentives as part of the LUDO amendment process
  - Adopt other incentives by resolution and prepare needed administrative rules, forms, and other implementing documents and procedures, as needed

**Timeframe:** See Section 4 for LUDO-related incentives; 9-12 months for non-LUDO based incentives

#### **Address large lot development issues and infrastructure constraints**

Undertake the following actions:

- Request assistance from a consulting firm or other local jurisdictions which have undertaken similar efforts to estimate the cost of the evaluation process, if needed.
- Investigate opportunities for grant or other funding to evaluate the issue. Possibilities could include Technical Assistance grants administered by the Oregon Department of Land Conservation and Development, use of SDC revenues for infrastructure planning purposes, and/or general funds or utility revenues.
- Develop a work plan to evaluate the potential strategies related to this task in the Housing Strategies Report, along with any other options identified by City staff, using the general process outlined here as a guide.
- Evaluate the costs, benefits, financial feasibility, and legal considerations, associated with the optional approaches for addressing this issue.
- Review the evaluation with the Planning Commission, City Council, other communities and possibly a project-specific advisory committee.
- Recommend one or more of the strategies that have been evaluated and develop a timeline for implementation.
- Update the City's public facilities master plans, as needed to reflect the recommendations.
- Adopt new or revised administrative procedures, LUDO provisions, or other requirements or procedures that may be needed to implement recommended financing mechanisms.



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**Timeframe:**

- 3-6 months to evaluate funding sources and develop a work plan
- 9-12 months for evaluation phase
- 1-5 years or more for implementation and construction of needed facilities, depending on financing and partnering mechanisms, costs and available resources

**Consider expanding and amending the medium density residential zone**

Undertake the following actions:

- Determine the most appropriate community outreach and advisory process for this task, including whether to address it as a separate, stand-alone effort or as part of the Comprehensive Plan and/or LUDO amendment processes.
- Establish objectives or criteria for evaluating medium density expansion or rezoning area.
- Determine how much land should be added to the medium density zone based on the results of the housing needs analysis and further consultation with community stakeholders.
- Identify and evaluate optional areas for inclusion in the medium density residential zone.
- In coordination with evaluation of other LUDO amendments, determine whether or not expand the types of housing that are permitted in the medium density zone.
- Review results of the above tasks with advisory groups and other community members.
- Draft resulting recommendations for Comp Plan Map, Zoning Map and LUDO amendments.
- Work with the Planning Commission and City Council to adopt the proposed amendments.

**Timeframe:** 12-18 months, possibly in conjunction with LUDO and Comprehensive Plan amendments.

**Waive or reduce fees associated with geologic impact statements**

The City could either waive or reduce other fees to offset the costs associated with preparing these statements, provide grants to cover the costs for certain qualified developers or housing types (e.g., for housing affordable to low income households or those with special needs), or establish a contract with engineering firm that may offer lower costs in exchange for being the City's preferred firm.

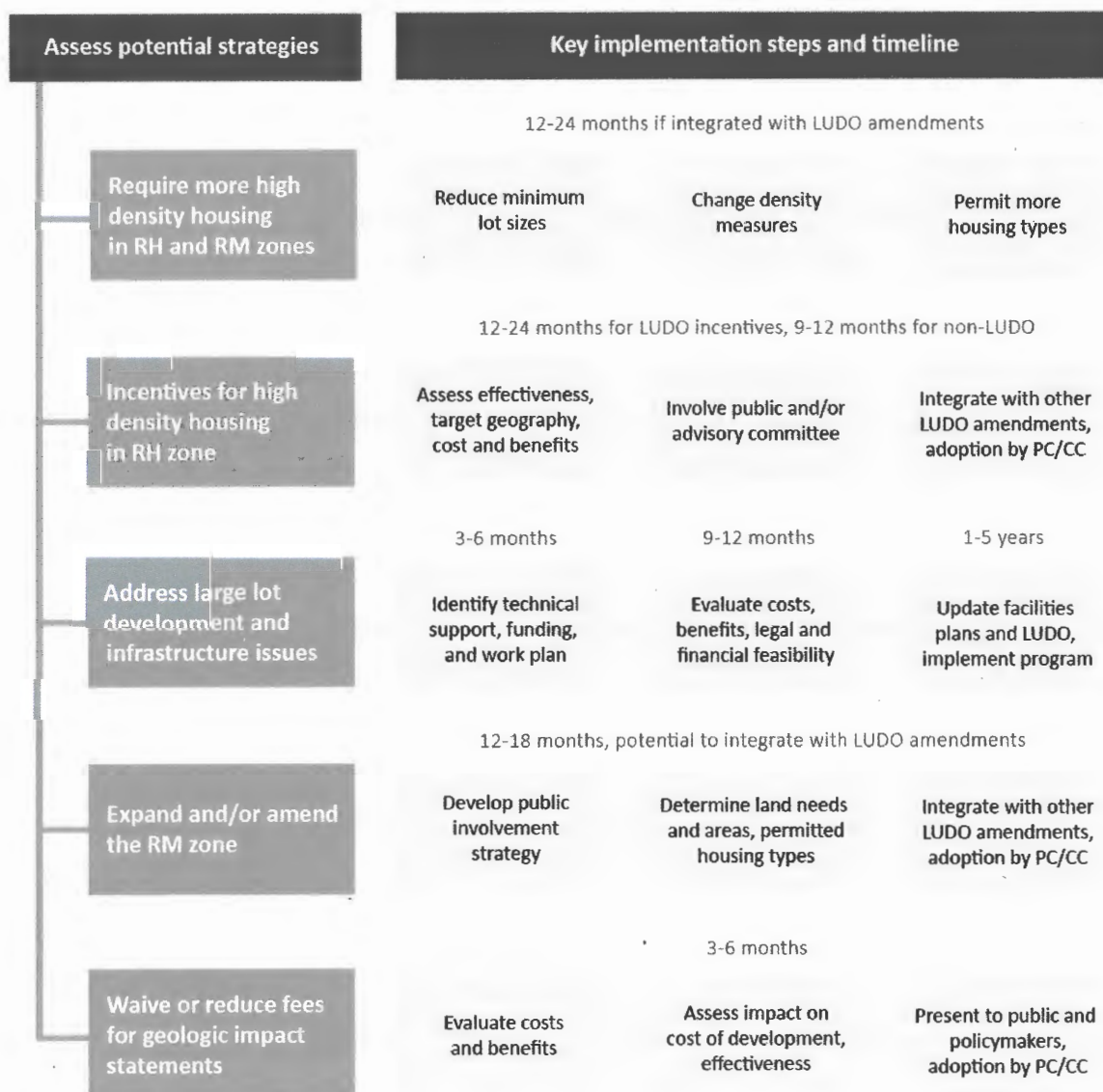
Steps to consider and potentially implement this task would include the following:

- Further evaluate the relative costs and benefits of this strategy, including the extent of potential reduced fee revenues, the potential number of properties affected, and the potential impact on the feasibility or cost of future development in applicable areas.

- Present the findings of the evaluation to the Planning Commission, City Council and community members for review and comment.
- Pending direction from Planning Commission and Council, prepare and adopt resolutions to modify fees.

Timeframe: 3-6 months

FIGURE 3  
FUTURE PLANNING FOR RESIDENTIAL DEVELOPMENT AND REDEVELOPMENT  
IMPLEMENTATION ROADMAP







## 6. Funding Mechanisms to Help Develop Needed Housing

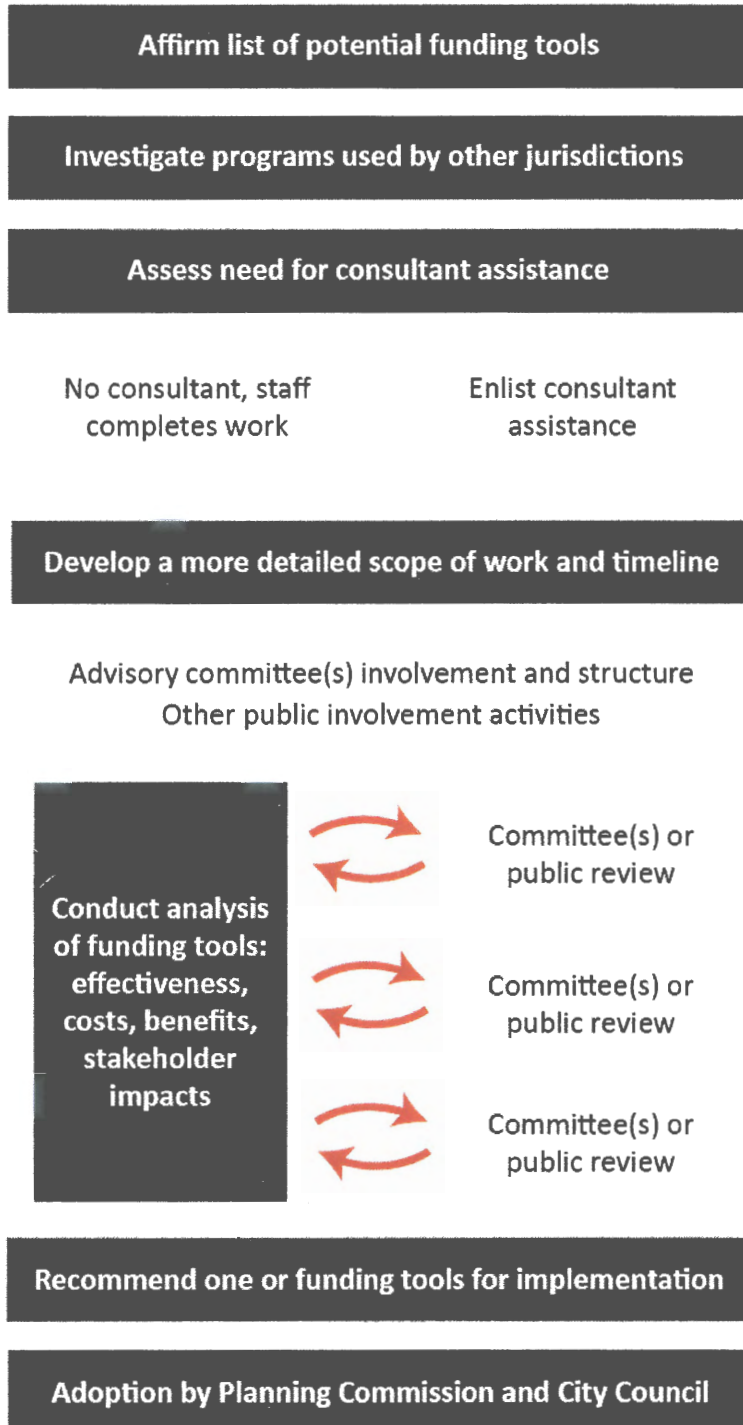
The Housing Needs Analysis identifies a significant need for rental housing affordable to people in the lowest income ranges. It is very difficult to construct affordable market rate housing for people in these income brackets and public subsidy is typically needed to develop such housing. The Housing Strategy Report recommends developing and using one or more existing and/or new financing sources or tools to provide funding for the most critical needs, including rental housing for low-income households. Steps needed to implement this strategy include the following:

- Affirm the initial list of potential funding tools that could be considered as part of this effort, including those identified in the Housing Strategies Report and possibly others.
- Investigate funding programs used by other cities in Oregon for similar purposes.
- Determine whether this evaluation will be undertaken by City staff or with the assistance of a consultant. If assistance from a consultant is needed or desired, contact one or more consultants to request assistance in estimating the cost of the evaluation process.
- Develop a more detailed scope of work and timeline for the evaluation, including a recommended advisory group structure for the analysis.
- Undertake an analysis of different funding options, including determining the legal and financial feasibility of each, potential revenues, and related impacts in terms of the number of housing units that could be subsidized annually, and any direct or indirect impacts on those residents or business owners who may be affected by the funding mechanism.
- Work with the advisory group, Planning Commission, City Council, project advisory group, and other community members to review the analysis and recommend one or more funding mechanisms to implement.
- Draft any needed administrative procedures, agreements, or other documents or provisions needed to implement the funding tool.
- Prepare and adopt any needed City Council resolutions or ordinances needed for implementation.
- Integrate use of the funding mechanism into the daily operations of City staff and any partnering organizations.

**Timeline:** 12-24 months to define, evaluate and adopt the funding tools.

FIGURE 4  
**FUNDING TOOLS FOR AFFORDABLE HOUSING  
IMPLEMENTATION ROADMAP**

Estimated timeline: 12-24 months





## 7. Information Sharing with Housing Partners

The City of The Dalles does not build housing to directly meet residents' housing needs. However, the City can support the efforts of those who do build housing by providing useful information or technical assistance to for-profit or non-profit housing developers. This may include information about the City's inventory of buildable land, the types of housing that may be constructed in specific zones, the status of updates to the LUDO that will impact housing development, available funding sources, and/or residential permitting requirements and fees. Steps needed to implement this strategy include the following:

- Draft brief informational materials related to the housing topics noted above.
- Prepare buildable lands inventory (BLI) maps and accompanying tables that can be used to inform interested parties about potential buildable sites.
- Determine whether it is feasible to assign housing-related queries to a single staff member; if so, update this person's job description to include that function and provide adequate time and resources to ensure that they are knowledgeable about housing issues, including the recommendations in the Housing Strategies Report.
- Incorporate the BLI into the City's GIS system in a way that allows for property or area-specific queries about potential BLI sites.
- Make information available to citizens, developers, builders, the Mid-Columbia Housing Authority or others via the planning counter or direct inquiries.
- Update the City's Website to provide links to the informational materials and BLI information described above.
- Review city-owned properties to identify opportunities for use as future residential development sites; coordinate with the Mid-Columbia Housing Authority on potential development partnering opportunities.
- Institutionalize these activities by incorporating them into the City's annual budgeting and work planning processes.

**Timeline:** 3-9 months to initiate and prepare materials; ongoing implementation

FIGURE 5  
**INFORMATION SHARING WITH HOUSING PARTNERS  
 IMPLEMENTATION ROADMAP**

Estimated timeline: 3-9 months

**Develop informational tools and materials and  
 utilize information to build partnerships**

BLI findings and maps  
 of developable sites

Integrate BLI findings  
 into city GIS system

Summaries of permits  
 and review procedures

Summaries of zoning  
 standards, permitted  
 housing types

Identify city-owned properties with potential  
 for development, coordinate with MCHA

**Disseminate information**

Update city website,  
 planning counter; identify  
 other channels

Designate staff person  
 as housing expert,  
 provide time/resources

**Institutionalize information sharing**

Incorporate  
 into City budget

Integrate into work  
 planning processes

## 8. Summary Recommendations and Priorities

The project's Technical Advisory Committee reviewed the strategies described in the preceding pages and identified the relative priority and proposed timeframe for implementing each one. The following table summarizes those priorities, as well as the estimated level of effort and impact associated with implementation.

<i>Strategy</i>	<i>Required/ Optional</i>	<i>Level of Effort</i>	<i>Relative Impact</i>	<i>Relative Priority</i>	<i>Ranking</i>	<i>Timing*</i>	<i>Notes</i>
<b><i>Comprehensive Plan Amendments</i></b>							
Update Comprehensive Plan narrative, goals, policies and action items, including Fair Housing Act compliance.	Required	Medium-High	Medium	High	1	Short-term	Expect to complete as part of future Comprehensive Plan update process; update required to ensure that the Comp Plan is consistent with current and future housing needs and priorities.
<b><i>Code Amendments</i></b>							
LUDO #1. Update provisions for Residential Care provisions to strengthen compliance with Fair Housing Act.	Required	Low	Low-Medium	High	1	Short-term	Modest revisions required; can be done as part of a package of future amendments to the LUDO.
LUDO #2. Update neighborhood compatibility provisions to ensure standards are clear and objective.	Required	Medium	Low-Medium	High	1	Short-term	City is required to have clear and objective standards for housing. Amendments are relatively modest but may generate public discussion.

<b>Strategy</b>	<b>Required/ Optional</b>	<b>Level of Effort</b>	<b>Relative Impact</b>	<b>Relative Priority</b>	<b>Ranking</b>	<b>Timing*</b>	<b>Notes</b>
LUDO #3. Update density standards to allow denser levels of development and potentially broader mix of housing forms.	Optional	Medium-High	Medium-High	High	2	Short-term	This is one of the more significant code recommendations in terms of potential impact and community interest or concern. It should be done in concert with additional community engagement.
LUDO #4. Implement density and height bonuses.	Optional	Medium	Low-Medium	Medium	7	Medium-term	Changes could improve opportunities to create housing affordable to people with low-moderate incomes. However, ability for market to respond to bonuses would need to be more fully assessed.
LUDO #5. Adjust minimum parking requirements for selected land uses or housing types, including low income housing, senior housing and smaller multi-family uses, and mixed use zones.	Optional	Medium	Medium-High	Low	8	Long-term	Parking is a significant cost of the provision of housing, particularly for multi-family units; reducing parking requirements could have make certain forms of housing more feasible for developers and less costly for residents. Parking also is a controversial topic and public outreach will be needed.
LUDO #6. Update code requirements for accessory dwelling units (ADUs).	Optional	Low - Medium	Low - Medium	High	2	Short-term	Code changes are generally modest and straightforward. Relatively few ADUs have been developed or proposed recently. However, construction of ADUs is a relatively easy way to improve overall land use efficiency and affordability.



<b>Strategy</b>	<b>Required/ Optional</b>	<b>Level of Effort</b>	<b>Relative Impact</b>	<b>Relative Priority</b>	<b>Ranking</b>	<b>Timing*</b>	<b>Notes</b>
LUDO #7. Adopt code requirements for cottage cluster housing.	Optional	Medium	Low-Medium	Medium	6	Medium-term	Requires potential creation of new code requirements. The market for this type of housing in The Dalles is untested and therefore the impact is difficult to estimate. However, this would expand the range of housing choices for households with low and moderate incomes and be compatibility with more traditional single-family detached housing.
LUDO #8. Adopt code requirements to allow for co- housing.	Optional	Medium	Low-Medium	Low	9	Long-term	Same comments as for LUDO #7.
LUDO #9. Modify requirements for live/work housing units.	Optional	Low - Medium	Low - Medium	Low	8	Long-term	Code changes are relatively modest. Potential impact will be limited to selected downtown and mixed use zones and areas where ground-floor live/work units are feasible.
LUDO #10a. Explore the relative costs and benefits of adopting inclusionary zoning provisions - mandatory.	Optional	Low - Medium	Low - Medium	Low	10	Long-term	A high-level qualitative cost-benefit assessment is recommended. Given limitations and administrative costs of adopting these provisions, the costs are likely to outweigh the benefits in The Dalles.
LUDO #10b. Explore the relative costs and benefits of adopting inclusionary zoning provisions – incentives-based.	Optional	Low - Medium	Low - Medium	Medium	5	Medium-term	A high-level qualitative cost-benefit assessment is recommended. Implementing this strategy through in incentives-based or negotiated approach may make this strategy more feasible The Dalles.

<b>Strategy</b>	<b>Required/ Optional</b>	<b>Level of Effort</b>	<b>Relative Impact</b>	<b>Relative Priority</b>	<b>Ranking</b>	<b>Timing*</b>	<b>Notes</b>
LUDO #11. Assess short-term rental regulatory measures.	Optional	Medium	Low - Medium	Medium	7	Medium-term	Developing a set of regulations is likely to be relatively challenging, with limited impacts in the near future based on an assessment of the existing short-term rental market.
<b>Land Supply</b>							
Land Supply #1. Consider lower minimum density requirements in high density zones.	Optional	Medium	Medium-High	High	1	Short-term	This strategy would be intended to preserve an adequate amount of land available for future higher density housing. Given the character of existing development in these areas, a robust community outreach process would be needed to implement this strategy.
Land Supply #2. Create incentives for high density housing in the high density residential zone.	Optional	Low - Medium	Medium	High	4	Short-term	Incentives could include expedited development review, parking reductions, density bonuses and/or fee waivers. Incentives would need to be balanced with neighborhood impacts and might be a challenge politically.
Land Supply #3. Expand or amend the medium density zone.	Optional	Medium-High	High	Medium	6	Medium-term	This would involve a possible combination of rezoning selected areas from high to medium density housing and allowing for a broader range of medium density housing types in that zone. The relative impact could be high if the market responds with medium density housing types.



<i>Strategy</i>	<i>Required/ Optional</i>	<i>Level of Effort</i>	<i>Relative Impact</i>	<i>Relative Priority</i>	<i>Ranking</i>	<i>Timing*</i>	<i>Notes</i>
Land Supply #4. Subsidize the cost of permits by waiving or reducing fees associated with geologic impact statements.	Optional	Medium	Low-Medium	Low	10	Long-term	This would help improve the financial feasibility for development in some areas but impacts likely would be limited both in their geographic and fiscal scope.
Land Supply #5. Address large lot development issues and infrastructure constraints.	Optional	Medium-High	Medium-High	High	2	Short-term	This would reduce potential impacts on the City's supply of buildable land and enhance the efficiency of future development.
<b><i>Non-Regulatory &amp; Funding Strategies</i></b>							
Partnering #1. Provide information to developers about housing development opportunities and requirements, particularly opportunities to reduce the cost of development for specific housing products.	Optional	Low-Medium	Low-Medium	Medium	7	Medium-term	The cost of implementation would be relatively low – preparing informational materials and providing them as a matter of standard procedure. Impacts would depend on the level of interest in and feasibility of future development.

<b>Strategy</b>	<b>Required/ Optional</b>	<b>Level of Effort</b>	<b>Relative Impact</b>	<b>Relative Priority</b>	<b>Ranking</b>	<b>Timing*</b>	<b>Notes</b>
Partnering #2. Support regional housing authority efforts.	Optional/ Needed	Low- Medium	Medium	High	3	Short-term	Intergovernmental cooperation is an essential activity for local governments and this strategy is generally already being implemented. Further or more formalized support could help improve the potential success of housing authority efforts.
Partnering #3. Develop and use one or more new or existing financing sources or tools to meet the community's most critical housing needs.	Optional	Medium- High	Medium- High	High	2	Short-term	The ability to identify and adopt meaningful public financing likely will take a relatively significant amount of additional research and analysis and political and public support would need to be built to enable implementation. However, impacts for construction of affordable housing could be high, depending on the mechanisms adopted.
Partnering #4. Consider waiving or reducing SDCs for accessory dwelling units.	Optional	Low- Medium	Medium- High	Low	9	Long-term	This strategy could reduce SDC revenues in comparison to single-family detached homes; at the same time, it could increase revenues if it results in more development overall.

\* Short-term = 1-3 years; Medium-term = 4-5 years; Long-term = 6-10 or more years

In addition to recommending the priorities summarized in the above table, TAC members suggested that the implementation of these strategies should be tied directly to the goals and findings of the city's Housing Needs Analysis, including meeting the most significant housing needs and gaps such as for renters at the lowest end of the income scale.

# A Guide to Community Visioning

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*Hands-On Information For  
Local Communities*

*Oregon Visions Project  
Oregon Chapter,  
American Planning Association*

1993

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# Introduction

It is easy enough in today's world to get so caught up in the rat race that there is no time to plan ahead, or even think about where one is going. Many communities across America find themselves in just that situation: so busy trying to keep up with change that they can never get ahead of it.

**A Guide to Community Visioning** is intended to help towns and cities break that cycle. It encourages communities to take a step back from their day-to-day activities and look at the big picture: Where are we now? Where are we going? Where do we want to be? And how can we get there?

**The guide describes a process** through which almost any community can determine what it wants to become and begin organizing to achieve such a vision. It is intended for use by local citizens, including planners, elected officials, community activists, business leaders, and other individuals interested in creating a better future for their community.

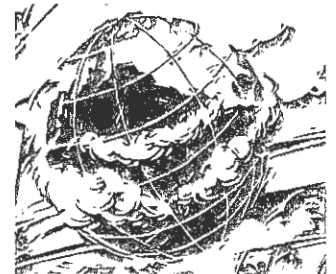
**Featured in this guide is the Oregon Model**, a comprehensive approach to visioning already used by communities throughout the state. The guide also provides suggestions for designing and implementing an effective visioning process; ideas and examples for using graphics in visioning; and contacts and resources for finding additional information. Success stories from visioning projects in several Oregon communities are also highlighted.

The guide is *not* intended to provide the perfect visioning model for every community, or to answer every question that might arise in conducting such a process. In order to be successful, each community must approach the process a little differently. Indeed, some communities may simply not be ready for visioning. Perhaps they face too many pressing short-term issues or require more time to develop community support for such an undertaking. With a good understanding of the basic model, however, *most* communities should be able to design a process that closely matches their needs and resources.

A Guide to Community Visioning has been prepared by the Oregon Visions Project, a voluntary committee of planning professionals sponsored by the Oregon chapter of the American Planning Association. The Visions Project provides training, technical assistance and information to Oregon communities through reports, workshops and direct consultations. More information on the Visions Project can be found in the last chapter.

*“ The  
future  
ain't  
what  
it used  
to be. ”*

*Anonymous*



## SUCCESS STORY: Charting a Course for Corvallis



### It isn't easy being a trailblazer — even in Oregon.

**B**ut Corvallis, a city of about 43,000 people in the heart of the Willamette Valley, assumed that role with zest and enthusiasm. It completed one of the first and most successful community visioning projects in Oregon: "Charting a Course for Corvallis."

The city first became interested in visioning when it was time to update its comprehensive land use plan. A number of neighborhood and community meetings had been conducted to explore citizen concerns, but the consensus was that a much broader effort was needed — something to provide a stronger sense of direction for the future. The answer was the creation of a community vision.

Two key objectives were reflected in the Corvallis visioning process: Get maximum public involvement and be creative. So, the city began by sponsoring a general public discussion of the future. Citizens attended an all-day workshop designed to expand their awareness of future trends and issues. Ads for the workshop invited citizens to: "Open your mind and say Aaahh!" And they did. More than 500 citizens came to a special evening session to share ideas and ask questions of a nationally known futurist.

Next, the formal work to develop a vision began. A representative 24-member citizen task force was appointed to work with city staff and elected officials. Results of their work included a community profile, community values statement, trends summary, scenarios of the city's probable and preferred futures, and the final vision.

Throughout the process, local citizens were involved at every juncture. Public meetings, neighborhood meetings and community forums were held to discuss the

alternative scenarios. Special focus groups were formed to discuss key concerns. In addition, a children's visioning event was held, perhaps the first of its kind in the state. Children prepared essays and drawings about the future which were later presented at a meeting featuring the Governor of Oregon. No surprise that some people have described planning in Corvallis as "hyper-participatory."

The final vision addressed a number of target areas, including the economy, the environment, downtown development, housing, education and the arts. A colorful,

illustrated vision statement, called "Future Focus 2010," was printed in an 8-page newspaper-sized document sent to all city residents with a clip-and-mail feedback form. This statement has since become a model referred to

by other communities and organizations across the state.

Once the final vision was completed, the city began to integrate it into its other planning activities. First came the update of the city's comprehensive plan, then three new task forces were formed to develop more specific plans for the city's airport/industrial area, riverfront development, and downtown development.

"We didn't prepare a formal action plan," said Cynthia Solie, who directed the Corvallis project. "What was most important to us was building consensus, reflecting the community's values, and communicating the vision so that citizens and community leaders would have this picture in their heads to guide their daily activities."

*Ads invited citizens to  
"Open your mind and say Aaahh!"  
And they did.*

# Chapter 1

# Why Visioning?

## The Challenge of Change in the 1990s

In recent years, citizens have increasingly sought leaders who can convey a sense of vision. They are looking for greater purpose and direction to help them make sense of a rapidly changing world.

Change has always been a fact of life. What's different today is the speed and magnitude of change. Major changes are occurring at a faster pace on all fronts, including economic, demographic, technological, social values and lifestyles. These changes present new challenges to both individuals and institutions. Nowhere is that more evident than in local communities.

**For example**, global and national economic trends have a direct impact on the nature of local economics, the health of local industries, available jobs, and more. In some towns, industries that were once considered the bedrock of the community are in danger of being shut down. In other communities, new industries and technologies offer unprecedented opportunities for growth — presenting a whole different set of challenges.

Local communities are also being affected by demographic trends and the changing social needs of their citizens. For example, an aging and increasingly diverse population means many communities must re-examine how and what they provide in the way of housing, education, social services and infrastructure. Small towns and big cities alike will face tougher challenges in combatting crime, drug abuse and homelessness as their populations grow. And, if state and

federal funding for local services continues to decline, the challenge of meeting community needs will be even greater.

With so much change to contend with, most local communities are simply scrambling to keep up. Some are in a perpetual state of crisis management. Many can't get beyond the next budget cycle, or even begin to think about a long-term strategy for managing change.

Yet the drawbacks of this reactive mode of operation are clear. Activities conducted in reaction to immediate problems may or may not fit together into a cohesive whole that makes sense for the long-term. Moreover, even if a community is successful in overcoming day-to-day challenges, a reactive mode limits its ability to get ahead of change or create a vision for a better future.

## The Rise of Community Visioning

Over the past few decades, the public sector has been trying to become more proactive: to get ahead of change and shape change to the advantage of citizens. In various ways, state and local governments have attempted to create a larger context for their plans, budgets and programs.

In the 1970s, many state governments began long-range planning programs called *futures projects*. These programs generally involved working with citizens to plan for the future by setting long-term goals and objectives. Over the decade, such efforts became more sophisticated in analyzing trends and exploring alternative futures.

*“ If you  
don't know  
where you're  
going,  
you might  
end up  
someplace  
else. ”*

Casey  
Stengel





As the pace of change accelerated in the 1980s, planning for the future gained growing recognition as an important element of the governing process. *Strategic planning*, a method first used in the private sector to assess an organization's operating environment and develop strategies for change, became increasingly popular in government.

During the '80s, more local jurisdictions and communities became involved in planning for the future. Blending elements of state futures projects and strategic planning, community planners developed new activities specifically tailored for long-range planning at the local level.

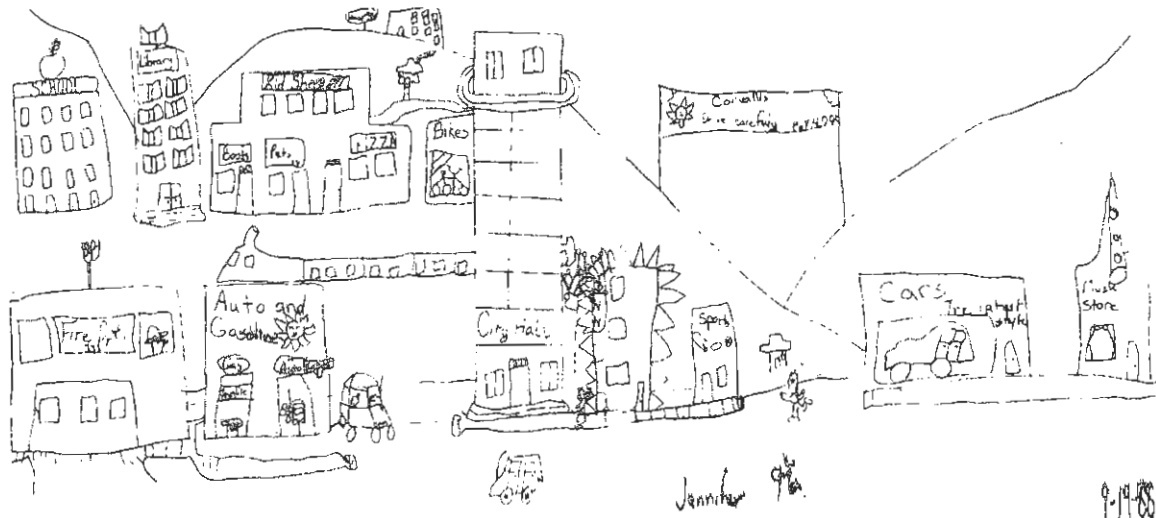
By the 1990s, these efforts evolved into what has come to be known as *visioning*.

In Oregon, there had long been a tradition of planning for the future. Based on its own studies of future growth, the state mandated comprehensive land use planning in 1973. As a result, all cities and counties were required to develop comprehensive land use plans that addressed statewide planning goals. This progressive system made Oregon a national leader in land use planning.

However, the state's comprehensive planning process did not really

provide a vehicle for addressing the new challenges that confronted local communities in the '80s. Emerging issues like a restructuring economy and rapidly changing population demanded a larger perspective. The state's bellwether visioning project in Corvallis (1988-1989) was undertaken precisely because the community's existing comprehensive plan did not articulate community values or provide a coherent sense of direction.

In fact, the visioning process differs from more traditional forms of community planning in a number

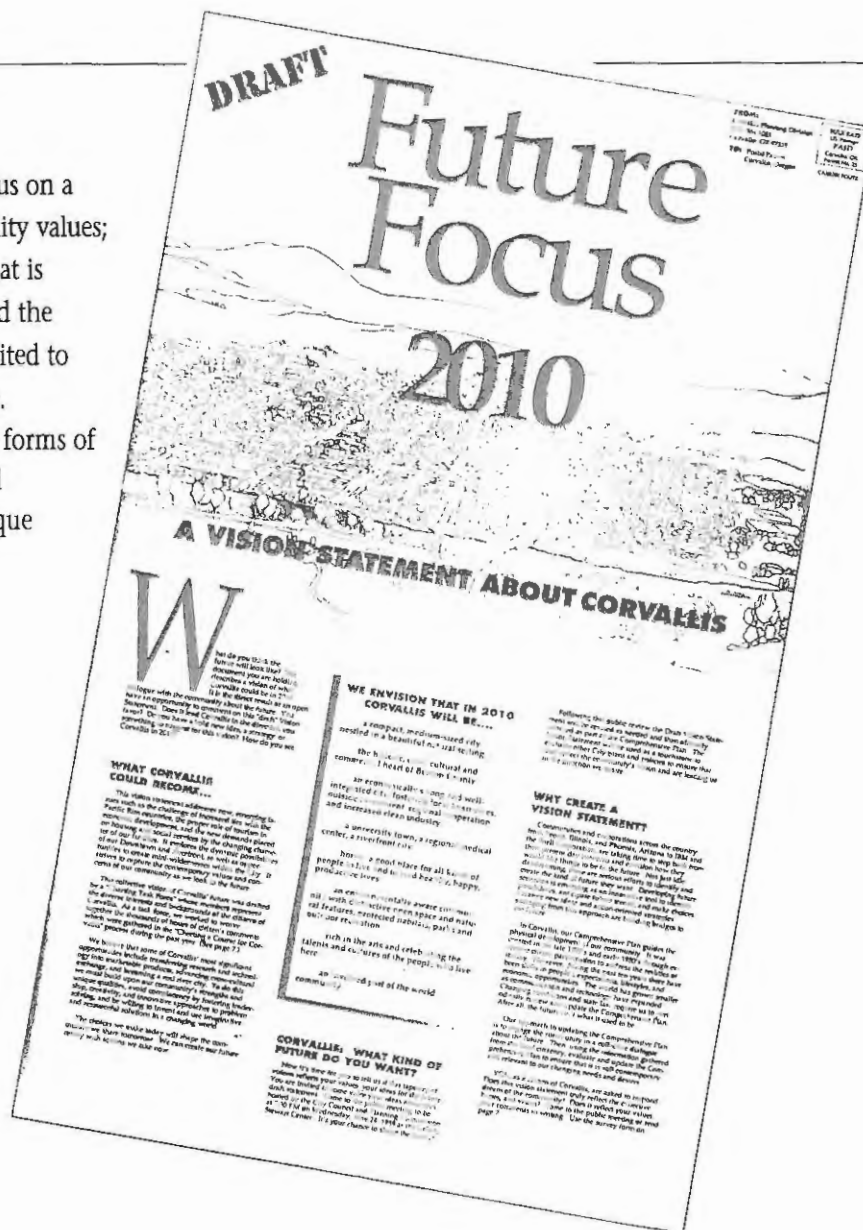


**The Future Through the Eyes of a Child.** Less inhibited about expressing their ideas of a better world, children can provide a fresh new perspective to communities planning for the future. The community visioning process makes it possible. From "Children's Visions of the Future," Corvallis Artist-in-Education Program and Corvallis Planning Division, Charting a Course for Corvallis. Artist: Jennifer, Age 9 1/2.

of ways. Its most distinctive traits are that 1) it tends to focus on a wider range of concerns; 2) it is strongly geared to community values; 3) it uses alternative scenarios to explore the future (i.e., what is probable as well as what is possible); and 4) it is built around the development of a shared vision. Visioning is also ideally suited to public involvement and the creative use of graphic imagery.

A visioning process does not necessarily replace other forms of community planning; land use, transportation and capital improvement plans all play important roles and have unique value. But visioning is a significant new tool in the community planning tool kit. Using this process, a jurisdiction can develop a long-range community plan or an "umbrella" vision for its existing plans and policies. Ultimately, it is up to each community to decide how it wants to integrate visioning with its other activities.

**Simple, Creative, Visionary and Participatory.**  
The Corvallis vision statement demonstrated the potential of visioning to engage an entire community in setting its sights on the future. Delivered to virtually every household in town, *Future Focus 2010* identified emerging trends, summarized community values, and offered a positive vision for the future. Citizens were challenged to add their own comments and ideas — and they did.



“ We  
need to  
accept  
change  
and  
make it  
our  
friend. ”

Robert  
Theobald

## SUCCESS STORY: Portland Future Focus



### Creating a vision for a large, diverse metropolitan community is a tall order — as the City of Portland found out.

**T**he first question was who to involve. How could the city obtain meaningful representation of its many diverse constituencies and interest groups?

The second matter was what issues to address. As a rapidly growing urban area, Portland faces a host of complex challenges — any one of which could require a strategic plan all its own.

The City of Portland decided to rise to the occasion: to create a visioning process that embraced a broad range of quality of life issues, and included representatives from all segments of the local population. Few cities the size of Portland have completed a project of such scope and detail.

The city's visioning project, called "Portland Future Focus," wisely relied more on targeted representation than elaborate public involvement schemes. A policy committee including 55 leaders from a cross-section of community interests steered the project. They were chosen for their representativeness as well as their orientation to the community at large. Special emphasis was given to making sure the diversity among committee members reflected that of the city's population.

While it was at times unwieldy to work with such a large policy committee and so many different points of view, the broad representation laid the groundwork for community-wide ownership of both the vision and the action plan that followed.

Portland Future Focus began in January 1990, and was done in six steps, expanding slightly on the Oregon Model for community visioning. The policy committee was involved every step of the way.

First, a comprehensive environmental scan was conducted to examine community, regional, state, national and international trends and issues. Then some 400 residents were surveyed to help determine community values. Third, a vision for the future was developed in a two-day meeting of the 55-member policy committee. The vision provided the basis for step

four: development of strategic goals. Next, six 20-member strategic goal working groups were formed to draft strategies and actions to achieve each of the major goals. Finally, implementation of the action plans began. That implementation began in April 1991 and is being widely carried out by community institutions including social service agencies, the Portland Metropolitan Chamber of

Commerce, local governments, schools, neighborhood associations, business associations, non-profit organizations and others.

In addition to the membership of the policy committee, public representation was achieved through the strategic goal working groups and 44 official "stakeholders" who served as advisers to the project. Members of the general public were involved through the community values survey and eight major public meetings. A monthly newsletter was disseminated to those interested and involved in the project. Other high quality brochures, reports and publications were also produced.

While broad representation made the project more challenging than it might have been, sponsors say the shared ownership has paid enormous dividends. "We're really seeing what a difference it makes as we pursue the action steps to achieve each strategic goal," said Debbie McCabe, project manager for Portland Future Focus. "People feel like this is their vision, and there is much greater interest and enthusiasm for making it happen."

*Portland wisely relied more on targeted  
representation than elaborate  
public involvement schemes.*

## Chapter 2

# What Is Visioning?

**V**irtually every step forward in the progress of mankind has begun with a dream. Seeing something in the mind's eye has been the first step to achieving it in reality.

**Visioning** is simply a process by which a community envisions the future it wants, and plans how to achieve it. It brings people together to develop a shared image of what they want their community to become. Once a community has envisioned where it wants to go, it can begin to consciously work toward that goal.

A **vision** is the overall image of what the community wants to be and how it wants to look at some point in the future. A **vision statement** is the formal expression of that vision. It depicts in words and images what the community is striving to become. The vision statement is the starting point for the creation and implementation of action plans.

By going through a visioning process, a community can: 1) better understand the values of its citizens and use them as a basis for planning; 2) identify the trends and forces that are affecting the community; 3) articulate a big-picture view to guide short-term decisions and long-term initiatives; and 4) develop tools to achieve its vision.

### The Oregon Model: Comprehensive Community Visioning

**Oregon has been at the forefront** of the growing use of visioning as a planning tool. Increasingly, visioning is being used by

local communities to complement their state-mandated land use plans, introduce a broader dimension into local planning, and build consensus for future directions. This trend fits well with the state's reputation for being innovative, forward-thinking and values-oriented.

Over the past few years, communities ranging in size from Portland and Gresham to Corvallis, Forest Grove, Newberg and The Dalles have undertaken visioning projects. Each of their visioning experiences has been unique, providing new insights and lessons for the communities that have followed them. Success stories from several of these projects are included in this guide.

Based on the work of the Oregon Visions Project and the experiences of local communities, an overall approach to community visioning has emerged. Because this approach directly reflects the visioning efforts of local communities around the state, we call it the Oregon Model.

### The Four Steps of the Oregon Model

The Oregon Model for community visioning involves a comprehensive four-step process. Each step focuses on a **driving question**, involves different **planning activities**, and results in specific **products**.

While all four steps are recommended, a particular community may choose to follow only some of them or to undertake specific activities at different points in the process. The model allows for these kinds of changes and flexibility.

*“ If you  
can dream  
it, you  
can do it. ”*

*Walt  
Disney*



“ For  
your  
information,  
let me  
ask you  
a few  
questions. ”

Sam  
Goldwyn

The four steps in the Oregon Model are:

### Step One: Profiling the Community

The first step is to profile the community; that is, to identify the characteristics of the local area, such as geography, natural resource base, population, demographics, major employers, labor force, political and community institutions, housing, transportation, educational resources, and cultural and recreational resources. This step usually includes the development of a statement of community values.

- **Driving question :** “Where are we now?”
- **Planning activities:** Research and data collection, compilation and analysis. If a values statement is developed, additional activities such as a community survey, meetings, etc. may be required.
- **Products:** Community profile, values statement.

### Step Two: Analyzing the Trends

The second step is to determine where the community is headed if current trends and activities continue. It involves analyzing research to determine current and projected trends and their potential impact on the community. A “probable scenario” based on identified trends is also developed to describe what the community will look like

at some point in the future if it stays on its current course. (As discussed later, more than one scenario may be developed.)

- **Driving question:** “Where are we going?”
- **Planning activities:** Determination of current and projected trends, assessment of their future impact. Creation of probable scenario through task forces, work groups, community meetings and brainstorming sessions, or other means.
- **Products:** Trend statement, probable scenario.

### Step Three: Creating the Vision

The next step involves the actual development of a vision for the future: What does the community want to become? What does it want to look like? Based on identified community values, a “preferred scenario” is developed to describe what the community might look like if new responses to identified trends are set into action. Ultimately, the community's vision statement is based on this preferred scenario.

While developing the vision involves imagination, the process is also firmly grounded in reality. By basing their efforts on the facts and trends affecting the community, citizens can create a vision that is realistic and achievable.

- **Driving question:** “Where do we want to be?”
- **Planning activities:** Creation of a preferred scenario and

final vision through task forces, work groups, community meetings, brainstorming sessions, or other means.

- **Product:** Preferred scenario, vision statement.

- **Planning activities:** Identification of goals, strategies, actions, implementation agendas and priorities through task forces, work groups, or stakeholder meetings.

- **Product:** Action plan.

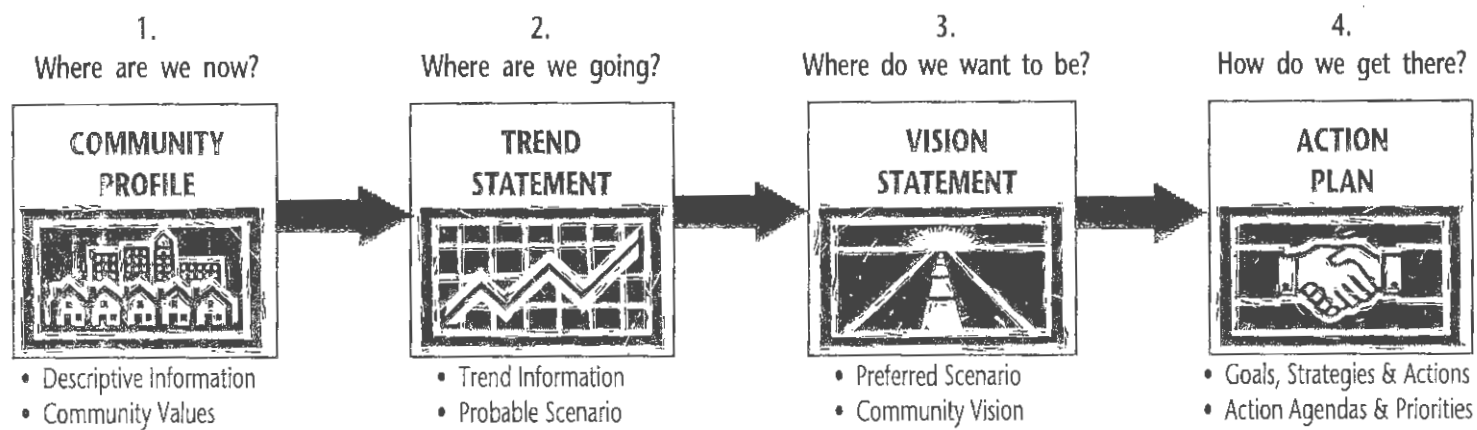
## Step Four: Developing an Action Plan

Once the vision has been developed, an action plan can be created to achieve it. The action plan should be as specific as possible, including steps to be taken, assignment of responsibilities and timelines.

- **Driving question:** "How do we get there?"

While some communities place great importance on developing an action plan, others feel they can accomplish as much or more simply by developing a shared vision, making sure it reflects the community's values, and communicating it well. In such cases, community leaders are more concerned with citizens getting a picture of the vision in their own minds than with writing out specific action steps. The idea is that if they can "see" the vision and commit to it, right actions will follow.

## The Oregon Model



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## Key Points in Using the Oregon Model

### Establishing a Visioning Framework

The idea of exploring a concept as vast and uncharted as “The Future” can seem overwhelming. There are so many areas to consider, and so many issues and concerns to think about. Without some boundaries for the discussion, participants in a visioning process would soon find it difficult if not impossible to assimilate and work with all the information.

The challenge for a community involved in a visioning process is to focus its attention on those aspects of the future that will affect it the most and over which it has the most control. Establishing a framework for the visioning process ensures that it will be a manageable, focused dialogue rather than a random, wandering discussion.

There are three activities involved in establishing a framework for the visioning process:

- **Setting a timeframe**
- **Determining a focus**
- **Identifying target areas**

To set a visioning **timeframe** means to select a target year for the vision that will be created. The target year also defines the period of time for which the community is planning.

Although some communities try to look more than 25 years

ahead, most set a target year between 10 and 25 years into the future. Anything less than 10 years tends to be too short-term and stifles the visionary aspects of the process. Anything more than 25 years tends to enter the realm of extreme speculation, where trends are unclear and goals and strategies are hard to identify.

A visioning **focus** is the central theme around which a visioning process is built. A community vision may have a very broad focus or a more narrow one. For example, the City of Newberg used its visioning process to explore the overall future of the entire community and surrounding areas, while the City of Gresham concentrated its process on growth management and community design issues.

Once the focus has been established, the community can identify more specific visioning **target areas**. This involves defining the major areas of concern the community seeks to address as part of its visioning process. For example, in Corvallis, the community identified such target areas as economy, environment, the central city, neighborhoods, education and human services, and cultural enrichment.

Target areas help the community organize the many concerns and issues it faces, providing a framework for analysis, planning and action.

Most communities can easily identify the target areas they want their visioning process to address. Often those key concerns are the reason they became interested in visioning in the first place. In most cases, five to ten target areas are enough to cover the key issues facing the community.



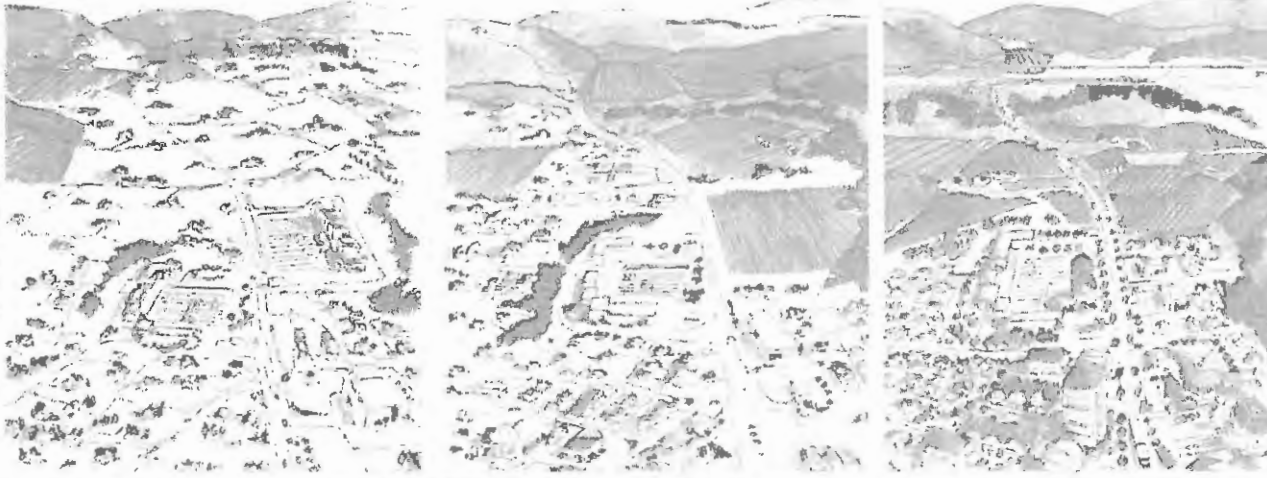
Country

Metropolitan

Hometown

#### Alternative Scenarios Clarify Choices.

Bird's eye views of three alternative land-use scenarios for Clark County, Washington, help illustrate impacts and trade-offs of different development approaches. A similar technique was used by the City of Gresham, just across the Columbia River in Oregon. The alternatives include: "Country" (accommodating rural lifestyles countywide), "Metropolitan" (distributing growth along existing development corridors), and "Hometown" (concentrating population in urban and rural activity centers). Selection of a final scenario will provide the long-term framework for compliance with Washington's new Growth Management Act, which encourages participating cities and counties to develop community visions. From Clark County Perspectives. Artist: Jan Bayout



“ When you come to a fork in the road, take it! ”

Yogi Berra

### Choosing the Number of Future Scenarios

A community conducting a visioning process may consider only one probable scenario – or it may choose to look at a number of possible scenarios. The basic Oregon Model assumes that just one alternative future is being considered, but it can easily be modified to allow for multiple alternatives.

If the community chooses the **single alternative** approach, it will compare its probable scenario (what is expected if current trends continue) to a preferred scenario (the alternative future that the community desires).

The primary advantage of this approach is that it is simpler and easier to use. It works especially well when the visioning focus is very broad. For example, with a broadly focused process that addressed

dozens of concerns, the City of Portland wisely chose to develop a single, probable scenario.

If the community considers **multiple alternatives**, it will assess a number of possible scenarios before selecting its preferred scenario — the vision the community will work toward achieving. This approach is more detailed and works best when the focus of the planning process is more limited — i.e., when a narrower range of concerns is being considered.

The multiple alternatives approach usually involves an analysis and understanding of the trade-offs involved in choosing one possible future over another. This approach served the City of Gresham well in examining a number of possible future growth alternatives for the community before deciding on a preferred course.



## SUCCESS STORY: Envision Gresham



### Developing a shared vision can be a real challenge when half the community sees the future one way — and half sees it another.

**T**hat was the case in Gresham, a thriving suburb of Portland recently made larger through extensive annexation. Citizens were sharply divided on how much they wanted their community to grow, and in what way. The central question was whether Gresham should continue to follow its established pattern of suburban development, or pursue an alternative pattern that would concentrate development in certain parts of the city.

The City of Gresham decided to tackle the issue head-on through its “Envision Gresham” project, which focused on growth management, community design and related matters. The project involved:

- Profiling the existing community and key trends affecting its future;
- Preparing three alternative scenarios for how the community might grow;
- Selecting a preferred scenario and developing a final vision for adoption by the City; and
- Action planning.

Special emphasis was placed on identifying shared community values and making sure the final vision reflected those values. Two surveys were completed: One to ascertain citizens’ values and develop a values statement, and a second to validate support for the final vision.

The Gresham visioning process used alternative scenarios to evaluate three possible patterns of growth over the next 30 years: 1) Single Center (concentrating growth in the existing downtown core); 2) Dual Center (adding a second growth center); and 3) Dispersed

*Special emphasis was placed  
on making sure the final vision reflected shared  
community values.*

Development (continuing to spread development along major arterials throughout the city). A newsletter explaining all three concepts was mailed citywide for citizen review and comment. In addition, the city sponsored public meetings (“community fairs”) and exit questionnaires, a community bus tour, a community stakeholders’ meeting, public hearings and a children’s visions project to involve the public in developing the vision.

Public input was reviewed by the Envision Gresham Steering Committee, a representative task force of 28 citizens appointed by the city council. Ultimately, the steering committee chose the “Single Center” scenario and used it as the basis for developing the final community vision. The vision also included some features of the other two scenarios. Citizens were informed about the vision through an insert to the city’s newsletter.

Envision Gresham began in January of 1991. The final vision was developed and publicized in December 1991. From February 1992 to February 1993, action planning was conducted to implement the vision. City Council formed an Action Planning Citizens Committee to assure implementation of the vision in the community at large. In addition, a new Gresham Office of Strategic Planning integrated the vision into the city’s ongoing strategic planning and budgeting activities, and its comprehensive planning and capital improvements.

“Perhaps the most exciting aspect of this is that the project pulled the city together,” said John Andersen, former manager of Gresham’s strategic planning office. “Gresham now has agreement on where it wants to go and good momentum for getting there.”

## Chapter 3

# Visioning In Your Community

**S**uppose you want to use visioning in your community. How do you go about it?

You can start by asking yourself some key questions, in order to set the stage for visioning. Those questions might include:

- **Why are we interested in community visioning?**
- **What do we hope to accomplish with the process?**
- **How can visioning improve existing community planning efforts?**
- **How can it complement other regional or state planning efforts?**

Answering such questions should help establish a clear set of objectives for the visioning process. Sample objectives might include involving major community stakeholders, seeding ideas for future community projects, or developing a plan that can be used by other community groups. With such objectives in mind, you can begin designing the process. If a clear set of objectives do not emerge, the community may want to reconsider whether it is ready to commit itself to such an undertaking.

## Designing the Visioning Process

**The most important principle to remember** in designing a visioning process is that it should be tailored to the unique needs,

resources and capabilities of your community. A visioning design that is out of sync with the characteristics of the community can backfire. For example, an ambitious process might cost too much for a community working within a small budget, while a streamlined process might disappoint a community that seeks a lot of participation.

### Determining Basic Design Elements

There are three basic elements to be decided first:

#### **1. Do you want to follow all four steps of the Oregon Model?**

Is there value in carrying out all four steps of the process, or can the community combine or eliminate some steps and still meet its objectives? For example, as mentioned earlier, some communities feel that developing an action plan is not necessary because the vision can feed directly into other community action efforts.

#### **2. Do you want to develop multiple (possible) scenarios or a single (probable) scenario?**

Multiple scenarios are used to explore the advantages and disadvantages of several possible futures before determining a preferred alternative. A single scenario establishes the most probable future, leading more directly to the preferred alternative. It is a quicker, simpler approach.

*“ Even  
the journey  
of a  
thousand  
miles  
must begin  
with  
a single step.”*

*Chinese  
proverb*



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**3. What products do you want to produce?** Major products include a community profile, values statement, trend statement, vision statement and action plan. If the community wants to produce certain products, it will need to make sure the steps for creating those products are included in the design.

In addition to basic design elements, you will also need to answer a few more practical questions:

- 1. Timeline.** How much time are you willing to devote to the process? Does it need to be completed within a given budget cycle or prior to another planning effort?
- 2. Budget.** How much can you afford to spend? What resources are available for funding and in-kind support?
- 3. Levels of participation.** How much public agency and general public participation do you want? Is building community consensus important?

Decisions on basic design — including the timeline, budget and level of participation — tend to lead to either a simplified approach to visioning, or a more comprehensive one.

Typically, a **simplified visioning process** can be conducted in six months or less, and requires fewer resources. It may use all four steps in the Oregon Model, or it may follow them in a more limited way. The simplified process involves much less public participation.

The advantages to this process are that it is quick, easy to use, and relatively inexpensive. The disadvantages are that it is less compre-

hensive and less consensus-oriented. It also may not result in a full range of products.

By contrast, a **comprehensive visioning process** may take from six months to a year or more. It requires a project manager, staff and technical support, and possibly consulting help as well. The comprehensive approach uses all four steps of the visioning process, and requires broad public involvement.

The advantages of the comprehensive process are that it is more participatory, built on consensus, and action-oriented. It also results in a full range of products. The disadvantages are that it is complex and requires more time and resources.

By determining these basic design elements, the community can establish the basic structure of its visioning process. All of the ensuing activities should fit within these design parameters.

#### Helpful Hints . . .

- **Keep the design simple.** Don't take on activities, events or products that strain your resources or are impossible to achieve.
- **Develop a graphic image of the design** that is easy to understand. Use this graphic throughout the visioning process.
- **Define important terms**, such as *values, trends, scenarios, vision*, etc.
- **Be prepared to make minor changes** to the design as the process unfolds, in order to make it more effective.
- **Schedule sufficient time** to implement the chosen approach.



**One City's Vision: New Possibilities for Old Arterials.** Streets and boulevards lined with trees take on important new roles in the Gresham of 2020, preserving the city's spectacular Mt. Hood view corridors, promoting pedestrian and bicycle traffic, and providing strategic "gateways" into the city that reinforce its local and regional identity. From *Gateway to the Year 2020, Envision Gresham*. Artist: Laurie Heinz-Jenkins.

“ The art  
of  
progress  
is to  
preserve  
order  
amid  
change,  
change  
amid  
order. ”

Alfred  
North  
Whitehead

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## Visioning in a Day

Planners sometimes ask what the design of the ultimate streamlined visioning process might be. For example, could a vision be developed in a single day — or at a single meeting? The answer is a qualified “yes”: A one-session approach will work, but only if it fits the overall design of the visioning process and has been preceded by the necessary preparation.

If a community chooses a simplified process or is planning to develop just one (probable) alternative scenario, it can easily create its vision at a single event. The key is to remember that creating the vision is *not* the same as conducting the process. The vision is only part of a larger effort; a visioning *process* cannot be conducted in a day.

A vision-in-a-day session still requires a significant amount of advance work. Staff must gather information, conduct research, prepare summary materials, recruit participants, and prepare facilitators all before such a meeting can occur. At a minimum, three things must be completed before the session is conducted:

- Establishing a visioning framework (timeframe, focus and target areas)
- Determining the community's values
- Identifying major trends affecting the community's future

All of this information will be needed by the group creating the vision. During the vision session itself, participants will focus on:

- Developing a probable scenario for the community based on key trends
- Developing a preferred scenario based on key trends *and* community values

Depending on time, participants may develop both scenarios, or only the preferred scenario using a probable scenario prepared in advance. Regardless, the preferred scenario they create will serve as the basis for a final vision statement, which can be crafted and completed after the meeting is over.

In Oregon, the cities of Portland and Newberg both created their core visions at a single event using the above approach. See the success stories on Portland Future Focus and Chehalem Future Focus for more details.

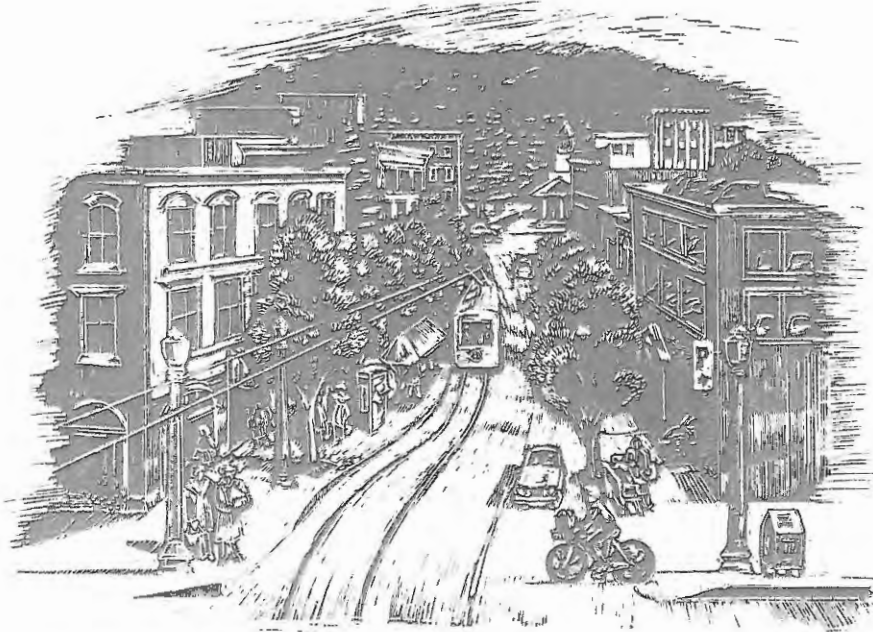
## Implementing the Process

Ideally, a visioning process should be staffed by a designated project manager, technical staff, and administrative support.

These three levels of assistance are essential for a comprehensive visioning process. They are recommended but not imperative for a simplified process.

Perhaps the single most important trait needed in those implementing a visioning process is **flexibility**. Given the non-traditional nature of visioning *and* the tendency for problems and technical issues to emerge once the process is underway, those in





**One City's Vision: Revitalized Downtown Concentrates Growth.** Multi-story office buildings, off-street parking, and a new light rail loop transforms Gresham's old downtown district into a major focal point for development — concentrating growth, protecting surrounding neighborhoods, and reducing the environmental impacts of sprawl. From *Gateway to the Year 2020*, Envision Gresham. Artist: Laurie Heinz-Jenkins.

charge of the process must be willing to shift gears or make mid-course corrections as necessary.

Following are some of the specific areas that must be addressed to implement a visioning process:

### **Building Political and Community Support**

**Visioning is, by nature, community-based.** It cannot succeed without the support of political leaders and citizens alike. Without broad-

based support, a visioning process becomes an exercise in planning relegated to a few interested individuals, with no community ownership or commitment. Only when there is solid community support for the process will it lead to meaningful results.

The building of political and community support must start before the formal visioning process begins. Key elected officials, local agency managers, community stakeholders, opinion leaders, cooperating institutions and other affected groups should be contacted and informed why the project is being done, how it will work and what it will accomplish. Making those contacts will also provide an opportunity to gather additional ideas on the design of the process.

### **Helpful Hints . . .**

- **Build public awareness** about the visioning project before it begins. Explain its purpose, expected outcomes and the anticipated benefits to the community.
- **Promote community ownership** in the process. Make sure all major interest groups are represented on any citizen task forces, steering committees or work groups.
- **Don't tie the process or its outcomes to a particular elected official or community leader.** If that individual leaves, the vision may lose support.
- **Solicit financial or in-kind support** from the private sector, including local banks, utilities and corporate branch offices. Then acknowledge their help.

*“ Never  
doubt that  
a small  
group of  
committed  
citizens  
can  
change the  
world;  
indeed, it  
is the only  
thing that  
ever has. ”*

*Margaret  
Mead*

“ Tell  
me,  
I forget.  
Show  
me,  
I remember.  
Involve  
me,  
I understand. ”

*Chinese  
Proverb*

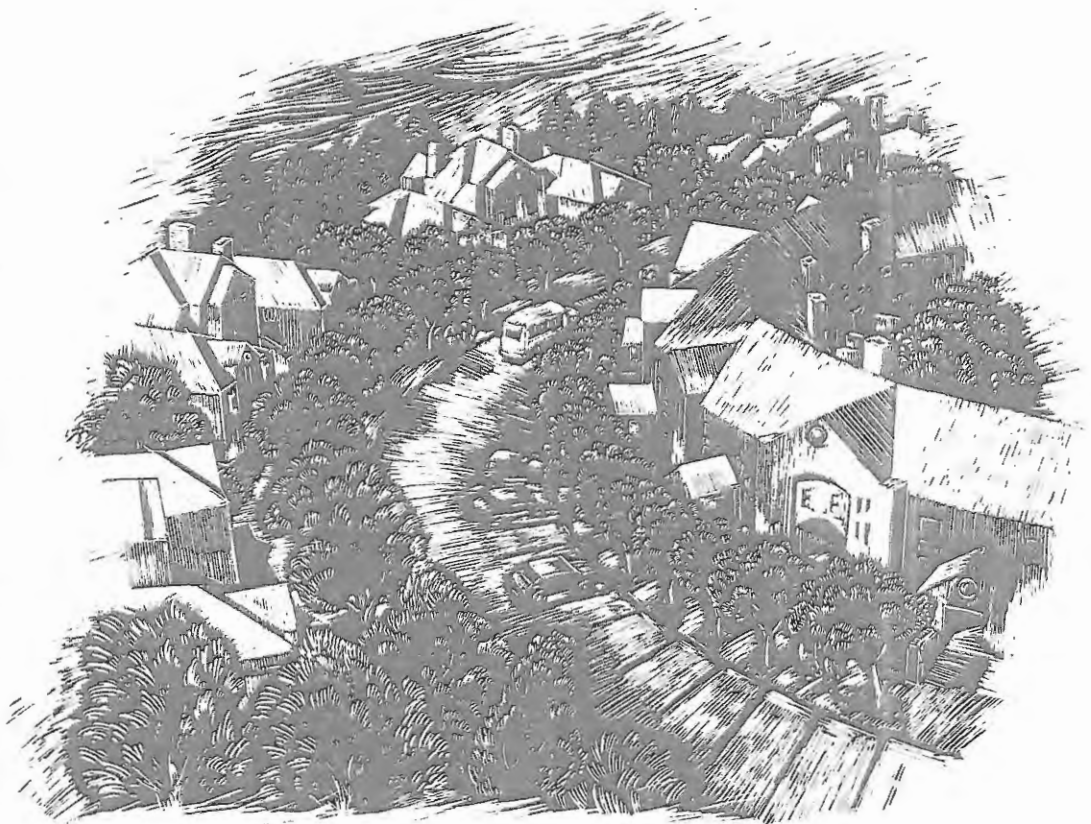
### Involving the Public

Visioning is specifically intended to democratize planning by pulling citizens together to develop a shared image of the future.

While public involvement should be part of every visioning process, it can be accomplished in a variety of ways and to varying degrees. Every community has different needs, and every planning process lends itself to a different level of involvement.

In general, a strong emphasis on public participation fits best with a comprehensive process, where there is sufficient time and ample resources to involve the public in a major way. In such cases, using several if not all of the following involvement techniques is advised:

- Scientific surveys on public attitudes and values
- Public meetings
- Planning workshops
- Community tours, visual preference surveys
- Newsletters and special publications
- Special events and activities



**One City's Vision: A Neighborhood-Friendly Community.** Gresham preserves and enhances existing neighborhoods, while providing affordable new housing opportunities for the city's growing population. A variety of housing types, decentralized neighborhood community centers, electric neighborhood shuttles linked to downtown, and "live-work" communities close to major arterials and transit stations gracefully accommodate growth while minimizing sprawl. From *Gateway to the Year 2020*, Envision Gresham. Artist: Laurie Heinz-Jenkins.

Public participation will be much more limited in a simplified visioning process. Ways to achieve public involvement in such efforts might include surveys, public meetings, special publications, and representative steering committees or task forces. Representative

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groups, in particular, are an excellent way to assure citizen input when the use of more ambitious public involvement techniques is limited.

Two of the success stories in this guide illustrate very different approaches to public involvement. In Corvallis, the visioning process was highly participatory. In Newberg, public involvement was more limited and targeted.

#### Helpful Hints . . .

- **Use public involvement strategies** that are consistent with the overall design and scale of the visioning process.
- **Schedule and publicize public meetings** and events well in advance. Make sure they are carefully planned and well facilitated.
- **Avoid scheduling public meetings that will conflict** with holidays, vacations or important community events.

#### Organizing and Using a Task Force

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Setting up a citizens steering committee or task force is recommended for any visioning process regardless of its design or scale. Such a group will help ensure community involvement and increase the likelihood of successful follow-through. A citizens task force may oversee the implementation of the process, such as reviewing major products and approving final policy decisions, or it may be directly involved in actual planning activities, such as developing scenarios or drafting the final vision.

Generally, the more comprehensive the visioning process, the more active the citizen task force should be. If the group is going to be heavily involved in actual planning activities, it should include more hands-on participants than community figureheads. Any visioning task force also benefits from at least a few visionaries who can see the community from a larger, more creative perspective.

#### Helpful Hints . . .

- **Choose task force members** who understand and strongly support the visioning project.
- **Appoint task force leaders** who can do a good job of directing and facilitating meetings.
- **Build camaraderie and team spirit** through such activities as special introductory sessions or team-building exercises.
- **Build momentum by scheduling meetings regularly** and interconnecting their results.
- **Avoid overly long meetings.** Use subcommittees, work groups and technical support to reduce task force workload.

#### Communicating and Promoting the Process

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**Because the vision must be shared,** understood and supported throughout the community, communication is essential. From the beginning, everyone from elected officials to local citizens should know why the visioning process is being undertaken, how it will work and what it will accomplish. In addition, actual participants need to understand exactly where they are in the process and what is expected of them.



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Both communication and specific promotional activities will help make this happen: communication to educate the public and promotion to get them involved.

Good communication means that those managing the process are paying constant attention to who needs to know what, and when. The more comprehensive the visioning process, the more challenging this can be; some planners liken managing a visioning process to conducting an orchestra. Promotion requires getting the general public interested and involved in the process. If the process has been designed to include a large amount of public participation, such activities are all the more important.

To a degree, communication and promotion activities overlap. Both can be approached using such tools as:

- Newsletters and special publications
- Newspaper articles
- Public service announcements
- Editorial endorsements
- Public meetings
- Special events

#### **Helpful Hints . . .**

- **Develop a name and logo** for the visions project that communicates an overall theme. Use it throughout the process to reinforce image, identity and purpose.
- **Don't take public awareness for granted.** Use every available communication tool to explain and promote the

process, including free publicity.

- **Use special events to promote the process**, such as public forums, guest speakers, and cultural, arts and school activities.

#### **Following Through**

**The single most common criticism** of a community visioning process is the lack of successful follow-through. The problem in such cases is usually not the visioning process itself, but rather, how it has been implemented.

Action planning can be an integral part of visioning, but it is up to each individual community to make it so.

There are several reasons why follow-through in a visioning process may be weak:

- The community never develops an action plan.
- The community develops an action plan but does not involve key stakeholders
- The community never implements its action plan
- The community fails to monitor progress in implementing its action plan.

Rather than a formal action plan, some communities have opted for specific projects linked with other community action efforts. While this approach can work, the absence of a unifying action plan may make it more difficult for the individuals sponsoring the projects

to coordinate their efforts, or maintain the momentum and support instilled by the vision. It also leaves the vision without any benchmarks for monitoring progress or measuring success.

There are a number of things you can do to help ensure good follow-through in a visioning process:

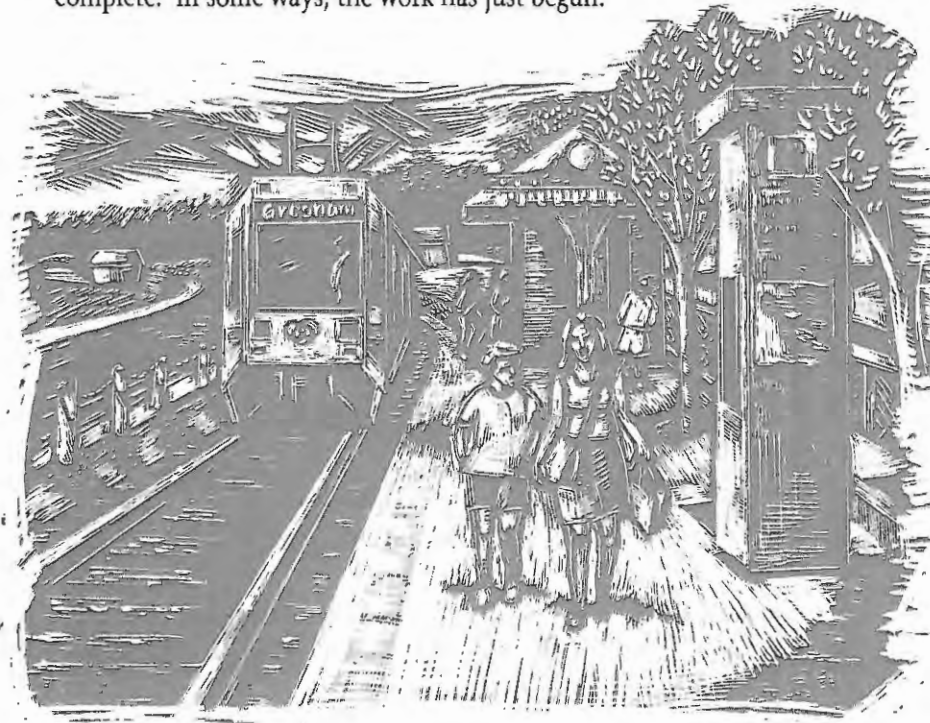
- Include development of an action plan in the process design;
- Involve those who have a stake in the action plan in the visioning process;
- Recommend realistic, measurable actions; and
- Set a future date for revisiting the vision and action plan and updating the action plan.

Ultimately, a visioning process will only be as successful as the community's ability to act on it.

#### Helpful Hints . . .

- **Celebrate the completion of the visioning process** through a special event or other means. Use it as an opportunity to promote the action plan and prime the community for implementation.
- **Consider restructuring the task force** into a vision/action plan implementation team. Develop an implementation strategy and prioritize key actions.

- **Encourage city managers, councilors and staff** to refer to the vision in their daily activities, and to use it as an overlay for their planning and budgeting.
- **Don't assume** that just because the vision is finished, the process is complete. In some ways, the work has just begun.

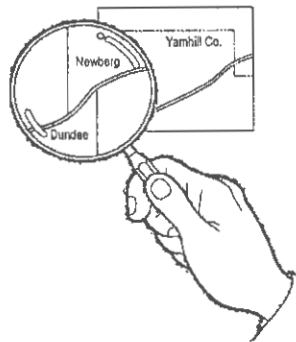


**One City's Vision: More and Better Public Transit.** One of the first communities in the Portland metro area to benefit from light rail, Gresham uses its rail connection to further direct future growth. In the year 2020, light rail has been expanded to bring Mt. Hood Community College and downtown Gresham into the system. Neighborhood transit stations, linked to other transit services, reduce automobile congestion while enhancing travel options. From *Gateway to the Year 2020*, Envision Gresham. Artist: Laurie Heinz-Jenkins.

*“ Even if  
you're  
on the  
right  
track,  
you'll  
get run  
over  
if you  
just sit  
there. ”*

*Will  
Rogers*

## SUCCESS STORY: Chehalem Future Focus



### How do you think big — really big — on a small budget?

**T**hat was the dilemma facing city leaders in Newberg, Oregon, when they set out to involve the community in creating a vision for the future.

The need for such an effort was clear: In the mid-1980s, city officials had made several attempts to galvanize the community in new directions — only to have these projects rejected by voters.

"There was no consensus on which way we wanted to go," said Newberg City Manager Duane Cole.

So Cole and other area leaders decided to provide a forum for local citizens to discuss, debate and ultimately decide on the future they wanted for their community.

Newberg linked up with other entities in the Chehalem Valley who were logical partners for creating a community vision: The nearby City of Dundee, the Newberg School District, Chehalem Park and Recreation District, and the Newberg Chamber of Commerce. Collectively, the jurisdictions cover a population of about 24,000. Their combined budget for the visioning process, named "Chehalem Future Focus," was only \$10,000.

How did they manage such a big task with so little money?

First, by learning from the experience of others who had already been through a visioning process, including the City of Portland and its Portland Future Focus project.

Chehalem Future Focus also kept costs down by relying on existing city staff and focused assistance from outside experts. City staff prepared a "Community Snapshot" analyzing the trends and issues affecting the Chehalem Valley. A consultant conducted a community survey on values and city staff used the results to develop a community values statement.

Chehalem Future Focus further reduced costs by condensing its public involvement process; relying heavily on a 28-member steering committee for community representation; and producing only a few highly focused, targeted communications pieces.

One of the prime communication vehicles was a slide show prepared by city staff that depicted the probable future of the Chehalem Valley if current trends remained unchecked. The slide show served as a dramatic wake-up call alerting the community to the need for change.

Of particular note was the way Chehalem Future Focus went about creating its preferred vision: In one night. On November 7, 1991, 120 members of the community met for a four-hour,

information-packed, high-energy community workshop.

Participants reviewed the Community Snapshot and values statement that had been prepared, and viewed the "probable future" slide show. They then divided into groups to develop a preferred future for each of nine target

areas. At the end of the day, all the ideas were brought together to create the framework for a comprehensive community vision.

The local jurisdictions involved now use the Chehalem Future Focus vision as their guide in making public policy decisions.

"It seems like every time something comes up for a policy decision, we ask ourselves, 'How does this fit with our vision?'" said Cole.

Though no formal action plan was adopted as part of the visioning process, city officials have introduced specific action initiatives to help achieve the vision. In addition, the City of Newberg plans to revisit the vision in 1993 and begin the detailed process of creating a formal strategic plan.

*"Collectively, the jurisdictions cover a population of about 24,000. Their combined budget for the process was only \$10,000."*

## Chapter Four

# Seeing Is Believing

**A**s the saying goes: "A picture is worth a thousand words." Not surprisingly, the best visioning projects are those that succeed in communicating the future in visual terms. In a visioning process, nothing can match the impact of a well-done visual representation of a community's future.

But visual imagery is only one way in which graphics can contribute to the power and effectiveness of the visioning process. Maps, graphs, charts, architectural renderings and more can be used to communicate trends and data, reinforce key points and bring images to life. Graphics can also enhance visioning reports, newsletters, brochures, posters, slide shows, videos, displays and other communication vehicles. In addition, logos, banners, community art, etc. can be used to create an overall identity for the visioning project itself.

### How to Use Graphics in Visioning

In general, four types of graphics can be used in the visioning process. Each employs a different type of imagery and contributes to the process in a slightly different way. Each step of the Oregon Model can be enhanced by using different combinations of these graphics.

- **Data graphics.** Data graphics (graphs, tables, pie charts, etc.) display or translate statistics into easy-to-understand graphic formats. They can be used to quickly and simply capture information that is critical to the visioning process,

such as demographics, employment projections and economic forecasts.

Data graphics are generally used for profiling the community or describing important trends. As an example, the environmental scan done for Portland Future Focus captured a wealth of community data and trend information in a series of simple charts and tables. Without the graphics, communicating that information would have been far more complicated and difficult.

- **Maps.** Maps (jurisdictional, land use, site maps, etc.) present various kinds of information on land forms in a simple graphic format. They provide a geographic context for the visioning process, which is particularly important if the process is focused on such issues as urban form or growth management.

Maps are most useful for depicting the impact of projected trends or illustrating alternative scenarios; land use maps are among those most commonly used. For example, as part of its visioning process, Envision Gresham relied heavily on land use maps to communicate the impacts and trade-offs implied by three different alternative growth scenarios.

- **Planning and architectural graphics.** Planning and architectural graphics (site plans, elevations, sections, renderings, panoramas) provide two- or three-dimensional perspec-

*"Vision is the art of seeing the invisible."*

*Jonathan Swift*



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tives on the future environment. They are particularly useful in helping communities illustrate the physical aspects of their visions, such as community design features or development concepts. Buildings, public spaces, commercial districts, neighborhoods, even entire regions can be visualized with far greater clarity when they are illustrated this way.

Planning and architectural graphics are most useful for enhancing alternative scenarios or vision statements. The City of Corvallis, for example, developed a bird's-eye view of the entire community as the centerpiece of its vision statement. That visual panorama included representations of the future downtown district, the riverfront, Corvallis neighborhoods and the Oregon State University campus.

- **General illustrations.** General illustrations (artist's concepts, sketches, photographs, etc.) can enhance or augment other graphics or text. A well-conceived illustration can often communicate a particular element of a vision more vividly and succinctly than any text.

General illustrations are most effectively used as part of alternative scenarios or a community's final vision statement. The Envision Gresham project, for example, illustrated its vision statement with a number of attractive artist's concepts that captured such discrete vision elements as the preservation of designated city "view corridors" and the development of a light rail loop in the downtown district.

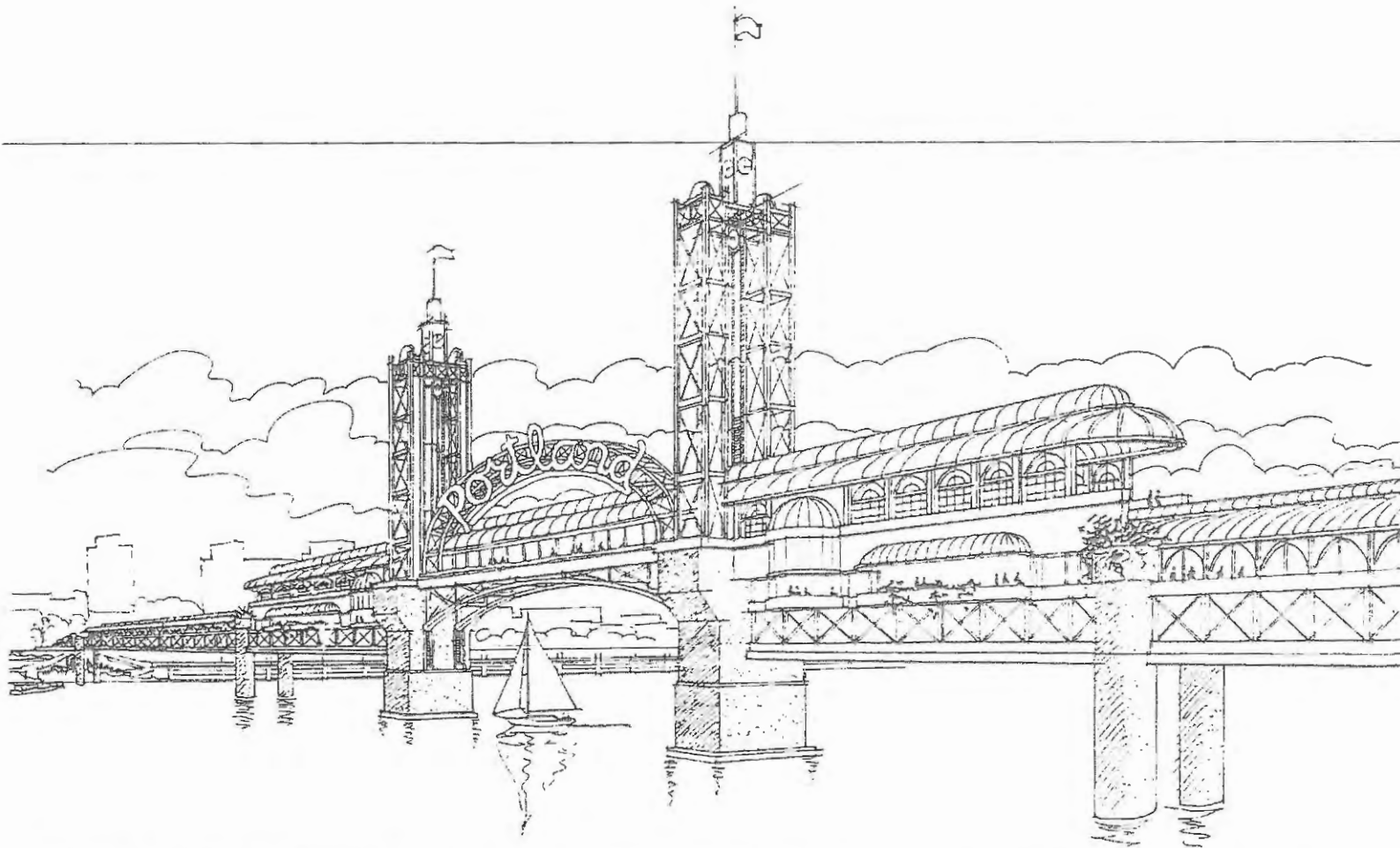
In sum, graphics put the "vision" in visioning by enabling communities to picture their future. They help provide clarity and a sense of excitement, and can boost the community's motivation to turn the vision into reality.

## New and Emerging Visual Technologies

In the past, graphics were often time-consuming and costly to produce. Communities were more limited in their ability to use graphics, and the net impact of those graphics on a planning process was often minimal. Only occasionally did a planning effort use graphic imagery to its full potential.

Today, all that is changing at lightning speed. With the newest generation of computer, graphic and audiovisual technologies, old constraints on the use of graphic imagery in planning are rapidly falling by the wayside. Such technologies have enabled communities to quickly and inexpensively produce their own graphics in ways not possible only a few years ago.

Many communities now have the capacity to create, manipulate and communicate data and graphics. Using computer spreadsheets, photographic scanners, graphics software and desktop publishing, as well as audiovisual aids such as slide projectors and video cameras, integrating graphics into local planning is not only desirable but doable. The ability to actually envision the future is quickly becoming both more sophisticated *and* cost effective.



**An Illustration is Worth a Thousand Words.** From a Portland Planning Bureau study exploring alternatives for redevelopment of the city's long ignored eastside riverfront emerged this captivating image of a pedestrian bridge across the Willamette River, connecting the city's revitalized westside riverfront with a new public plaza

on the eastside. Drawing from such historical references as Italy's famed Ponte Vecchio, the bridge would be lined with viewing platforms, shops and even offices, accommodating pedestrians and bicyclists — but not cars. Source: *Visions for Portland's Eastside Riverfront*. Artist: James M. Longstreth.

The future of visioning has even more exciting visual frontiers. Emerging graphic technologies offer dramatic new possibilities for expanding the visual dimension of visioning. Such technologies include:

- **Geographic Information Systems** — or GIS as it is simply known — uses sophisticated software to gather, array

and analyze data in the form of computer-generated maps. GIS makes it possible to cross-reference practically any combination of data, such as census tract information, zoning codes, environmental information, and more. Based on available data, customized maps ranging from vacant land inventories to demographic summaries can be produced

“ The future belongs to those who believe in the beauty of their dreams. ”

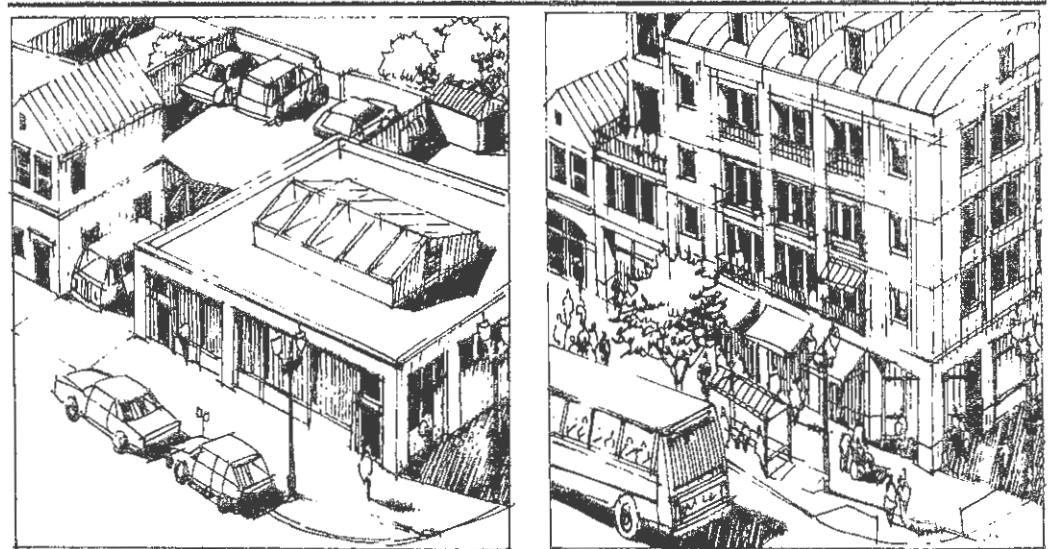
Eleanor Roosevelt

almost instantaneously. This technology will greatly enhance the ability of planners to graphically display and analyze data in such documents as community profiles or environmental scans. Only a few years ago GIS was the exclusive domain of large government agencies. Today, it is increasingly available to any local government or small community.

- **Digital Imaging.** Already used in advertising and commercial photography, digital imaging combines emerging photographic technology with computer workstations allowing photographic images to be enhanced, changed or manipulated. It has great potential for communities wishing to visualize alternative futures. For example, photographic images of various urban settings can be modified to depict alternative developments or design features (e.g., an image of an existing transportation corridor might be altered to show a light rail line running through it).

- **Multimedia Technology.** Multimedia involves the combination of several media — video,

audio and animation — with computers to create highly sophisticated, computer presentations featuring sight, sound and action — all stored on a compact disk. Currently, most multimedia presentations are used for “interactive” worker training modules and user-friendly data bases. Possible applications of this technology for visioning are only beginning to be explored. It may well be that multimedia will eventually permit computerized tours through the community of the future: “Click here for a preview of a



**Envisioning Revitalized Main Streets.** An outgrowth of the Portland Future Focus visioning process, the City of Portland's Livable City Project envisions new ways to accommodate projected future growth. In this artist's concept, an existing arterial is reborn as a revitalized main street, where public transportation becomes a focal point for higher residential densities, storefront development, and pedestrian-friendly walkways. From the Livable City Project, Portland Planning Bureau. Artist: Richard A. Potestio.



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community's proposed light rail station; press return for a discussion of its costs and benefits." The interactive vision statement of the future may not be all that far away.

- **Virtual Reality.** Still in its infancy, virtual reality is currently considered the ultimate visual technology, allowing an individual to "enter" and "experience" imaginary environments using computer software, a head-mounted display with miniature television screens, and a movement-sensitive glove wired with fiberoptics. Someday soon citizens will be able to use virtual reality to "step into" a proposed public square or take a ride in an imaginary balloon over the urban landscape of the future.

Beyond the realm of graphics and imaging, other emerging technologies will have impact on the visioning process itself. For example:

- **Electronic Town Meeting Formats.** Electronic town meetings (ETMs) offer great potential for expanding citizen involvement in public policy decisions. They use broadcast or cable television and touch-tone phones or audio linkages to connect studio audiences, remote groups of people, and/or viewers in their homes, so these groups or individuals can discuss and register their opinions on major issues or policy decisions. Some jurisdictions across the country are already

using ETMs to augment local planning and visioning efforts. While ETMs may not be appropriate in small communities where it is easier to conduct face-to-face meetings, this technology holds considerable promise for large metropolitan communities or expansive, sparsely populated regions.

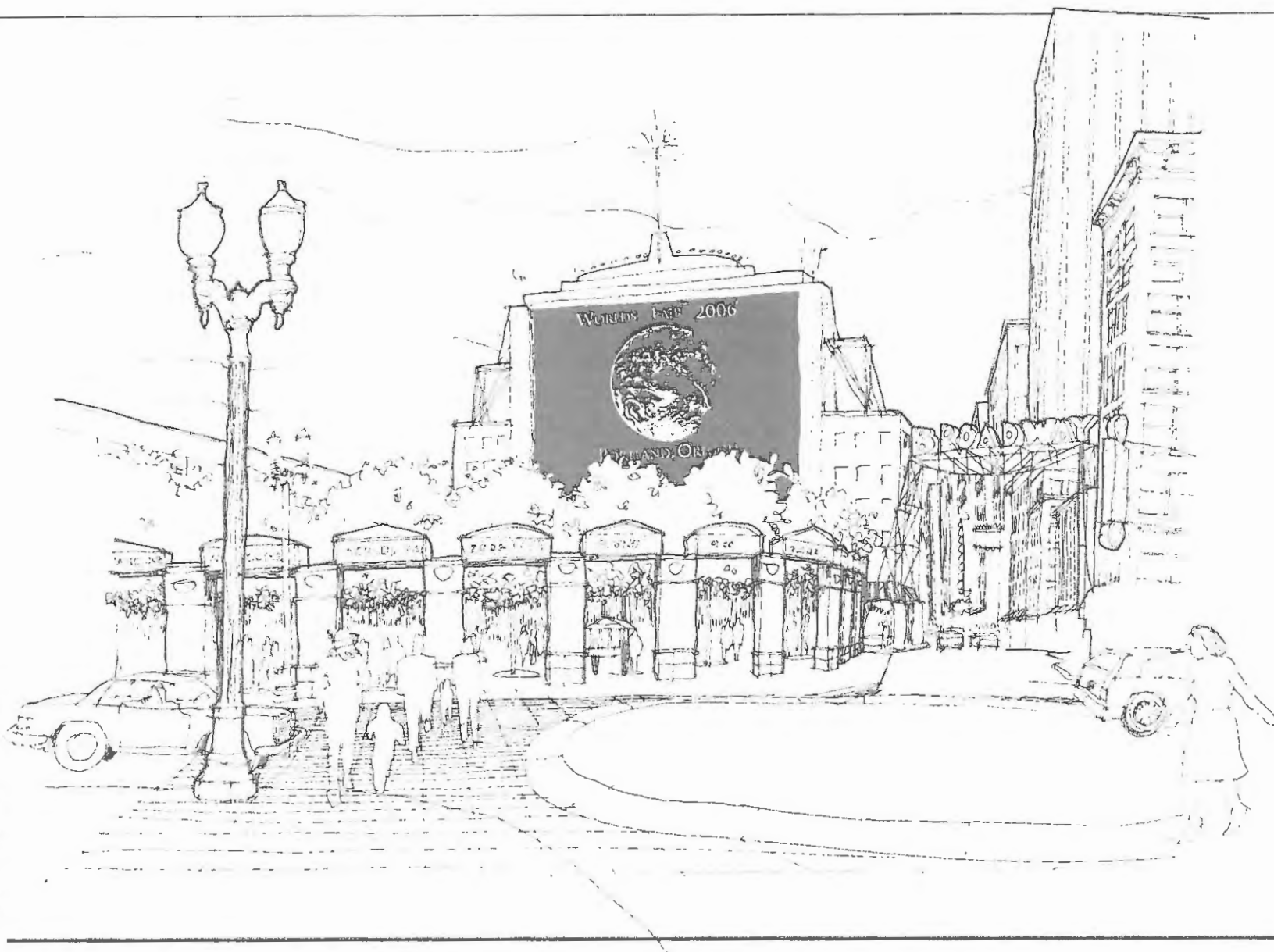
In the future, community visioning may not only be easier to conduct, but far more sophisticated as well, with greater public involvement and more elaborate, interactive images of the future — allowing local communities to envision in more detail than they ever imagined possible what their future might hold. The future of visioning has only just begun . . .

*“ We  
are  
confronted  
by  
insurmountable  
opportunities. ”*

*Pogo*



**Picture Your Community in the Future.** Drawing on a long tradition of future-oriented planning, the citizens of Portland continue to envision more desirable urban futures for themselves. Artist's concept for a new pedestrian square complete with electronic billboard at Burnside and Broadway in the heart of the city, linking a revitalized entertainment district with an earlier — and highly successful — vision: the public transit mall. From *The Downtowner*. Artist: Brent Denhart.



## Chapter 5

# Visioning Contacts & Resources

**B**efore jumping into visioning with both feet, a community may want to first learn more about the visioning process. By talking to people skilled in visioning and similar community planning approaches, learning from communities that have already been through the visioning process, or exploring other sources of ideas and information on visioning, a community can better prepare itself for such an undertaking.

The purpose of this chapter is to support such an effort. It describes the Oregon Visions Project and a related community planning program, provides contact information for visioning projects featured in this guide as well as other Oregon communities that have conducted similar efforts, and concludes with a bibliography of references cited in developing this guide.

### The Oregon Visions Project

Over the last six years, the Oregon Visions Project has assisted Oregon communities in developing and implementing effective visions for the future. Sponsored by the Oregon chapter of the American Planning Association (APA), the Visions Project provides training, technical assistance and practical information to local communities through a variety of formats, including reports, workshops and direct assistance.

A volunteer effort, the Visions Project operates on a minimal funding base supported by the APA, small grants, sales of reports, and in-kind assistance. The Visions Project steering committee is comprised of planning professionals from a number of local jurisdictions, state and regional state agencies, and private planning firms in Oregon.

Among the Visions Project's resources is the *Oregon Visions Trilogy* (1990), a comprehensive sourcebook for local planners. The *Trilogy* is comprised of three component reports: (1) *Choices for Oregon's Future*, a handbook on alternative scenarios and their use in visioning; (2) *Charting a Course for Corvallis*, a case study of Oregon's first major community visioning project; and (3) *Data Base Documents*, a compendium of trend data and other useful information for community visioning in Oregon.

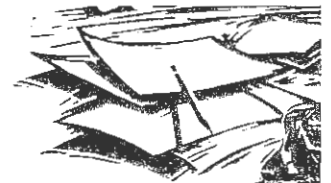
For information on Oregon Visions Project programs and activities contact:

**John E. Andersen**  
**Chairman**  
**Oregon Visions Project**  
McKeever Morris, Inc.  
722 SW 2nd Ave., Suite 400  
Portland, OR 97204  
(503) 228-7352

**Sharon Kelly Meyer**  
**Vice-Chairman**  
**Oregon Visions Project**  
Metro  
600 NE Grand Ave.  
Portland, OR 97232  
(503)797-1753

“ The  
future is  
not  
a gift  
—  
it's an  
achievement. ”

Henry  
Lauder



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For information on ordering Oregon Visions Project publications contact:

**Carole Wells Connell**  
**Publications Coordinator, Oregon Visions Project**  
City of Sherwood  
90 NW Park St.  
Sherwood, OR 97140  
(503) 625-5522

For questions regarding *A Guide to Community Visioning* contact:

**Steven C. Ames**  
**Editor, *A Guide to Community Visioning***  
Steven Ames Planning  
325 SE 14th Ave.  
Portland, OR 97214  
(503) 235-3000

## Other Oregon Community Planning Programs

**Rural Development Initiatives, Inc.** (RDI), a non-profit corporation created by the Oregon legislature is a public-private partnership that has worked in over 65 rural, resource-dependent communities in Oregon, helping them to develop and implement strategic economic plans to guide them into the next century. RDI's approach features development of a community SWOT analysis

(strengths and weaknesses/opportunities and threats), an in-depth "vision-to-action" planning process for developing a strategic economic plan, and follow-up technical assistance.

For more information on RDI programs and activities contact:

**Rural Development Initiatives, Inc.**  
585 SW 6th Street  
Redmond, OR 97756  
(503) 548-2013

## Visioning Projects in Oregon

### Visioning Success Stories

Listed below is contact information for the four community visioning "success stories" featured in this guide.

#### **Charting a Course for Corvallis (1988-89)**

City of Corvallis Planning Division  
501 SW Madison  
P.O. Box 1083  
Corvallis, OR 97339-1083  
(503) 757-6908

Contact: Peter Idema

Publications: *Corvallis Community Profile 1988*, *Future Focus 2010: A Vision Statement About Corvallis*

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**Portland Future Focus (1990-92)**

City of Portland Office of Finance and Administration  
1120 SW Fifth Ave., Room 1250  
Portland, OR 97204  
(503) 823-6990

Contact: Debbie McCabe

Publications: *Portland Future Focus Environmental Scan, Portland Future Focus Strategic Plan*

**Envision Gresham (1991-92)**

City of Gresham Office of Strategic Planning  
1333 NW Eastman Parkway  
Gresham, OR 97030  
(503) 669-2417

Contact: Jeff Davis

Publications: *The State of Gresham: A Community Profile*, "Envision Gresham 2020," *Inside Gresham*, Vol. 7 No. 4, (Feb. 1992).

**Chehalem Future Focus (1991-92)**

City of Newberg, Office of the City Manager  
414 E. First St.  
Newberg, OR 97132  
(503) 538-9421

Contact: Duane Cole, Dennis Egner

Publications: *Community Snapshot, Chehalem Future Focus Vision Statement*

**Other Visioning/Strategic Planning Projects**

Numerous other communities in Oregon have conducted visioning-type programs. New projects are continually forming. Recent programs include:

**City of Ashland**

Ashland Futureplan Festival (1989)  
Community Development Director  
City of Ashland  
Ashland, OR 97520  
(503) 488-5305

**City of Beaverton**

Beaverton at the Crossroads Visions Conference (1989-90)  
Planning Director  
City of Beaverton, OR 97076  
(503) 526-2493

**City of Bend**

Your Community 2000 (1992-93)  
Program Director  
City Hall  
P.O. Box 431  
Bend, OR 97709  
(503) 388-5582

“ If  
you build  
castles  
in the air,  
your work  
need not  
be lost.  
That is  
where  
they  
should be.  
Now  
put the  
foundations  
under them. ”

Henry David  
Thoreau

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**City of Forest Grove**

Community Visioning Project (1991)  
Forest Grove Chamber of Commerce  
2417 Pacific Avenue  
Forest Grove, OR 97116  
(503) 357-3006

**City of Keizer**

Keizer Tomorrow (1990-91)  
Community Development Director  
City of Keizer  
P.O. Box 21000  
Keizer, OR 97307  
(503) 390-3700

**City of Stayton**

Community Vision (1991)  
City Manager  
362 N. Third Ave.  
Stayton, OR 97383  
(503) 769-3425

**City of The Dalles**

Pioneering The Dalles (1992-93)  
Community Economic Development Director  
City of The Dalles  
313 Court St.  
The Dalles, OR 97058  
(503) 296-5481

**City of West Linn**

Imagine West Linn (1992-93)  
Planning Director  
City of West Linn  
P.O. Box 48  
West Linn, OR 97068  
(503) 656-8756

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"Visioning: What is it & What Can It Do for Your Organization?," Brochure, Steven C. Ames, Steven Ames Planning, Portland, Oregon, 1991.

“ If  
you don't  
know  
where  
you're  
going,  
then any  
old road  
will do. ”

Lewis  
Carroll

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"Community Framework Plans," *Clark County Perspectives Newsletter*, Issue 3, Clark County Growth Management Program, Clark County Public Services, Vancouver, Washington, June 1992.

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"Visioning in Action," Panel Discussion, Moderator: Robert E. Clay, The Visions Thing: Creating Visions for Oregon's Future, Conference, Professional Development Committee and the Oregon Visions Project, American Planning Association (Oregon Chapter), Beaverton, Oregon, May 21, 1992.

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“ The  
future is  
not  
completely  
beyond  
our  
control.  
It is  
the  
work  
of our  
own  
hands. ”

Robert F.  
Kennedy



G3708

BUILDING OUR FUTURE

# A guide to community visioning

Gary Green  
Anna Haines  
Stephen Halebsky



# What is visioning?

*If you don't know where  
you're going, you probably  
will end up somewhere else.*

*Laurence J. Peter*

Planning for a community's future can be a difficult, time-consuming and costly job. Community residents often are more concerned with daily tasks than with thinking about a vision for their community's future. Residents want good schools, decent jobs and a safe and clean environment in which to live. Without a vision, however, communities limit their ability to make decisions about these issues—some-what like driving across the country without a roadmap.

Who should determine a community's future, other than its residents? Should it be a consultant hired by the local government to develop a plan, a state or federal agency making decisions about highway bypasses or wetlands preservation, or a private developer constructing a shopping mall or a residential subdivision? All these could have a large impact on a community's future. A group of individuals in the community may be making decisions about the community's future without input from a broad range of residents. Residents need

to participate in and actively envision the future of their community—or other groups and individuals will determine it for them.

This manual's purpose is to provide community residents with a process for thinking about and planning for their shared future. It does not use a cookbook approach, but rather promotes development of a unique community vision. It guides a community through the process of arriving at a vision and an action plan that supports and leads the community toward its goal.

This manual is conceptually divided into three sections:

1. What is visioning?
2. The visioning process: two versions
3. Eight key areas:
  - Downtown Revitalization
  - Economic Development
  - Housing
  - Land Use
  - Public Works
  - Natural Resources
  - Transportation
  - Workforce Development

We begin with the premise that your community understands the need for community visioning and acting on the resulting vision. In the appendices you will find recommended readings, a list of communities around the country that have produced and acted on their visions, and a variety of worksheets related to specific steps in the process. Also, we provide sample sessions for a community workshop that details how to arrive at the general vision statement. We realize that you may want to tailor the worksheets to meet the specific needs of your community. These sessions reflect what we consider the "best practices" for developing a community vision.

*A vision without a task is but a dream. A task without a vision is drudgery. But a vision and a task are the hope of the world.*

*Church in Sussex, England, 1730*



*A vision is like a light-house, which illuminates rather than limits, giving direction rather than destination.*

*James J. Mapes, Foresight First*

## The process

Visioning is a *process* by which a *community* envisions the *future* it wants, and *plans* how to achieve it. Through *public* involvement, communities identify their *purpose*, core *values* and *vision* of the future, which are then transformed into a manageable and feasible set of community *goals* and an *action plan*.

## The roots of visioning

Comprehensive rational planning has been the most common form of planning for the future used by cities and villages. In the 1980s, many organizations adopted strategic planning (focusing on a few issues rather than all possible issues) as an alternative to comprehensive planning. Bryson (1995:4-5) offers the following general definition of strategic planning: It is a "disciplined effort to produce fundamental decisions and actions that shape what an organization is, what it does, and why it does it... [This effort] requires broad yet effective information gathering, development and exploration of strategic alternatives, and an emphasis on future implications of present deci-

sions." Most models of strategic planning emphasize data gathering and its systematic analysis during the initial steps of the process.

During the 1980s, the principles of strategic planning were extended to the field of community development. Typically, these planning programs involved assessing the major trends in the community, evaluating various development strategies and developing action plans to achieve their goals. Many strategic planning processes include a step where those involved considered their desired future outcomes. The desired future, or "vision," may be somewhat idealized and not fully realizable, but the formal consideration of this future serves to clarify what the community is actually working toward.

Community visioning appears to be used in different ways. First, it is an accepted step in many strategic planning processes. Community strategic planning efforts usually begin with a scan of where the community is headed, which may involve some assessment of the area's demographic, economic, social and fiscal trends. The next logical step is to develop a common view of where the community should be headed, which usually involves some form of visioning processes.

Second, the visioning process may be considered so important that it is given its own event. A community may convene a special meeting, or series of meetings, to develop a community vision. The primary result of such an event would be a guide for subsequent planning. Usually, the vision is followed by the development of specific strate-

gies and an action plan that may or may not involve data analysis.

## Models of strategic visioning

Several states have developed visioning programs that have much in common but that also differ in some important respects.

**The Oregon Model.** Probably no state has been more involved in community visioning than the state of Oregon. The Oregon model has four basic steps: 1) a community profile ("where are we now?"); 2) a trend statement ("where are we going?"); 3) a vision statement (where do we want to be?); and 4) an action plan ("how do we get there?"). This model suggests choosing a target year that is at least ten but no more than 25 years in the future (Ames 1993). A simplified version of this model can be completed in six months or less, while a comprehensive version can take a year or more.

**The Pennsylvania Model.** This model, developed by the Center for Rural Pennsylvania, is an example of a visioning process where quality of life is the object of visioning (Center for Rural Pennsylvania 1998). Some questions to stimulate forming a vision include: What five things would really improve the community? What are the community's principal values? What things in the community should be preserved? The process itself is broken down into five tasks: defining the community boundaries; inventorying and analyzing community resources; writing and adopting a vision statement; developing an action plan; and implementing the plan.

**The Missouri Model.** This model has an orientation toward visioning the future community as a whole in common with the Pennsylvania model (Leuci et al. 1997). The object is to focus on future possibilities rather than being limited by present or past problems. The centerpiece of the process is an "Action Planning Workshop" that takes three to five hours and is typically held over one or two days. The workshop is almost entirely about formulating a vision and developing action plans to carry it out; community strengths, weaknesses and relevant trends are not considered.

**The Arkansas Model.** This model is similar to most of the others in that it focuses on four basic questions: Where have you been? Where are you now? Where do you want to go? How will you get there? Participants are asked to identify what they would like to see in their community in the future, and they may be prompted in specific areas such as economic development, education, parks and recreation (Peterson, Mark. 1995.)

These models tend to vary with regard to how participation occurs in the visioning process, how and when data are used in the workshops, and the length of time prescribed for conducting the process. Most are geared toward developing a broad community vision and action plan in a relatively short time (1–2 days). In the following, we describe two versions: the first is similar to these other models and the second focuses on specific topi-

cal areas (land use, housing, etc.) and usually takes much longer to complete.

## *The visioning road map*

### **Getting from where we are to where we want to be**

The model we outline in this manual focuses on a community's possibilities rather than its problems. We offer two different versions of developing a community vision and action plan; your community can decide to use either one. The version your community chooses depends upon the amount of time, resources and community response to a visioning process and plan.

The first version, which we refer to as the *short-term version*, is to conduct a 1½ day workshop to develop the community's vision and an action plan to accomplish it.

Variations on the short-term version are most widely used in other states around the country that are involved in community visioning. Facilitators are brought in to help a community develop its vision and action plan. There is usually very little follow-up on the part of the facilitator, other than possibly holding another workshop three to six months later to evaluate progress on the action plan.

The *long-term version* begins with the same process of identifying a community vision, but establishes task forces after that stage to develop a vision and action plan for each strategic area (such as housing, land

use, education and workforce development). The emphasis on substantive areas makes this version unique. This process may take much longer than the short-term version because the task forces gather data on the situations in their communities and may adopt particular strategies appropriate to the circumstances.

The long-term version requires a substantial commitment from local residents and an ongoing role for facilitation.<sup>1</sup> This ongoing facilitation could be provided by a group of individuals trained in facilitation processes rather than by outside expertise.

One more word should be said about the long-term version outlined here. The model describing the visioning process for each topical area assumes that communities will have developed a general vision of the community first. We recognize that many communities will be interested in developing an action plan only for a specific topic, such as land use or housing. We believe the substantive chapters will be useful because they identify a process that can be used to develop a vision in each area, specific issues to consider, and a list of resources. In some instances, communities may be asked by a federal or state agency to develop a public participation process to address specific needs, such as housing or economic development. The long-term version offers one method for satisfying these demands.

<sup>1</sup>See UW Extension's Strategic Thinking Program, Facilitation Resources for assistance in this area. Glenn Kiser's book *Masterful Facilitation: Becoming a Catalyst for Meaningful Change* (1998) is useful as well.

# The visioning process: two versions

*Community development is an act of midwifery—of a community giving birth to its future.*

—Cooperative Extension Service,  
University of Arkansas

**W**e recommend the short-term version for those communities unwilling to take on a year-long process. The short-term version generates a general vision statement for the community as a whole and an accompanying action plan.

Communities willing to commit to a long-term version begin from the same place by developing a broad community vision. The next step is to develop key area vision statements; that is, visions for thematic areas, such as downtown revitalization, housing and transportation, and an action plan. The final step in the long-term version calls for the biggest commitment, since it involves data gathering and analysis, goal and strategy development, and action planning. Appendix 1: *Ingredients of Success* can help you understand factors that might make

your community's visioning process and its outcomes more successful.

The difference between the two versions is in the community's commitment to the visioning process in time and resources. See Tables 1 and 2 for the steps involved in each version. The organization of this guide generally follows the steps found in Table 2.

For those communities that decide to follow the short-term version, steps 1 through 3 are the same as the long-term version. Steps 4 through 6 are the same as the last three (steps 9–11) in the long-term version.

**Table 1: Short-term version of visioning**

Step	Component	Component explanation
<b>1</b>	Getting started	Coordinating committee forms and begins planning for the first workshop.
<b>2</b>	Community visioning workshop	Coordinating committee facilitates process of preparing a general vision statement and identifies key areas.
<b>3</b>	Establishing key area groups	At workshop, assemble key area groups and meet to set action plan.
<b>4</b>	Goal and strategy development	Key area groups should develop goals and strategies based on vision statements.
<b>5</b>	Developing action plans	The key area groups should prepare action plans based on agreed-upon strategies and goals.
<b>6</b>	Implement	Undertake action plans.
<b>7</b>	Monitor, evaluate and revise	The coordinating committee plans a meeting to review the activities and accomplishments to date and the activities to be implemented the following year.

Table 2: Long-term version of visioning		
Step	Component	Component explanation
1	Getting started	Coordinating committee forms and begins planning for the first workshop
2	Community visioning workshop	Coordinating committee facilitates process of preparing a general vision statement and identifies key areas.
3	Establishing task forces	At workshop, assemble task forces by key area and meet to set action plan.
4	Key area visioning workshops	Each key area task force convenes a community workshop to facilitate a process for preparing a key area vision statement and identifying key sub-areas.
5	Review plans and/or programs	Task forces review all relevant existing plans, zoning and subdivision regulations.
6	Data gathering and analysis	Each task force gathers and analyzes pertinent data and prepares strategies. Larger task force evaluates data and strategies against general and key area visions.
7	Goal and strategy development	Task forces develop goals and strategies based on data and vision statements.
8	Community feedback workshop	Coordinating committee plans a community-wide workshop to present the general and key area visions and broad strategies.
9	Developing action plans	Each task force should prepare action plans based on agreed-upon strategies and goals.
10	Implement	Undertake action plans.
11	Monitor, evaluate and revise	The coordinating committee plans a meeting to review the activities and accomplishments to date and activities to be implemented the following year.

## The short-term version

### Step 1: Getting started

The person, group or organization initiating this visioning process should consider several issues before moving forward.

### Pre-vision

Before you start, try to answer the following questions:

- ▶ Why are we interested in community visioning?
- ▶ What do we hope to accomplish with the process?
- ▶ How can visioning improve existing community planning efforts?

- ▶ How can visioning complement other county, regional or state planning efforts?

*(Source: Ames 1993 [rev. 1998], p. 13)*

By answering these questions, you will gain a better understanding of the commitment necessary for the visioning process, as well as ensure that your efforts are not duplicated, and the visioning process is supported by the political process.

One of the issues communities may face is whether they are ready to take on such a process. Should they focus on developing new leaders in the community before engaging in this process? Or should they work on developing new and existing organizations that may be needed to implement the community's action plans? Timing and preparedness certainly should be considered before moving ahead with a community visioning process. At the same time, organizational and leadership development are frequent results of visioning efforts. By successfully completing projects identified in the process, communities can develop the capacity to address bigger and more complex issues. Participants may discover along the way that what they really need are more leaders in their community, and decide to invest in a leadership training program. Without initiating the process, this realization may not have occurred.

## Getting organized

A successful community vision, whether it's a weekend event or a year-long process, requires a substantial investment in organizing. Organization is necessary to get the venture off the ground and is crucial to keeping things on track over the long haul. The key is a committed coordinating committee. In this section we discuss the steps the coordinating committee should take to prepare for the visioning process.

**1. Form the coordinating committee.** The original impetus to undertake a community visioning process will probably come from a very small group of individuals, either acting on their own or

as representatives of local organizations, such as the chamber of commerce, the city council, the planning department, a local service organization, or a local educational institution or individual with influence, such as a mayor. This group will help form a coordinating committee with the responsibility of planning and overseeing all aspects of the entire visioning process. This coordinating committee, however, should be broader than the group that has initiated the process.

The committee should have about 8 to 12 members. *More important than the exact number of members, however, are their commitment and representativeness.* The committee sets the tone for the project, organizes the key events such as the community workshops, and is responsible for keeping the project rolling along. The committee's makeup will

itself help to legitimate the process. For this reason it is important that it reflect a wide variety of community interests and organizations. Besides representing an array of interests and perspectives, committee members should be people who:

- ▶ Have the time to participate and work.
- ▶ Are good at getting things done.
- ▶ Know other people, are part of networks and are familiar with resources.
- ▶ Are truly committed to making their community a better place.

Source: Adapted from  
Leuci et al. 1997, p. 23

**Table 3: Ten steps to getting organized**

<b>1</b>	Form a committee.
<b>2</b>	Find local sponsors.
<b>3</b>	Identify community boundaries.
<b>4</b>	Specify the planning period (e.g., the next 20 years).
<b>5</b>	Give the process a name.
<b>6</b>	Decide how to structure the process, whether short- or long-term.
<b>7</b>	Prepare a budget and raise funds.
<b>8</b>	Publicize the visioning process.
<b>9</b>	Identify and recruit participants.
<b>10</b>	Organize the initial event.

Source: Adapted from Okubo 1997

Appendix 2 contains useful information on the responsibilities of chairpersons, committee members, conducting and evaluating your meetings.

After the main coordinating committee has been established, set up subcommittees if needed. (If there is a formal organization involved, it may be able to help in many of these areas and some areas may not be necessary.) Possible subcommittees include:

- ▶ **Publicity:** Publicizes the search for workshop participants, the visioning process in general and each of the events.
- ▶ **Logistics:** Organizes and plans for the various events. Handles site arrangements, sets up for the workshops, plans meals and refreshments, arranges for day-care, etc. (See Appendix 5).
- ▶ **Budget:** Develops a budget and manages funds (See Appendix 3).
- ▶ **Fundraising:** Seeks funding and other forms of support.
- ▶ **Invitations and personal contacts:** Prepares invitations to all participants. Personally contacts all participants if possible to let them know their input and effort are appreciated.
- ▶ **Report writing:** Prepares reports as necessary.
- ▶ **History:** Records and documents the visioning process. Keeps a scrapbook of articles. Takes photographs of the workshops.
- ▶ **Youth involvement:** Ensures that youth are involved and supported throughout the process.

- ▶ **Thank you:** Arranges for "thank you's" and recognition for all contributions to the project, including non-financial contributions.

*Source: Adapted from  
Leuci et al. 1997, p. 23- 24*

**2. Find local sponsors.** One of the first tasks of the coordinating committee is to find sponsors. Initially sponsors are those organizations that will contribute financially or through in-kind goods and services to the visioning process. However, the coordinating committee should accept organizations as sponsors even if they cannot contribute financially or through in-kind goods and services. We recommend finding at least two or three sponsors, perhaps one each from the business sector, non-profit sector and local government. Communities that have undergone a visioning process have received sponsorship from a variety of local sources, such as:

- ▶ Chamber of commerce
- ▶ Banks or other financial institutions
- ▶ Government
- ▶ Economic development corporation
- ▶ Service organizations
- ▶ Utility company (may actually be a regional or statewide utility)
- ▶ Churches

Sponsors should be able to provide some of the needed financial support. Although finding local sponsors is not a prerequisite to a visioning process, it can help the process run more smoothly. Sponsors help

legitimize the visioning process, publicize the undertaking, and potentially provide supplies or facilities for the workshop(s).

Sponsors will benefit from their involvement in several ways. They will be contributing to an important local event that will help determine the community's future. They will also gain local prestige and publicity by being associated with the process. Finally, participating will place them in a position to be intimately involved with the visioning process itself, which may directly benefit their organization.

Experience in other communities around the country has shown that it is important, if not crucial, to have the support of local government officials to create and implement a successful vision. There is, though, a caveat concerning local government's role. Officials, especially those in the executive branch (e.g., the mayor), should not dominate the process. If that occurs, the process loses a degree of legitimacy as it might appear that it is simply a forum for those in power to promote their own agendas.

**3. Identify community boundaries.** Before attempting to create a community vision it is essential to specify who and/or what constitutes the "community." In some cases this may be quite straightforward. The community may correspond to an existing municipality such as a city, town or township. In other cases, it may make more sense to describe the community in geographical terms, even though this may mean including people from more than one political jurisdiction. The vision for the Yachats area in Oregon, for



example, defines the "Yachats community" as:

*that area where people regularly contribute to the economic, social and spiritual activities of the area. Generally this is the area from Big Creek at the north to 10 Mile Creek on the south, and as far inland from the Pacific Ocean and the coastal plains as full-time residents regularly live in the local creek and river valleys.*

*(McKeever/Morris, Inc. 1996, p. 16)*

It may make sense for two or more towns to get together and create a common community vision. In the visioning that has been done around the country, the "community" has taken the form of neighborhoods, downtowns main streets, parks, small towns, big cities, counties, geographical regions and states.

It should be pointed out that this visioning manual is written primarily for "communities of place" rather than "communities of interest," such as nonprofit organizations. The motivations for individual action in the two are quite different.

#### **4. Specify the planning period.**

The coordinating committee should decide how far into the future the vision will extend. Visioning, by its nature, involves long-term planning. We suggest that the community try to look at least 15 years into the future—preferably 20 or even 25. Anything beyond a 25-year time period may be difficult for participants to take very seriously. Ironically, looking at a shorter time span may result in examining issues with which the community has very little control. Taking the long-term version enables the group

to get beyond current issues and problems.

#### **5. Give the process a name**

Some examples from around the country are:

- ▶ Yachats 20/20 (Yachats, OR)
- ▶ Empowering the Vision (Charlotte, NC)
- ▶ Phoenix Futures Forum (Phoenix, AZ)
- ▶ Portland Future Focus (Portland, OR)
- ▶ Kingsport Tomorrow (Kingsport, TN)
- ▶ Vision for a Greater New Haven (New Haven, CT)
- ▶ Vision 2015 (Rogers, AR)
- ▶ The Roanoke Vision (Roanoke, VA)
- ▶ Envision EscaRosa (Escambia and Santa Rosa Counties, FL)

Be creative—choose a name that captures your community and your excitement about creating and implementing a vision.

#### **6. Decide how to structure the process.**

In this publication we present two basic versions of the visioning process: a short- and a long-term version. In the short-term version the participants will create a community vision, identify key areas, form task forces for each key area, and devise action plans. These activities may all happen during a community workshop held over one weekend.

The long-term version uses three weekend workshops as a method to get broad community participation. These are only the first part of a

*The town of Bradford, Illinois (population 678) had these seven sponsors for its strategic visioning program:*

*Bradford Community  
Development Foundation  
Bradford Banking Center  
Camp Grove State Park  
Beta Sigma Phi Sorority  
Lions Club  
American League  
Bradford High School*

*Source: MAPPING the Future, 1998  
Update, p. 10*

structured series of activities extending over approximately one year in which each of the key areas will be studied carefully. This process entails collecting and analyzing data about the community, developing goals, strategies and action plans based on this information, and implementing, evaluating and monitoring actions.

Although we present the long-term version as part of a broad visioning effort in communities, the part of the process that focuses on specific areas such as housing or natural resources could be undertaken as a separate process. In many cases, federal or state agencies require citizen participation in local issues and this guideline may help structure those efforts. We believe, however, that it may be advantageous to develop a broad community vision before jumping into these substantive areas.

With the process presented here, it is possible for a community to undertake the short-term version and then decide at some point to use the long-term version. Whether the committee initially decides upon a short- or long-term version, draw up a schedule of meetings, deadlines and activities to keep the project on track.

**7. Prepare a budget and raise funds.** This is a local program and local financial support will be necessary to make it possible. The coordinating committee should prepare a budget based on the type of process (short- or long-term) that will be used. See Appendix 3 for a list of possible budget items. Seek funds from both the public and private sector. The coordinating committee could explore possibilities for grants. There may be a local foundation interested in funding this kind of process. Be sure to publicly acknowledge all sources of support. For many visioning efforts, this step may not be necessary, especially if a formal organization is leading the effort.

**8. Publicize the process.** The local media should help to market the program and keep the public informed. It is essential to publicize the process for two purposes: to build public support and attract participants. Here are some suggestions for publicizing the process:

- ▶ Write press releases. Try to get the local newspapers, radio and television stations interested in the visioning process. Ask the local newspaper if you can insert a flyer in their paper. Appendix 4 contains a sample press release.

- ▶ Prepare public service announcements for the local media (newspapers, radio and television). Be sure to have important dates included in the community calendar section.
- ▶ Use display boards at libraries, shopping centers, schools, community centers and other places with a lot of traffic. Create a special poster for the process.
- ▶ Prepare flyers and mail them to all residents and stakeholders. Ask a local utility to include the flyers in a monthly mailing.
- ▶ Create a newsletter for the project.
- ▶ Submit articles to local organizations which can then inform their members or print notices in their newsletter (a cheap way to help get the word out).
- ▶ Consider submitting an op-ed piece.
- ▶ Ask local school officials if you can send a flyer home with their students.
- ▶ Set up an information and display table at a community festival, farmers' market, or other well-attended event.
- ▶ Members of the coordinating committee or other interested persons, could offer to speak at schools, service clubs, and other organizations.

**9. Identify and recruit participants.** One of the keys to a successful community visioning workshop is to involve a representative group of participants. Broad community participation is desired but participants should have local contacts. Local networks and com-

munications will be effective in promoting the program.

Of course, the best option is to invite and have all residents participate in the visioning exercise. As the National Civic League notes (Okubo 1997, p. 10), it is particularly important to "avoid 'rounding up the usual suspects' or forming a 'blue ribbon panel' of the same community leaders and organizations" that are typically involved in community efforts. This point cannot be overemphasized. *Failure to include a broad cross-section of community interests will doom the project to failure.* Lack of representativeness will undermine the legitimacy of the project and thus will diminish potential support. If the whole process is perceived as a special interest scheme masquerading as a community project many people in the community will lose interest quickly. Furthermore, lack of representativeness will decrease the effectiveness of the vision because important information and resources will simply be inaccessible. It should be remembered that one of the primary goals of the selection process should be to bring together people with a diverse set of backgrounds and interests.

The coordinating committee should select the participants who are to receive invitations, but everyone in the community should be invited to participate. Make sure to target special interests such as environmental groups. However, do not neglect to include people who are not part of any organized group in your community, such as homemakers, retirees and youth. The publicity for the process should stress that the community vision will be the prod-

uct of input from a diverse cross-section of the community. Residents and stakeholders (including corporations with local facilities) should be invited to nominate themselves or others to be participants. It may not always be obvious what the various interests are in the community. Table 4 provides a list of the different types of organizations, interests, and individuals in a community that can be used to guide the selection of participants.

Another decision concerns the number of people who should be active participants. Balance representativeness on one hand, with resources and logistics on the other. With a large number of participants it is easier to ensure that all important community interests and points of view are represented. However, more people also means more expenses and more logistical problems. We recommend that you aim for a group of approximately 40–60 participants. Many cities, however, have conducted visioning sessions with much larger groups.

**10. Organize the initial event.** Local contacts generally arrange for a meeting place, equipment and refreshments. Consider the following:

- Choose a site carefully. It should be accessible and neutral. The local country club, for example, is probably not a good choice as it may send the signal that this event is by and for an elite group. You want a site where all the participants will feel comfortable. Choose one that is large enough to accommodate 40–60 people and comfortable enough

**Table 4: Types of participants**

<b>Economic sectors</b>	<b>Organizations</b>	<b>Local government</b>	<b>Personal characteristics</b>	<b>Political views</b>
Agriculture, forestry, fishing	Art and culture	Elected officials	Age <i>youth/adults/retirees</i>	Conservative/ liberal/moderate, etc.
Wholesaling, retailing	Education	Planning department	Ethnicity/race	Pro-growth/ anti-growth
Construction	Churches	Police, fire	Sex	
Manufacturing	Civic (e.g., Rotary)	Natural resources/water	Income level	
Transportation/ utilities	Unions	Transportation	Homeowners/renters	
Finance, insurance, real estate	Business (e.g., Chamber of Commerce)	Housing	Blue collar/white	
Services <i>business, personal, social, health care</i>	Youth (e.g. Boy Scouts, Girl Scouts)	Economic development	Have children/don't have children	
Tourism	Neighborhood	Workforce development	Geographic location <i>downtown, outskirts, etc.</i>	
Local media	Social service agencies		Long-time resident/newer resident	
Business type <i>small/medium-sized/large business; locally owned/headquartered out of the area</i>	Health care			
	Environmental			
	Recreational			

Source: Adapted from Ayres 1996; Okubo 1997

for people to spend an entire day there. Check to see if the site is accessible by both public and private transportation. See the logistics committee checklist in Appendix 5 for more details.

- ▶ Determine the exact date and time. For a weekend workshop it is sometimes better to schedule the events over Friday afternoon/evening and Saturday morning/afternoon rather than over Saturday and Sunday.
- ▶ Prepare an agenda. Decide who will facilitate. Many communities have found it most effective to use outside facilitators. This decision, however, is influenced by the resources available for the project. Decide who will make introductory remarks.
- ▶ Consider if day-care and/or transportation will be needed and make arrangements if necessary.
- ▶ Make provisions for meals or refreshments.
- ▶ Get together all the materials necessary for the sessions.
- ▶ Decide who will get there early to set up.
- ▶ Prepare and send out invitations for all the participants.
- ▶ You may want to designate someone to take notes and prepare a report on the proceedings.
- ▶ Let the local media know about the event. One way to do this is to issue a press release.

*Source: Adapted from Center for Rural Pennsylvania n.d.; Okubo 1997*

By this step, the coordinating committee will have the first community workshop organized. The next step is the workshop itself. The coordinating committee should try to plan for about a 12-hour period. If this is impossible, the coordinating committee with the facilitator will need to shorten the workshop by abbreviating many of the sessions.

This workshop can be split up into one evening and one full day, or some other combination. Many places opt for a Friday night session followed by a full Saturday to complete the workshop. Appendix 6 gives samples of sessions that the coordinating committee and the selected facilitators can follow.

## Step 2: First community workshop

The first session begins with a round of introductions and leads the facilitator through getting the community to brainstorm and prepare a vision statement. The final part of the workshop is to identify key areas and form key area task forces. Remember that the agenda and sample sessions are simply recommendations and communities may need to adjust them to meet their specific needs. Experience with these workshops suggests that making changes in the process appears to have little effect on the outcomes.

Following are a list of questions to guide the process. Facilitators should keep these kinds of questions in mind as they proceed through the first workshop.

## Questions to guide the process

Three questions drive the community workshop and should shape the way in which participants think about their community.

1. *What do people want to preserve in the community?*
2. *What do people want to create in the community?*
3. *What do people want to change in the community?*

## Preparing a vision statement

By the end of the first community workshop, participants will prepare a vision statement. Appendix 6 contains sample sessions that will assist the facilitator in leading the community through the process of organizing, prioritizing and writing down statements about the community's future. Although this first

### *Ingredients of a vision statement:*

- ▶ *Positive, present-tense language*
- ▶ *Qualities that provide the reader with a feeling for the region's uniqueness*
- ▶ *Inclusiveness of the region's diverse population*
- ▶ *A depiction of the highest standards of excellence and achievement*
- ▶ *A focus on people and quality of life*
- ▶ *Addresses a time period*

*Source: The National Civic League Press*

workshop results in a general vision statement, it is important to remember that the process is more important than the product. The statement can be revised and, in fact, should be revised over time. In Appendix 7 you will find examples of vision statements from communities around the U.S.

Perhaps the most direct way to help the community develop its vision is to ask: *In the year 20XX, in our community we would like to see:*

Again, it is useful to look beyond the immediate future and develop the vision for at least a 15-year period. To go beyond 25 years may be too difficult for the group to work with in such a session.

### Step 3: Establish task forces

The final session in the first workshop is held to assemble key area task forces. During the two days of the workshop, community participants will have worked on identifying important themes. These themes will highlight key areas in which to continue the visioning process in more detail. Individuals will need to volunteer to work in these key areas. Each task force needs to be assigned a temporary leader. When key area task forces are assembled, each should begin to define an action plan. The worksheet in the appendix can help to clarify who is interested and what they want their roles to be. This action plan will define the task forces' next steps in preparing key area vision statements.

- ▶ Task force members should understand and strongly support the visioning project.
- ▶ Task force leaders should be able to direct and facilitate meetings.
- ▶ Task force leaders should avoid overly long meetings by using subcommittees, work groups and technical support to reduce task force workload.
- ▶ Task force members should begin to identify who is missing from the group. Is there an individual or organization with special expertise that the group needs?
- ▶ Task force members should select the next meeting date and begin meeting regularly after the workshop.

Each task force should include all the stakeholders that may be affected by future projects. Appendix 6 presents a worksheet that can help organizers to identify members of the task force and the aspects of the project in which they are interested.

The general vision and the sub-area visions represent the efforts of the people who were involved in the process. Some communities have sought to gain support for their vision by getting a local government to formally adopt it. Formal adoption has several benefits, such as broad dissemination of the vision, increased legitimacy in the community and a possible strategy for getting local government officials involved in the implementation stage.

After the community visioning workshop, the coordinating committee should concentrate on

preparing a report that could include the visioning process, the vision statement, goals, strategies, or action plans, and the workshop participants.

## The long-term version

This version begins with the same steps involved in the short-term version. Where the short-term version ended with a vision statement and a broad action plan, the long-term version continues to articulate the vision and to develop strategies and action plans for each key area that is identified. To continue with the long-term version, the general process is outlined below, but it is recommended that you refer to the chapters that address an identified key area to consider the kinds of questions the community should ask of itself, the kinds of information and data necessary to understand the past, present and possible futures in those key areas, and to devise appropriate strategies and action plans.

### Keeping on track

Keeping the process on track and moving forward can be a challenging task. It is also one of the chief criticisms of this kind of process. It is one of the chief responsibilities of the coordinating committee. There are some things that the coordinating committee can do to keep the process on track.

- ▶ Make sure all task forces report to the coordinating committee on a regular basis—or the coordinating committee should remain in contact with each task force on a regular basis. Find out

what problems they have and what they need. Address problems and resistance head-on.

- ▶ Nurture and provide support of all kinds—moral, emotional, physical, problem-solving and financial.
- ▶ Build momentum by scheduling meetings regularly and interconnecting their results.
- ▶ Emphasize communication and information flow within and between task forces, with key stakeholders and with the public, using every available means: newspaper, radio, telephone, meetings, newsletters and personal contact.
- ▶ Do not let the process stop; at the community workshops all the steps should be completed. The workshop should not end prior to completing an action plan; these are important parts of the overall process. Give participants short-term, doable goals.
- ▶ Those with a stake in the action plan should be involved in the visioning process.
- ▶ Recognize people every chance you get for their contributions, for the part they play, for their accomplishments and for their spirit. Use creative methods, and develop your own recognition program.
- ▶ Recommend realistic, measurable actions.
- ▶ Set a future date for revisiting the vision and action plan and updating them.

*Adapted from: Ames (1993)*

#### **Step 4: Concurrent community workshops**

Each key area task force convenes a community workshop to develop a process for preparing a key area vision statement and identifying key sub-areas.

After the first community workshop, the key area task forces are responsible for organizing the next workshops. This involves the last three steps that were carried out in planning and organizing the first workshop. Once again it is necessary to publicize the visioning process for the key areas with the goals of identifying and recruiting participants and organizing the event.

#### **Three steps to the key area workshops**

- 1. Publicize the visioning process** — Local media should help to market the program and keep the public informed.
- 2. Identify and recruit participants** — Broad community participation is desired but participants should have local contacts and expertise in the specified key areas. Local networks and communications will be effective in promoting the program.
- 3. Organize the event** — Local contacts generally arrange for a meeting place, equipment and refreshments.

These three steps were discussed in the first workshop. The same process can be followed here. A suggested agenda for the second community workshop with one sample session can be found in Appendix 8. Many of the sessions can be repeated from the first community workshop since a vision statement is the purpose of both workshops.

- ▶ It is crucial for key area task forces to communicate with each other on the timing of their workshops and the processes they are using to identify and recruit participants. Here is where the coordinating committee can and should play a crucial role in keeping communication lines open.

#### **Establishing sub-task forces**

The second workshop assembles residents to discuss a specific theme or key area identified during the first workshop. The group goes through the process outlined for the first workshop to prepare a key area vision statement. When this is accomplished, sub-themes are generated. Participants also begin to think about actions—what to do about these various sub-themes. At this point, sub-task forces should be organized around the sub-themes. From there, each sub-task force can begin to define action plans and next steps for addressing the sub-themes.

In the first two workshops, various individuals probably have been reluctant to accept vision statements not based on detailed information and analysis. However, because these first two workshops focused on visions, information and analysis were not crucial to the process. If the task forces and coor-



dinating committee want to develop more detailed and realistic strategies and plans to make the vision into reality, data gathering and analysis assignments must be performed. The long-term method focuses on these aspects of visioning. The task force worksheet in Appendix 6 should be useful for organizing task force members. In Appendix 9, there are two exercises to help task force members when they get to the point of trying to establish goals and strategies based on the data they've gathered.

### Step 5: Review plans and/or programs

Each key area task force should review all relevant existing plans, programs, projects, zoning, subdivision regulations and building codes. Look for these documents in government, for-profit, non-profit and voluntary organizations, as well as churches, social and youth groups and any other organizations that can affect development in your community.

Consider the following during your review:

- With the existing plans and regulations, can the general vision statement be achieved?
- If not, you need to think how to involve the relevant governmental bodies in your more extensive visioning, strategy making and action planning.
- Are there programs or projects aiming at parts of what the general vision statement is trying to achieve?

### Step 6: Data gathering and analysis

Each sub-task force should gather and analyze pertinent data and prepare strategies and goals. The coordinating committee is crucial in this step; it should act as a data clearinghouse. Many of the task forces will need similar data. The coordinating committee can collect this common data and make it available to the task forces. The data to be collected and analyzed will be of two types: general data common to all or most task forces that will help you understand the overall situation in your area; and specific data needed for each task force to understand its specific area. Below is a list of some of the data that is probably common to all the groups.

#### Demographic and economic patterns and trends

Use the U.S. Census and County Business Patterns for your main sources of data. Although we recommend these sources, it is essential to remember that census data are collected only every ten years, so it is likely your community has changed since the last time information was gathered. You can get updated population figures from your community's local government, the *Wisconsin Blue Book* and the U.S. Census. However, much of the other data will not be updated until the next census. We recommend that you discuss the kinds of changes that have taken place in your community related to the bulleted items.

A couple of things to remember when putting together the data on your community: It is preferable to have data for more than one time period, if possible, to assess changes and trends. A poverty rate of 15% is more meaningful when you can see that the poverty rate was only 5% ten years ago. Similarly, comparative data allow residents to see how their communities are changing compared to similar communities or those in the region.

- Population and rate of population growth by age from 1980 through the latest census figures. Make projections for 2000, 2010 and 2020.
- Racial composition and percentage of total population
- Employment characteristics and trends

*Appendix 10: Data Gathering and Analysis Worksheets should assist in gathering and organizing the data.*

### Step 7: Goals and strategy development

Each sub-task force collects and analyzes data on the issues it is examining. Many participants will want to jump immediately from the analysis to identifying specific projects that address the needs they have identified. We recommend that the sub-task forces identify broad goals and strategies before moving too quickly to identifying specific projects. These goals and strategies can be introduced to the group or developed within the group itself. This step in the process helps provide a tighter link between the vision and the action plan that will

### Goals should be:

- ▶ *suitable*
- ▶ *achievable*
- ▶ *acceptable*
- ▶ *measurable*
- ▶ *understandable*
- ▶ *motivational*
- ▶ *flexible*

Source: Tatarko et al. 1991: 56.

be developed. Without a set of goals and strategies, communities may identify specific projects that are not related to the vision established earlier in the process.

### Step 8: Community workshop

When each task force has developed its vision and related goals and strategies, the next step is for the coordinating committee to plan on a final workshop to present the general vision, key area visions and goals and strategies. The coordinating committee should open the meeting to all community residents. Prior to the workshop, the general vision, key area visions and goals and strategies could be published in the local newspaper to prepare residents for the meeting. The article could ask for written comments from those residents who cannot come to the meeting.

The coordinating committee should introduce the meeting and the general vision. Task force representatives can then introduce key area visions and their accompanying strategies. After the presentations

the coordinating committee should facilitate a process that elicits comments from everyone rather than from a few dominant voices. Breaking into small groups is a good way to have everyone participate. .

### Step 9: Developing action plans

What is an action plan? An action plan is a description of the activities needed to move the community toward its vision. For each project that is identified, there should be a detailed plan of what needs to be done, who can do it, when it will be done, what information is needed, and what resources are necessary to implement the strategy. In Appendix 12, we provide a series of action planning worksheets that should assist the coordinating committee, the task forces and the sub-task forces as they begin to prepare action plans. Each sub-task force should prepare action plans based on agreed-upon strategies and goals.

Probably the most efficient way to develop the action plans is to have subgroups work on specific themes identified in the vision or by goals and strategies formulated earlier in the process. Most facilitators prefer to build the action plan by using flip charts. This allows participants to see how various parts of the plan fit together and encourages more participation in the process.

One of the most important products of the action planning process is the report that results from the workshop. Each task force should

have a recorder who keeps track of the many ideas that the workshops generate. A copy of the record should be available to all participants, especially those in other task forces who need to be apprised of the group's work. A condensed version of the report also may be available to the media to make public and government officials aware of the task force's work.

### Step 10: Implement

Information identified in the action planning worksheets can provide the basic information necessary to move from an action plan to implementation. The group must identify who will be responsible for implementation, when it will be done, what resources are necessary, and who the stakeholders and others affected by this action are.

One of the major decisions to be made at this stage is who should manage the implementation process: should it be the sub-task force, some existing organizations

### A few tips:

- ▶ *Pick early winners.*
- ▶ *Gather support from within the community.*
- ▶ *Seek outside resources.*
- ▶ *Publicize your efforts.*
- ▶ *Set up a process for follow up.*
- ▶ *Bring in new people.*

Source: Tatarko et al. 1991: 60.



or groups in the community, or a newly established organization? This decision will be based on an assessment of the current situation and what is being done to address the issue.

The keys to implementing the action plan involve coordination among various participants, expanding the number of people involved in the process and communicating the project appropriately to the general public and government officials.

### **Step 11: Monitor, evaluate and revise**

*Monitoring* is an assessment of the planning process itself. The purpose of monitoring is to provide indications of whether the action plan needs some adjustments. For each element of the action plan, communities should ask each of the following questions.

- ▶ *Are the time deadlines being met?*
- ▶ *Is the budget appropriate?*
- ▶ *Is the staffing appropriate?*
- ▶ *Is the amount of work realistic?*
- ▶ *Are priorities receiving the appropriate amount of attention?*
- ▶ *How are we working as a group?  
Are we learning something important to share? What else do we need?*

In Appendix 13 we provide a sample Gantt Chart for a housing project. This chart gives participants a schedule for completion of various tasks for a project. Monitoring should begin once the planning process has begun.

*Evaluation* focuses on the specific accomplishments of the process. A distinction should be made between measuring *outputs* and *outcomes*. Outputs that result from the action plan can usually be counted. Examples of outputs include number of jobs created, number of houses built, or the number of programs developed. Outcomes, however, are usually much more long term and more difficult to link to the specific elements of the action plan. Examples of outcomes are decreased levels of poverty or increased levels of personal income, more people accepting leadership roles, or improved social networks among residents. Specifically, participants in the strategic visioning process should ask how a community is better off as a result and then try to measure success in terms of goals stated in the development action plan.

An example of an outcome from a plan may be to expand citizen participation in the community. Measures of success might include such indicators as the number of regular members in voluntary organizations, the number of people who attend organization activities, number of volunteer hours in each organization, or the number of new members in the organization.

# Downtown revitalization

*A community's vision cannot be defined by an outsider—you cannot engage a savior on a white charger to ride into town and tell you what your vision of the future should be.*

*Hyett Palma 1992 p.5*

## Restoring the community's center

Your community has identified downtown revitalization as part of its vision. The desire to revitalize a town or city's downtown area is a common part of many community vision statements as more and more Americans express an interest in restoring what was once the commercial, social and administrative center of their community.

Fortunately, there is a considerable amount of accumulated experience and expertise available to communities that want to undertake the sometimes daunting task of restoring the vibrancy of their downtowns. This experience is available from several different sources: the National Main Street Center (NMSC) and its state affiliates, such as the Wisconsin Main Street Program; the University of Wisconsin–Extension (UW–Extension); the Wisconsin Regional Planning Commissions (RPCs); and private consultants.

The mission of the NMSC, which is part of the National Trust for Historic Preservation, a federally chartered organization, is to help communities around the country revitalize their “Main Streets” and ensure the continued health of those that have been brought back to life. The NMSC produces a wide assortment of guides, manuals and videos aimed directly at community organizations engaged in downtown revitalization. Any community interested in working on its downtown should familiarize itself with these resources (see Appendix 2).

The NMSC has a four-part approach to downtown revitalization, which we draw on in parts of this chapter. The NMSC does not, however, have a well-developed concept of visioning, for either downtown or the community as a whole. One of the primary aims of this chapter is to assist you in creating a vision for your downtown that can provide inspiration and guide you in setting goals, developing strategies and devising action plans.

Much of the work supported by the NMSC is done by state programs such as the Wisconsin Main Street Program. Each year the Wisconsin program selects two to three communities to become Main Street communities. Communities must apply to be selected. Those that are selected receive training, technical advice and written materials. A community does not, however, have to be selected to make use of the

various materials developed by the NMSC. The Wisconsin Main Street Program also tries to provide assistance, although at a much lower level, for communities that have not been chosen to participate in their program.

In Wisconsin, the UW–Extension has also been very active in assisting communities with downtown revitalization projects. In addition to the efforts of local agents, UW–Extension provides specialized assistance through the Local Government Center (LGC) and the Center for Community Economic Development (see Appendix 2).

The nine Wisconsin RPCs are another organizational resource. They can provide many of the services that might otherwise be provided by a local planning department.

And finally, there are private consultants who specialize in downtown revitalization. In keeping with the concepts promoted in this manual, we encourage you to put your time, money and effort into maximizing local involvement. Regardless of the agencies, institutions or practitioners participating, local involvement is a critical element of any downtown visioning process. In the final analysis, nobody knows your community as well as you do, or has the same motivation to work for change.

Although we do not recommend using a consultant to lead your program, some consultants publish guides to downtown revitalization that you may find useful. Also, many communities have found private firms to be a good source for some of the data that you will need, especially demographic data and data for market analysis (discussed later in this chapter).

There are a large number of possible issues that your community may face as it contemplates revitalizing its downtown. These issues will differ—perhaps significantly—from one community to another. In particular, the issues for small towns may be different from those of larger cities. We list some possible issues below; this list should not be considered comprehensive. Its purpose is to suggest issues you may not have considered, and to begin orienting you to thinking about the kinds of changes you might like to make and the information you will need to evaluate proposed changes.

### *Physical appearance*

Downtowns in Wisconsin often contain many of the most impressive and interesting buildings in the local area. Unfortunately, as downtowns have ceased to be the all-round city centers they once were, these fine old buildings, as well as many other downtown structures and facilities, have become run-down and deteriorated. For many communities, improving the physical appearance and general attractiveness of downtown is often an important concern.

- ▶ Is the downtown area attractive, interesting and inviting?
- ▶ Is it clean and safe?
- ▶ What is the general condition of the downtown building stock?
- ▶ Are there historic buildings that could contribute to downtown's appeal but that are in poor condition?
- ▶ What is the condition of public facilities such as streetlights, sidewalks and benches?

### *Level of retail activity and merchandising skills*

Downtowns were traditionally the commercial centers of town. While the proliferation of malls and shopping strips may temper the possibility of re-establishing the supremacy of downtown as the central shopping district, many Main Streets have unrealized retailing potential.

- ▶ How much retail activity takes place downtown?
- ▶ How many retailers are located downtown?
- ▶ Are there ways to increase the number of retailers?
- ▶ How can downtown retain existing retailers?
- ▶ How can existing stores improve their merchandising skills so that they are more competitive?
- ▶ Are there retail promotions and other events that make downtown an exciting place to shop?
- ▶ Are existing retailers attracting all the segments of the population that could be attracted to downtown?

- ▶ Do retailing niches exist that might be appropriate for your Main Street?

### *Mix of uses*

Many downtowns originally supported a wide variety of uses, including housing, government offices, professional offices, eating establishments, entertainment, cultural venues and industry, in addition to a variety of stores and shops. This diversity helped make the downtown a lively and interesting place; activities took place during the evening and on weekends, as well as during the week. Recreating this diversity, at least to some degree, is a goal for many communities.

- ▶ What activities, in addition to retailing, take place downtown?
- ▶ What sorts of businesses and activities, besides shopping, draw people downtown and keep them downtown?
- ▶ Are there possibilities for other types of businesses, such as professional offices or light industrial operations?
- ▶ Are there possibilities for non-retail niches, such as office space, professional services or eating establishments?
- ▶ How many people live downtown?
- ▶ What is the condition of downtown housing?
- ▶ Is it a desirable place to live? If not, what can be done to make it desirable?
- ▶ How can a diversity of uses be recreated?

## *Traffic, parking and access*

As our towns and cities have spread outward and become ever more accommodating to the automobile, the real or perceived deficiencies of downtown access—especially parking—have become uppermost in the minds of many potential downtown visitors. Making downtown more accessible is a common concern for many communities.

- ▶ Is it difficult to park downtown?
- ▶ If so, what can be done to improve the parking situation?
- ▶ Is downtown easily accessible for pedestrians? For bicyclists? For persons arriving by public transportation?
- ▶ Is downtown conveniently connected to adjacent parts of town and to nearby amenities, such as parks, tourist attractions, and scenic areas?
- ▶ Is there too much or too little automobile traffic downtown?
- ▶ Is there sufficient sidewalk traffic to support current and potential downtown retailers?
- ▶ Is signage helpful and attractive?

## *Downtown as a community center and site for activities*

Downtown was traditionally the center of a community's social and civic life, as well as its commercial hub. Many communities would like to revitalize or enhance this aspect of the downtown.

- ▶ Does downtown function as a community center?
- ▶ Do important community events take place downtown?
- ▶ Are there events (festivals, street fairs, celebrations, concerts, etc.) that could take place downtown?
- ▶ Does downtown have an appropriate space, or spaces, for community events?
- ▶ Are important government offices located downtown?

*Source: Adapted from Hyett Palma 1992*

## *The process*

### *Pre-vision*

The downtown revitalization task force is responsible for organizing a workshop devoted to creating a vision for downtown. The general procedures for organizing, publicizing and facilitating this workshop are the same as for the initial community visioning workshop (see Chapter 1). Before beginning the organizing, however, the task force should take some time to consider the following questions and clarify what it hopes to accomplish:

- ▶ Why are we interested in downtown revitalization?
- ▶ What do we hope to accomplish with a vision of downtown revitalization?
- ▶ How will a vision of downtown revitalization improve existing community planning efforts?
- ▶ How will the vision of downtown revitalization complement the community vision?
- ▶ How will the vision of downtown revitalization complement the other key areas?

*Source: Adapted from Ames 1993 (rev. 1998)*

## *Workshop on downtown revitalization*

The workshop should: 1) create a vision statement for downtown; 2) identify key sub-areas; and 3) form sub-area task forces.

To ensure the success of your downtown revitalization effort, it is crucial to involve as many stakeholders as possible. A high level of public participation will help ensure that the vision truly reflects the interests of the community and will promote real ownership of the goals and strategies that are developed. A wide variety of stakeholders should participate in the first important step: the creation of the downtown vision. Appendix 3 contains a list of potential stakeholders. This is a comprehensive list; not every town or city will have all these stakeholders.

## Creating a vision statement for downtown

The group techniques used to create the downtown vision statement are the same as those used in the community visioning process (see Chapter 1). To get people oriented to the future focus that visioning requires, you could use the following exercise during an early phase of the visioning process:

*Divide people into small groups (6–8 persons). Each group should be given these directions: It is the year \_\_\_\_ (15–20 years into the future). You (the community) have successfully revitalized your downtown. Describe it.*

Here are some questions to guide the visioning process. These questions are aimed at getting people to think creatively about the future of their downtown.

- ▶ *What was your downtown like in its heyday and what aspects of that time would you like to bring back?*
- ▶ *What is special about your downtown?*
- ▶ *What do you want to preserve about your current downtown?*
- ▶ *What do you want to create in your downtown?*
- ▶ *What do you want people to think about when they hear a reference to your downtown?*
- ▶ *What kinds of activities do you want to take place in your downtown?*
- ▶ *What kind of atmosphere do you want to find downtown?*

- ▶ *Does this vision for downtown mesh with the community vision?*
- ▶ *How will those elements you want to create and those you want to preserve help to achieve the future vision of your community?*

Following are some examples of downtown vision statements. See the appendix for more statements. These examples are intended only to give you a general idea of what a downtown vision statement might look like. Remember, every community is different: your vision statement should reflect the uniqueness of your community.

### West Bend, WI

*[We envision] an active and vibrant downtown area that serves as the focus of community life in West Bend. Downtown activity is concentrated within the commercial core area of the downtown. Other sub-districts within the greater downtown area support and reinforce this core area as the primary focal point. The downtown contains significant places and events that draw both local residents and out-of-town visitors. It is the keeping place of community heritage, maintaining the downtown's identity and linkage with industrial, cultural, retail and civic uses of the past and present. The downtown is a very attractive, pedestrian-friendly place, with ample green spaces and a strong link to the Milwaukee River. It is also a diverse place, with a wide variety of uses. ...*

*(See the appendix for the entire West Bend downtown vision statement.)*

### Sioux City, IA

*Maintain a dense downtown environment of commercial, office, retail and public uses and activities within the city's core. Enhance the pedestrian environment and prohibit low-intensity development. Keep and encourage one-of-a-kind uses and activities within the downtown area, including City Hall and the Sioux City Arts Center. Encourage ... construction and redevelopment that continues to identify the downtown core as the unique focal point of the community. ...*

### Mt. Morris, IL

*Multistory office buildings, off street parking, and scheduled bus service to Rockford transforms the old downtown district in Mt. Morris into a major focal point for development by concentrating on growth for retail, service, and tourism. This "live-work" community provides a comfortable setting while placing residents close to major arterials and transit stations that provide easy access to larger cities.*

### Corvallis, OR

*Downtown Corvallis is the primary shopping area, community gathering place and governmental hub. People live, work, shop and play downtown, making it a lively and inviting place. A continued public safety commitment makes downtown a safe place at any time of day or night.*

*A stable business core in the downtown offers a wide selection of quality goods and services. The business complement includes retail and specialty stores, restaurants and services. The downtown is pedestrian and bicycle friendly, with easy access to mass transit. Shoppers can also find plenty of free parking (including a parking*

*structure) and such attractive amenities as awnings and covered walkways at street level and above. Historic buildings have been preserved, while less distinctive structures have been replaced or remodeled in keeping with Central City's character. Professional offices are also located on the upper floor of many buildings. ... Downtown Corvallis offers attractive residential options for many residents. ... City, county, state and regional government offices are clustered downtown. ... Downtown is also the city's cultural heart .... the site of numerous concerts, festivals, and other events. ...*

### ***Establish sub-area task forces***

After creating the overall downtown vision, participants should identify the three or four most important sub-areas. Sub-area task forces should then be formed. If necessary, the sub-area task forces should seek additional members who can provide needed expertise. Each sub-area task force will study its particular issue or theme, gather and analyze relevant data, develop goals and strategies, and devise the action plans that will get the vision off the ground.

### ***Reviewing plans, programs and projects***

Before beginning its own data collection the task force should locate and review all existing plans and programs related to downtown revitalization, including any previous vision statements. The task force should familiarize itself with efforts that are currently underway as well as with previous efforts—to under-

stand what succeeded (and why) and what failed (and why). The task force may find that there are existing initiatives or organizations actively engaged in aspects of downtown revitalization, in which case some sub-area task forces may want to pursue the possibility of getting involved with them.

### ***Collecting and analyzing data***

Before attempting to formulate strategies, the sub-area forces should collect and analyze data that will help them better understand their downtown and the opportunities for revitalization. The data to be collected will be used to answer such questions as: what, exactly, is located downtown currently? What is the condition of downtown real estate? Who goes downtown, and why? Who are potential downtown shoppers and visitors; what do people like and dislike about downtown? What trends are affecting downtown?

Some of the data to be collected and analyzed will be used primarily for market analysis, an essential part of the process of improving the performance of existing downtown businesses. Downtown market analysis can be defined as research that provides the following: an understanding of the purchasing power of current and potential customers; an understanding of their shopping habits and preferences; information about where they live, work, and shop; an analysis of relevant demographic and market trends; and informed recommendations about new retail and service opportunities.

Market analysis is a well-developed field that employs many procedures that are too complicated to be presented here in their entirety. In this section we mention briefly some of these procedures and refer the reader to some of the published guides to market analysis for small towns and cities. For many communities, however, it may make sense to seek professional help with collecting and/or analyzing some of the data. An increasing number of communities use private data providers to collect and/or analyze demographic and other data for market analysis. Also, it may be worthwhile to use a private firm to conduct certain surveys (e.g., trade area surveys). In Wisconsin, the Center for Community Economic Development is available to assist communities with market analysis (see Appendix 2).

### ***Take a walk downtown***

An important part of downtown revitalization for many communities involves improving the way people experience downtown. For example, when people come downtown do they feel safe? Is it easy to get downtown? Is parking available and convenient? Is the area clean? What is it like to walk around downtown? Are popular destinations easy to find? Are there places to sit outside? Are there racks for bicyclists to park and lock their bikes? Do eyesores exist that detract from the overall physical appearance? Are there buildings that are good candidates for rehabilitation or adaptive reuse?

To assess the "downtown experience" you can organize a downtown walk for the members of the task force. The purpose of this is to get a

composite street-level view of downtown from the various downtown stakeholders. During the walk the participants should be aware of existing problems, but they should also keep in mind their vision for a renewed downtown. They should try to observe with a fresh eye and envision what could be done as well as what simply needs attention. See Appendix 5 for a guide to planning the downtown walk.

### Visual assessment

To assess the appearance of downtown, and to gain a better understanding of the relative importance of particular places, the task force might want to use visual assessment tools such as First Impressions and Participatory Photography (these are the names given to these techniques by the Local Government Center; Wisconsin communities wanting more information on these techniques should contact the LGC).

**First Impressions:** Community members organize reciprocating visits to other communities. This has several functions: it gives participants a chance to look at other communities' downtowns, it provides an opportunity to observe carefully what other communities have done, and it encourages participants to think about what they like and dislike. Also, since the visits are reciprocal, each visiting delegation is able to give the host community their "first impressions." They are able to see the community with the kind of fresh look that is often unavailable to longtime residents who have become accustomed to their surroundings.

### Participatory Photography:

Community members use Instamatic or disposable cameras to take pictures of their communities. One method is to ask participants to take pictures of spaces and places that they value. The results are sometimes surprising. A place that some consider of little interest, or perhaps even an eyesore, may be a valued location for others. Participants can also be directed to take pictures of those parts of downtown that they consider attractive and unattractive.

### Data about downtown real estate

One of the first steps could be an inventory of the downtown building stock. The inventory will provide a picture of the physical condition of downtown and will help identify the buildings that are the best candidates for rehabilitation or adaptive reuse. It can also serve as the basis for a portfolio of real estate that can be used to attract future tenants. See Appendix 6 for a worksheet that can be used for this inventory. It would also be helpful to have a current photo and, if possible, a historical photo for each building.

### Data about existing downtown businesses

To get an accurate picture of the businesses currently located downtown, you can conduct an inventory of existing businesses. This information can be used to assess the current mix and suggest the need for diversification or highlight niches that might be developed. This information may be gathered by phone, through a written survey, or

by in-person interviews. It is important to be as thorough here as possible. Appendix G contains a worksheet to help you with this task.

### Identifying the trade area

Another important step is to identify the downtown's trade area, the geographical area (or areas) from which downtown draws customers. Downtowns often have several different trade areas corresponding to the different types of goods and services offered. There are several ways to do this:

- ▶ Ask merchants if they have customer lists.
- ▶ Survey business owners about where their customers live and work.
- ▶ Ask the local newspaper about its circulation area. This will give you a rough estimate of the area reached by local print advertising.
- ▶ Use Reilly's Law. See *Community Economic Analysis: A How To Manual* for directions on using this method.
- ▶ Conduct a customer survey. In addition to helping delineate the trade area, customer surveys can provide valuable information about where people shop, what they purchase, what they like/dislike about downtown, and what they travel elsewhere to buy.

### Surveying customers

There are several general types of customer surveys:

**Intercept surveys:** People on the street downtown are randomly "intercepted" and asked about where they live and work, their reasons for being downtown, the types of downtown businesses they patronize regularly, and their attitudes about downtown. See Appendix 8 for a sample intercept survey.

**Telephone surveys:** A random sample of people in an area large enough to include the presumed trade area are telephoned and asked the same questions as in the intercept survey.

**Internet surveys:** Two newer methods of finding out what people think are surveys that are part of a web site (see Idaho Falls, [www.downtownif.com/survey.htm](http://www.downtownif.com/survey.htm), for an example) and listservs. Both of these methods require a computer and a modem.

A NMSC publication, *Market Analysis for Main Street*, contains sample survey forms for surveys of businesses, intercept surveys and customer telephone surveys.

### Focus groups

A focus group is a group interview, conducted by a moderator, with roughly 8–12 individuals who have something in common that is of interest to the organization doing the research. Focus groups could be conducted with various types of downtown shoppers, for example: different age groups, different income groups, people who work downtown, etc. It could also be informative to conduct focus groups with individuals who live in the trade area but who do *not* tend

to shop downtown. Focus groups should not take the place of surveys, but they can help you get "inside the head" of your customers—current and potential—in a way that surveys cannot. During the focus group the moderator asks questions and stimulates discussion to find out what the participants like and dislike about downtown, what kinds of businesses or amenities they would like to find downtown, and why they shop elsewhere (e.g., at a nearby mall or shopping strip).

### Collecting demographic data

Demographic data could be collected on the persons living within the downtown trade area(s). This data can help you understand the market for downtown businesses by giving you a picture of downtown's potential customers. Data should be collected for various points during the last 10–20 years to reveal trends. Among the most important demographic characteristics are the following:

- ▶ Ages of individuals within the trade area
- ▶ Incomes of individuals and households
- ▶ Race/ethnicity
- ▶ How many people own or rent their homes
- ▶ Numbers of people per household
- ▶ Numbers of people in different occupations (industrial, agricultural, professional, etc.)
- ▶ Residence of people who work within the trade area, and length of commuting time

- ▶ Number of people and households receiving some type of public assistance

See Appendix 9 for a worksheet to help you with this step.

*Source: Smith 1990*

### Sales leakage analysis

When people within your downtown's trade area make purchases outside the trade area it is known as sales leakage or sales gap. A systematic analysis of sales leakage can help identify the kinds of businesses that could be a useful addition to the current mix of businesses located downtown. For a guide to conducting a sales leakage analysis see *Market Analysis for Main Street or Community Economic Analysis: A How To Manual*. Wisconsin communities can contact the Center for Community Economic Development for more information.

### GIS (Geographic Information Systems)

GIS, a sophisticated computerized mapping technique, can be used to assist downtown planning and market analysis by providing visual displays of commercial space, trade areas, customer origins, drive time, consumer expenditures and the location of existing businesses.

### Secondary data sources

See Appendix 10 for a list of secondary sources from the U.S. Census and other organizations. These sources can provide a lot of basic information. However, for a more complete analysis or for help in interpreting all the numbers, you may wish to get expert advice. Communities in Wisconsin can contact the Center for Community Economic Development or their local Extension agent.



## *Developing goals and strategies*

After data have been collected and analyzed, the sub-area task forces can begin to identify appropriate goals and strategies to achieve their vision. The four goals given below are based on the NMSC's four-point approach to downtown revitalization (see Smith et al. 1996; we have used slightly different terminology). These goals and the accompanying strategies are only suggestions and should not limit you in any way. It is important that your goals and strategies be directly related to your downtown vision and to your overall community vision.

While a community could choose to work on just one or two of these goals, the NMSC strongly advises that groups try to work on all four, since they are closely linked and complement each other. The LGC also emphasizes the importance of a balanced approach, noting that neither business recruitment campaigns nor improvements in appearance are a panacea for revitalization.

### **Goal: Improve the appearance and design of downtown**

This goal involves improving downtown's image by enhancing its physical appearance—not just the appearance of buildings, but also that of streetlights, window displays, parking areas, signs, sidewalks, public areas and all the other elements that contribute to making downtown a safe, comfortable, accessible, interesting and unique destination. Efforts to improve the appearance of downtown have visible results and thus can help build confidence in your overall revitalization program.

The NMSC stresses that the condition of downtown real estate is tied closely to economic restructuring. With low sales a property owner may not be able to afford the necessary building upkeep or may hesitate to undertake needed rehabilitation projects. As a result, buildings become drab, rundown and uninviting, which tends to make particular buildings, as well as the downtown area in general, less appealing to potential investors, tenants, residents and customers. And when downtown has a poor physical image, people are less likely to shop downtown. Increasing commercial activity downtown and increasing the value and attractiveness of downtown real estate, depend on each other and both must be addressed.

When considering rehabilitation and property improvement projects, it is best to begin small. The idea is to create public interest in downtown, which will lead to increased downtown traffic and sales, which in turn will encourage larger, more expensive improvement projects. In general, sales and rents should grow at an even pace. An expensive rehabilitation project could lead to higher rents that drive out existing businesses and make property difficult to rent.

### **Strategies:**

- ▶ Enhance the attractiveness and uniqueness of downtown by restoring old buildings.
- ▶ Convert unused or underused buildings to uses more in keeping with your vision (adaptive reuse).
- ▶ Increase the "comfort level" of downtown by providing or improving public amenities such as benches, fountains, and lighting.

- ▶ Install or improve landscaping.
- ▶ Improve signage by making it more attractive, helpful and consistent.
- ▶ Improve downtown's accessibility to public transportation.
- ▶ Improve downtown's accessibility to pedestrians and bicyclists.
- ▶ Improve the connections between downtown and other nearby areas or attractions.
- ▶ Create a gateway or gateways to downtown.
- ▶ Work with shopkeepers to improve window displays.
- ▶ Develop and implement design guidelines.

### **Goal: Create a special organization (or organizations) dedicated to revitalizing downtown**

#### **Strategy: Create a downtown organization**

Many communities find that the downtown revitalization effort calls for a more formal and more "official" organization than the task force that originated with the community vision. The two general organizational alternatives are to house the downtown revitalization program within an existing organization (local government, chamber of commerce, downtown merchants' association, etc.) or to form a completely new organization. The NMSC recommends the latter approach. The advantages of a separate new organization are that it can

- ▶ Establish a clear focus, unhindered by past history.
- ▶ Develop a consistent program, unhampered by the constraints of local politics (to the extent possible!).

- Serve as a visible symbol of renewal, new activity and a new future for the downtown.

*Source: Smith et al. 1996*

These advantages are in keeping with the general thrust of community visioning, which is to avoid getting mired in past conflicts and to promote the widest possible degree of participation. For detailed information on how to set up an independent program see the NMSC catalog.

The possible disadvantages of housing the program with other groups can be briefly noted (this analysis is based on Smith et al. 1996). If housed with local government, private initiative may be constrained and the program may become politicized. If housed with the chamber of commerce, there may be conflicts between the chamber's citywide interests and the specific needs of downtown. If housed within a downtown merchants association the program may become too closely associated with retail promotion and a small group of merchants. If housed with a downtown development authority (DDA) the program's success may be closely tied to the DDA's past performance and the perception of its effectiveness in the eyes of the public, downtown business and local government.

### **Strategy: Create a business improvement district**

As part of their revitalization efforts many towns and cities have formed business improvement districts, known as BIDs. A BID is a means for businesses and property owners in a well-defined area (e.g., downtown) to raise funds to pay for serv-

ices they deem important for their collective well-being, but which are not provided by the government. The property owners in the district agree to tax themselves using the local government's tax collecting apparatus. The BID tax is usually based on a proportion of assessed property value. The money that is collected, however, is not controlled by the local government but is under the control of the BID's board of directors, which is made up primarily of businesses and property owners located in the BID. A BID is primarily a tool for raising funds, but it also entails the formation of an organization that is concerned exclusively with revitalizing and maintaining the area specified in the BID agreement.

BIDs have proven to be a popular means for businesses and property owners to revitalize downtown commercial districts. The specific procedures for setting up a BID vary from state to state. Each state has specific procedures that must be followed when setting up a BID. These procedures are designed to make sure that the majority of property owners in the area agree to the BID, because once it has been established they will all be taxed to support it. In Wisconsin BIDs have been set up in over 50 communities. Some typical functions of a BID include the following:

- Maintenance: collecting rubbish, removing graffiti, washing sidewalks, etc.
- Security: hiring supplemental security.
- Marketing: producing festivals and events; marketing the downtown; coordinating sales promotions, etc.

- Business recruitment and retention
- Public space regulation: managing sidewalk vending, street performances, etc.
- Parking and transportation management.
- Urban design: developing and managing design guidelines
- Social services: creating or aiding help-the-homeless, job training and youth services programs.
- Creating a vision for downtown.
- Capital improvements: installing or improving street lighting, street furniture, trees, etc.

*Source:*

*Adapted from Houston 1997: 13-14*

The above list is based on experience with BIDs in cities across the country; all of the functions may not apply to smaller cities and towns, where BIDs "tend to focus on retail, offering services such as promotions, special events, joint advertising, seasonal lighting and business attraction and retention programs" (Houston 1997: 11). A recent survey shows that typical expenditures of Wisconsin BIDs include promotional efforts, job training programs, advertising and marketing, streetscape development, and physical improvements (Local Government Center 1997).

As the above list of functions illustrates, there are significant overlaps between BIDs and the activities suggested by the NMSC approach. BIDs and the NMSC approach, however, are not exclusive; some communities in Wisconsin partici-

pate in the Main Street program and also have a BID. We suggest that a BID be viewed as one tool that can be used as part of a downtown revitalization program. The LGC's web site (see Appendix B) contains a directory of all BIDs in Wisconsin, including the names of contacts.

**Goal: Promote downtown to shoppers, investors, new businesses, tourists, potential residents and others**

Efforts to improve downtown's appearance and strengthen its economy will be incomplete unless the rest of the community, as well as people in the surrounding region, know how downtown has improved and what it has to offer. For many communities part of the challenge in revitalizing downtown is to reverse the negative views that the public and potential investors hold, and to get more people to come downtown. While promotional activities cannot make up for actual improvement in such areas as design, appearance, mix of stores, and merchandising, they can be an important part of the overall revitalization effort.

**Strategies:**

- **Organize retail promotions.** Retail promotions are usually based on sales events, but may also feature other aspects of shopping downtown, such as convenience and service.
- **Organize special events.** Special events should be designed to bring people downtown and provide them with a positive experience. Common themes of special events are traditional holidays, community heritage (including various types

of festivals), and social occasions such as sporting events, concerts, and health fairs.

- **Organize image-building promotions.** Image-building promotions involve marketing the downtown to the shoppers in your trade area, to potential investors, and to the rest of the community.

*Source: Smith et al. 1996*

**Goal: Strengthen the downtown economy**

This goal involves strengthening and perhaps diversifying the economic base of downtown. Activities include helping existing businesses expand, recruiting new businesses, converting unused space into productive property, and sharpening the competitiveness of downtown merchants.

**Strategies:**

- **Help existing businesses expand by**
  - identifying new sales opportunities.
  - providing needed market information.
  - providing funds for expansion, through loans, grants, etc.
  - helping owners locate and secure access to more advantageous sites.
  - helping prepare financial feasibility studies and business plans.
  - providing job training.
- **Promote the downtown as a cohesive shopping area (see also section on niches).**

► **Recruit new businesses by**

- making a list of types of businesses to be recruited.
- assembling recruitment information.
- putting together a business recruitment team.
- keeping track of prospective businesses.

► **Improve and promote the quality of downtown businesses by**

- improving retailing skills.
- changing business hours to better meet customers' needs.
- improving window and in-store displays.
- changing return policies.

*Source: Smith et al. 1996*

► **Pursue niche strategies.**

A niche is a special market segment. It can be based on a particular group of customers, such as the elderly, students, tourists or Latinos; a specific kind of good or service, such as food, furniture or clothing; or a specific type of shopping environment, such as a "festival market" or farmers' market. The object of a niche strategy is to dominate a particular market by offering a concentrated group of businesses that serves the targeted niche.

For a niche strategy to be most effective, the businesses involved need to function as an organized group. Your downtown may already have an agglomeration of businesses in a particular niche that have not organized themselves to jointly promote the niche, in which case it might be worthwhile to develop a promotional campaign. There may

be a potential niche, based on a few businesses that could become a niche with the addition of several more complementary businesses. Even if there does not seem to be any natural niches in your area, careful market analysis can reveal opportunities. For example, there may be an unmet need for gourmet restaurants in your trade area, which your downtown could fill by attracting enough appropriate eating places. For detailed instructions on identifying and developing downtown niches see *Niche Strategies for Downtown Revitalization*.

- **Increase the market for downtown businesses (and enliven the area in general) by increasing the number of people who live downtown.**

## Getting community feedback

After the sub-area task forces have developed possible strategies, it is time to solicit feedback from the community. The purpose of getting community feedback is to ensure that the downtown vision, and the goals and strategies derived from that vision, coincide with the overall community vision and with the key areas that the other task forces have been working on. This step is outlined more thoroughly in Chapter 1.

At the community feedback workshop a representative of the task force should be prepared to read the downtown vision statement and briefly present the accompanying goals and strategies. Some important questions for discussion are:

- *Does the vision for downtown agree with the community vision statement? Are there any contradictions?*
- *Does the vision for downtown agree with the vision statements from the other key areas? Are there any contradictions?*
- *Does the community support the goals for downtown revitalization?*
- *Does the community support the strategies for downtown revitalization?*

After receiving feedback the downtown task force may need to revise some of its goals and strategies.

## Devising action plans

When the vision, goals and strategies for downtown have been accepted by the community, and any revisions have been made, it is time to start devising the action plans that will begin turning the vision into a reality. Each sub-area task force should develop action plans appropriate to its strategy. An appendix to Chapter 1 has two exercises that can aid with this step.

An action plan specifies what needs to be done, who will do it, and when it will be done. It may also indicate what resources are necessary and what individuals or groups can be expected to support or hinder the plan. A work schedule should be used that shows who is responsible for each task and when it will be done. The Action Planning Worksheets in the appendix to Chapter 1 can help you with your action plans.

When the sub-area task forces have devised their action plans, you may want to have all the sub-area task forces come together and present their plans to each other, as a means of keeping everyone informed and avoiding possible replication.

## Implementation

After the action plans and work schedules have been finalized the task forces should proceed to implementation.

The sources and mechanisms for funding will vary considerably from place to place, so our comments on how to fund your projects are rather general. One of the most frequently used funding tools, the BID, has already been discussed. Other funding possibilities include

- Low-interest loan pools. These can be capitalized by private and/or public sources and are often used as a means of stimulating further investment. (See Smith et al. 1991).
- Grants.
- Contributions from local individuals, organizations (profit and nonprofit), merchants and property owners.
- Income generated by special events.
- Income earned through the performance of services.
- Public sector funding (local, county, state, and federal). These funds could come from a wide range of sources: general tax revenue, hotel/room taxes, fees, licenses, special assessments, community development block grants, arts grants, historic preservation grants, etc.

## The New Oregon Model: Envision → Plan → Achieve

Steven Ames  
Steven Ames Planning  
USA

Many of today's community visioning projects can trace their work back to futurist Alvin Toffler and his concept of "anticipatory democracy" – the notion that governance can evolve and adapt to change whilst engaging citizens in the process. In practice, anticipatory democracy blends elements of futures research, long-range planning, grassroots public participation, and, ideally, a healthy measure of creativity.

As an adjunct to traditional community planning, visioning promotes greater awareness of societal change and deeper citizen involvement. It can also provide communities with a stronger sense of control over their destinies, bringing citizens together in a uniquely different context to consider their common future. And it explicitly encourages them to explore new ideas and possibilities.

Essentially, visioning is a planning process through which any community creates a shared vision for its future and begins to make that vision a reality. It provides an overlay for local plans, policies, and decisions, as well as a guide to concrete actions in the wider community.

In the English-speaking world, cities of all kinds from Blue Mountains, NSW to Bradford, U.K., Hamilton, Ontario to Hilo, Hawaii, have employed a wide range of visioning approaches and techniques. Based on two decades of working with many such processes, I have concluded that the most successful visioning efforts share five key characteristics.

### 1. They understand the whole community

Visioning promotes a shared understanding of the whole of a community and the full range of issues shaping its future. It also tries to engage the entire community and key stakeholders in this conversation.

### 2. They reflect core community values

Visioning seeks to identify a community's core values – the deeply held beliefs and ideals shared by its members. Such values inform the idealistic nature of the community's vision.

### 3. They address emerging trends and issues

Visioning explores emerging trends driving the community's future and the strategic issues they signal. Addressing these trends promotes greater foresight, and adds rigor and realism to the community's vision.

**Journal of Futures Studies, November 2010, 15(2): 163 - 166**

#### 4. They imagine a preferred future

Visioning produces a statement describing the community's preferred future. The vision statement represents the community's desired "destination" – a shared image of where it would like to be in the long-term future.

#### 5. They promote local action

Visioning produces a strategic action plan. The action plan serves as the community's "road map", moving it closer to its vision in the near-term future.

My own visioning work is designed to create both a shared sense of direction and a framework for future community decisions and concrete goals and strategies for action. At the same time, there can be many secondary benefits that derive from the process, such as:

- enriching public involvement by expanding the terms and scope of civic engagement;
- fostering new leadership in citizens who have not been previously active in public life;
- promoting active partnerships among government, business, civic, and nonprofit organizations; and
- strengthening community cohesion and "social capital."

Additionally, there can be significant benefits for the function of planning itself. For example, strong consensus on community goals can provide an informed and supportive context for the development of other plans and policies. This, in turn, can facilitate and even streamline public involvement.

At the same time, visioning places new demands on planning. It stretches the traditional role of planners, calling upon new skills and competencies. It demands increased levels of dialogue and trust with the public. And it requires more effective cross-sector communication and collaboration.

### The New Oregon Model

Oregon was one of the first places in the United States to pioneer the use of community-based visioning. In a state recognized for innovative local planning and growth management policies, visioning was seen as an overlay for local plans and a tool to help communities better manage complex change.

Based on successful local visioning projects, the Oregon Model (see Figure 1) represents a comprehensive approach to visioning framed by five simple questions:

1. Where are we now?
2. Where are we going?
3. Where do we want to be?
4. How do we get there?
5. Are we getting here?

Step One profiles the present community's current conditions and core values. Step Two analyzes emerging trends and their probable impact on the community. Step Three creates the vision and Step Four develops an action plan. Finally, Step Five pro-

notes implementation and develops indicators to monitor and measure success in achieving the vision.

Visioning is designed to be iterative and ongoing. The action plan, having a much shorter horizon, requires more frequent updates, and monitoring provides an important feedback loop for updating the community's vision and plan over time.

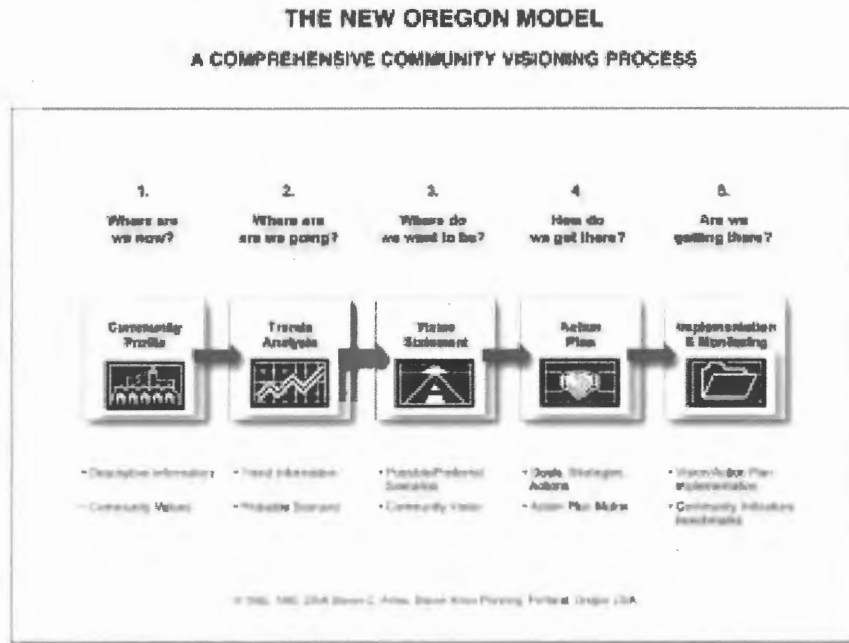


Figure 1. The new Oregon model.

## Community Visioning

As a relatively new approach to planning, visioning can have a steep learning curve: it may employ non-traditional techniques such as environmental scanning or alternative scenarios; managing diverse stakeholder groups or alleviating public skepticism can prove daunting; and mid-process course corrections are typically necessary.

Fortunately, none of these challenges is insurmountable. Moreover, the ability of visioning to provide strategic input for perennial planning concerns like growth management, urban design, transportation, housing, community development, and sustainability justifies the investment. Indeed, planners increasingly use the outcomes of visioning to frame and legitimize other major planning initiatives.

### **Involving the Public in Visioning**

True to visioning's roots in anticipatory democracy, public involvement is a critical element of this process. Engaging the public is essential in creating a shared vision and action plan, as well as in promoting their eventual achievement.

To some planners, such a dialogue seems increasingly difficult in today's society, given numerous urgent issues on the public agenda, shrinking local government budgets, citizens' busy lives, and the ever-present distractions of the media and pop culture. For these reasons, public outreach and strong "branding" of the process are critical to successful public involvement. The Internet and social networking are providing valuable new tools to accomplish these objectives.

Fortunately, for many people, there remains a fundamental appeal in talking about the future of their community. The reason is probably the abiding importance of "place." People relate to and care about where they live. It's one of the basic ways through which we continue to connect as human beings.

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IMPROVING OUR COMMUNITY

COLUMBIA GATEWAY URBAN RENEWAL AGENCY

CITY OF THE DALLES

## **AGENDA STAFF REPORT**

**AGENDA LOCATION: IX. C.**

**DATE:** March 20, 2018

**TO:** Chair and Members of the Urban Renewal Agency Board

**FROM:** Steven K. Harris, AICP  
Urban Renewal Manager

**ISSUE:** 2005 The Dalles Downtown Streetscape and Parking Plan

### **BACKGROUND**

At their March 12<sup>th</sup> meeting, the City Council approved Resolution No. 18-007 initiating the process for vacation of a portion of the alleyway adjacent to the Tony's Building and public parking lot on Federal Street to facilitate the proposed Tokola Properties development project. In stating her opposition to the resolution, Councilor and Board Member Long-Curtiss stated that there was a parking shortage downtown and that the redevelopment of the public parking lot would exacerbate the problem.

Staff believes this is a timely issue to bring before the Board in light of recent Board actions, the upcoming budget and other items on this agenda. Board Members may not be aware of past City efforts addressing downtown parking concerns. Copies of two recent parking studies are attached for the Board's information.

### **DISCUSSION**

In 2004 the City contracted with Dave Evans and Associates to prepare a *Downtown Streetscape and Parking Plan (June 10, 2005)*. That report examined the existing parking supply and demand, forecasted future parking supply and demand (based on then existing zoning, land use types and building occupancy factors), and presented a preferred parking plan. The report also included an implementation plan which identified and prioritized actions to improve and increase the supply of parking in the downtown. Cost estimates were also provided where improvements to surface lots or structured parking was recommended. Silent from the report where other parking supply and demand management strategies in-lieu of construction of parking facilities.

Since release of the report, the downtown has seen the re-purposing of buildings with the expansion of existing tenants and the attraction of new businesses. Lately there has been an interest in new downtown development with the proposed Tokola Properties mixed-use (commercial/residential) project and the proposed Leash Hotel. Additionally there are other vacant or underutilized properties that are attracting private redevelopment interest. On the supply side of downtown parking, the City has increased on-street parking in a number of locations by restriping several streets. As an example, 38 additional spaces were created with the recent restriping of 1<sup>st</sup> Street.

The proposed Tokola Properties project will result in the loss of 33 off-street public parking spaces and five on-street parking spaces. The Leash Hotel project proponent has requested the transfer of the Agency-owned 38 space parking lot that is currently dedicated to the tenants of the Commodore Hotel building. If the project is approved, a substitute parking lot will need to be identified to fulfill the parking requirements of the Commodore building.

In addition, the currently undeveloped portion of the proposed hotel site was identified in the 2005 parking study (Site 10) as a candidate for construction of a parking structure with street-level retail. The Commodore building parking lot was also identified as a potential site for a parking structure with street-level retail (Site 11).

The Agency's 2017 Annual Activity Report included the following statement on downtown parking:

*The mid-term period, beginning in FY2020-21, should see completion of the Tokola Properties project and the hotel proposal, provided entitlements and funding are secured in a timely manner. Staff is of the opinion that during this period it would be timely for the City and Agency to revisit the issue of downtown parking, specifically the supply and management of public parking. If the forecasts of increased downtown activity are accurate, demand for parking should also increase which may justify the need for additional public parking, including the construction of a parking structure. Financing for such an undertaking would be dependent upon the financial strength of the Agency and any potential partners.*

At the February 27, 2017 City Council meeting, the Ad Hoc Downtown Parking Task Force presented their final report and recommendations (see attached). The Council unanimously accepted the Task Force's report and recommendations:

*Upon acceptance and adoption of the Ad Hoc Downtown Parking Task Force Final Report and Recommendations, the projects that are considered to be "Low Cost" projects (signing and striping projects) will be paid for by funds in the Street Maintenance Budget. Projects that are considered to be "Intermediate Cost" and "High Cost" projects will depend on timing and available funding at time of project development.*

### **STAFF RECOMMENDATIONS**

Staff recommends that the Agency Board discuss the need to update the 2005 Downtown Parking Plan in light of recent and projected development activity and the City Council's action on the Ad Hoc Downtown Parking Task Force Final Report.

### **Attachments**

- City Council Agenda Report and Minutes (dated February 27, 2017)
- Ad Hoc Downtown Parking Task Force Final Report and Recommendations to City Council
- 2005 The Dalles Downtown Streetscape and Parking Plan w/o technical memorandums (David Evans & Associates, June 10, 2005)

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## **AGENDA STAFF REPORT**

### **AGENDA LOCATION: Action Item # 12-B**

**MEETING DATE:** February 27, 2017

**TO:** Honorable Mayor and City Council

**FROM:** Dale McCabe, City Engineer

**ISSUE:** Ad Hoc Downtown Parking Task Force Final Report and  
Recommendations to City Council

**RELATED CITY COUNCIL GOALS:** Goal C:8. Explore downtown parking needs.

**BACKGROUND:** By resolution at the June 27, 2016 City Council meeting, an Ad Hoc Downtown Parking Task Force was established to review existing City documents, existing parking conditions and parking availability within downtown The Dalles, and develop recommendations related to enhancing parking in the downtown for the City Council's consideration.

As per Resolution No. 16-022, "The task force shall review the downtown parking district ordinance, 2005 downtown parking plan, Transportation System Plan, and current parking availability. The task force will identify additional parking needs, types of parking, such as parking structure or surface parking lots; long term and short term parking, painted parking spaces, parking meters, signage, diagonal or parallel parking; make recommendation regarding the boundaries of the downtown parking ordinance, or whether it should be eliminated; and any other recommendations the task force deems important. The task force will make recommendations to the City Council for considerations."

Over the course of several months, the task force met numerous times to review and discuss the appropriate documents as listed above and develop recommendations to be considered that could possibly enhance or improve parking within the downtown. From those meetings, the following report to City Council was developed for the Council's consideration and acceptance of the report. (see attached report)

**BUDGET IMPLICATIONS:** Upon acceptance and adoption of the Ad Hoc Downtown Parking Task Force Final Report and Recommendations, the projects that are considered to be “Low Cost” projects (signing and striping projects) will be paid for by funds in the Street Maintenance Budget. Projects that are considered to be “Intermediate Cost” and “High Cost” projects will depend on timing and available funding at time of project development.

**COUNCIL ALTERNATIVES:**

1. Staff Recommendation: *Move to accept the Ad Hoc Downtown Parking Task Force Final Report and Recommendations.*
2. Decline to accept the Ad Hoc Downtown Parking Task Force Final Report and Recommendations, and provide direction to staff on how to proceed.

MINUTES  
Regular City Council Meeting  
February 27, 2017  
Page 6

### ACTION ITEMS

Resolution No. 17-006 Authorizing Transfers of Funds between Departments of the General Fund of the City of The Dalles Budget, Making Appropriations and Authorizing Expenditures for Fiscal Year Ending June 30, 2017

Finance Director Mast reviewed the staff report.

Mayor Lawrence asked what the contingency fund balance was. Mast said it had been reduced by \$85,000 and the new balance was \$588,506. She said she didn't have the total reduction during the course of the year readily available.

Elliott said the budgeted contingency was below the goal of 10% to begin with.

It was moved by Long-Curtiss and seconded by Brown to adopt Resolution No. 17-006 Authorizing Transfers of Funds between Departments of the General Fund of the City of The Dalles Budget, Making Appropriations and Authorizing Expenditures for Fiscal Year Ending June 30, 2017. The motion carried unanimously.

Acceptance of Downtown Parking Task Force Report

City Engineer McCabe reviewed the staff report. See attached PowerPoint presentation.

Donna Lawrence, member of the task force, said they would like Council to be mindful of the need for employee parking as the downtown is developed. She said available parking lots were disappearing. She said a parking structure would be needed.

An employee at the GOHBI Building asked that the side streets and Third Street in front of and adjacent to that building not be in the downtown parking district. She said they have a hard time finding parking when they have quarterly meetings.

It was moved by Elliott and seconded by McGlothlin to accept the Ad Hoc Downtown Parking Task Force Final Report and Recommendations. The motion carried unanimously.

Apparent Housing Needs/Buildable Land Needs Contract Amendment

Planning Director Harris reviewed the staff report.

It was moved by Miller and seconded by Long-Curtiss to amend Contract Number 2016-003, authorizing additional expenditures for a total cost not to exceed \$52,565. The motion carried

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## CITY of THE DALLES

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THE DALLES, OREGON 97058

(541) 296-5481  
FAX (541) 296-6906

February 13, 2017

### Ad Hoc Downtown Parking Task Force Final Report and Recommendations to City Council

The following “Purpose” and “Responsibility” sections are direct quotes as stated in Resolution No. 16-022; A RESOLUTION CONCURRING WITH THE MAYOR’S APPOINTMENT OF AN AD HOC DOWNTOWN PARKING TASK FORCE

#### **Purpose**

“The purpose of the task force is to review the current parking district, parking plan, and parking availability and develop recommendations for City Council consideration;”

#### **Responsibility**

“The task force shall review the downtown parking district ordinance, 2005 downtown parking plan, Transportation System Plan, and current parking availability. The task force will identify additional parking needs, types of parking, such as parking structure or surface parking lots; long term and short term parking, painted parking spaces, parking meters, signage, diagonal or parallel parking; make recommendation regarding the boundaries of the downtown parking ordinance, or whether it should be eliminated; and any other recommendations the task force deems important. The task force will make recommendations to the City Council for consideration.”

#### **Members**

##### Staff and Agency Members:

Dale McCabe, City Engineer

Daniel Hunter, Project Coordinator (then), Human Resources Director (now)

Donna Lawrence, Traffic Safety Commission

Matthew Klebes, Main Street Program (then), Assistant to the City Manager (now)

Jeremiah Paulsen, new Main Street Program representative

Shelly Gray, Secretary

##### Citizen Members:

Bill Ford

Barbara Pizzola

Thomas McDonald

Jerry Jeffers

## **Results/Recommendations**

The Downtown Parking Task Force (Task Force) held its initial kickoff meeting on July 19<sup>th</sup>, 2017. Since that time, the Task Force met on the first and third Tuesdays of every month from 1:30 pm to 3:00 pm for a total of nine meetings. Over the course of those meetings, the Task Force looked at and reviewed the following:

- Aerial photos of the downtown
- The 2005 Downtown Parking Plan
- The Downtown Parking District Ordinance – Ordinance No. 86-1078
- The Downtown Parking District Boundary Map as found in Ordinance No. 86-1078
- The signing and striping plans for the Downtown Urban Renewal Streetscape Project, Phase II
- The Downtown Parking Permit Criteria

The Task Force also held two field trips to walk the entire downtown and evaluate current parking conditions and facilities and look for possible measures that could be taken or enhancements that could be made to improve the parking in the downtown. The first field trip consisted of walking along 1<sup>st</sup> Street and 2<sup>nd</sup> Street, while the second field trip consisted of walking along 3<sup>rd</sup> Street and 4<sup>th</sup> Street.

As each meeting was held and as discussions progressed, it became clear to the Task Force that the real crux of the problem regarding parking in the downtown was “employee parking”. The problem is that while downtown employees may not park in front of their place of employment, many of the downtown employees frequently do park in front of other businesses in the downtown, therefore eliminating parking spaces that should be left available for consumers.

The Downtown Parking District Ordinance does contain verbiage that restricts employees from parking in certain areas of the downtown that are intended for consumer parking. However, several issues or questions arise regarding employee parking. More specifically:

- Where do downtown employees park?
- Who is responsible for enforcing where employees park?
- How is downtown parking enforced?

For example: It is estimated that there are currently 220 businesses in the downtown, between the west and east gateways and 1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup>, and 4<sup>th</sup> Streets. Let’s just say that the average number of employees per business is two. With those numbers, the required number of parking spaces for just downtown employees could be as high as 440 spaces. Information that was pulled from the 2014 census for the City of The Dalles actually showed that there are approximately as many as 1,177 people (including Cherry Growers employees) that commute into the downtown for work.

So again, the real crux of the problem and the main question is: where do downtown employees park without adversely affecting the available parking spaces within the Downtown Parking District boundary that are designated for consumers and the general public? In order to minimize or alleviate enforcement issues related to employees parking in areas and spaces that are reserved for consumers, designated parking areas and spaces that are available for downtown employees must be made available to the employees and be easily accessible and be safe. We cannot simply tell employees they aren't allowed to park in an area without giving them alternative options and making them aware of those options.

In 2005, "The Dalles Downtown Streetscape and Parking Plan" (the Plan) was prepared for the City of The Dalles by David Evans and Associates. The Plan looked at available on-street and off-street parking located within the Downtown Central Business District (CBD) boundary, existing parking utilization of available parking spaces and facilities within the boundary, future parking demand projections, and possible parking improvement projects. The 2005 Plan stated that with observing both the on-street and off-street parking spaces located within the entire CBD boundary, it was determined that all of the available parking within that boundary was not being fully utilized and there was available capacity to accommodate additional vehicles.

As stated earlier, the Task Force reviewed the 2005 Parking Plan and more specifically looked at the recommended improvement projects as stated in the Plan to determine which projects had been completed to date and what projects remained, and whether they were still feasible or not. The Plan grouped the recommended/proposed projects into three categories: "Near Term", "Medium Term", and "Long Term". The Near Term projects mainly consisted of striping improvements that could be made to enhance and add additional on-street parking. The Medium Term projects mainly consisted of making striping and configuration improvements to off-street surface parking facilities that are located on properties under either public or private control. The Long Term projects mainly consisted of constructing off-street parking structures.

The Task Force felt the first priority of the group should be to focus on exploring or determining inexpensive improvements that could be made in the downtown that would result in additional available parking spaces. From the 2005 Parking Plan, there were two Near Term projects that haven't been completed to date. The Task Force discussed the two projects and unanimously agreed that the Washington Street re-striping project should occur while the 1<sup>st</sup> Street re-striping project should not be performed at this time because of the uncertainty of what 1<sup>st</sup> Street will ultimately become.

The Washington Street re-striping project consists of re-striping existing parallel parking to angled parking along one side of Washington Street between 2<sup>nd</sup> and 6<sup>th</sup> Streets. The Task Force felt that the best side to convert from parallel parking to angled parking would be the west side of Washington Street, particularly because of the types of businesses located on the that side of Washington Street, as well as the County Courthouse being located on the west side of Washington Street. The Task Force also felt that because of the signals and designated left turn lanes located at the intersections of 2<sup>nd</sup> and Washington and 3<sup>rd</sup> and Washington, the re-striping project should occur from 3<sup>rd</sup> Street to 6<sup>th</sup> Street and not between 2<sup>nd</sup> and 3<sup>rd</sup> Streets as stated in the 2005 Parking Plan. The 2005 Parking Plan estimated that an additional 23 parking spaces could be

gained by performing this project. With the segment between 2<sup>nd</sup> and 3<sup>rd</sup> Streets being left as parallel parking as currently exists, the re-striping project will potentially gain an additional 18 spaces. (See Exhibit 1)

The 1<sup>st</sup> Street re-striping project consists of re-striping the existing parallel parking to angled parking along the south side of 1<sup>st</sup> Street between Union Street and Washington Street. This proposed project would net an additional 4 on-street parking spaces. The Task Force felt that because of the uncertainty of how 1<sup>st</sup> Street will ultimately be developed (particularly the thought of having bicycle facilities striped on it), it is probably best to leave the parallel parking as is.

Over the course of the meetings that were held by the Task Force, the group discussed ideas of how to add additional parking and enhance parking facilities throughout the downtown core area. All ideas were considered and discussed. To look at some of the possible ideas first hand and possibly develop additional ideas, field trips were held as stated earlier. From the meetings and the field trips, a list of possible parking solutions was developed. The group decided that rather than prioritizing the projects, we would categorize them as “Low Cost”, “Intermediate Cost”, and “High Cost” projects. The following table was developed as a result:

Low Cost	Intermediate Cost	High Cost
<ul style="list-style-type: none"> <li>▪ Yellow curbs (re-evaluate)</li> <li>▪ Consider angled parking</li> <li>▪ Update Downtown Parking District boundary</li> <li>▪ Establish an employee parking lot with designated times (M-F, 8-5 employee only)</li> <li>▪ Signage- improve for RV parking</li> <li>▪ Possible time limit parking signs</li> <li>▪ Consistent usage of T's and L's on north side of 1<sup>st</sup> St</li> </ul>	<ul style="list-style-type: none"> <li>▪ Get rid of unnecessary curb cuts/drive approaches</li> <li>▪ Purchase or lease old Urness lot and in conjunction, install walking path between it and Union Street along the Post Office property</li> <li>▪ Improve lighting and install police call boxes</li> <li>▪ Law enforcement/safety officer (with a bicycle or other mobility assist)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Multi-level parking structure</li> <li>▪ Park &amp; Ride lots outside of downtown with transit service to downtown</li> <li>▪ Note: 3<sup>rd</sup> and 4<sup>th</sup> streets are recommended to be visited more in depth if/when there's a streetscape project for those areas</li> </ul>

While the Task Force decided not to prioritize all of the projects or improvement ideas, it identified three projects that could be performed relatively inexpensively and should be considered as a top priority to gain additional parking spaces throughout the downtown. Those top three projects are as follows:

1. Re-evaluate all yellow curbing throughout the downtown and reduce in length or eliminate if at all possible.
2. Convert the parallel parking to angled parking on the west side of Washington Street between 3<sup>rd</sup> Street and 6<sup>th</sup> Street as stated in the 2005 Parking Plan.



EXHIBIT 1



3. Remove all unused drive approaches and replace with curbs and sidewalks and open back up to on-street parking.

Another project on the chart above that gained a great deal of interest from the Task Force and the group highly recommends pursuing at some point in the future is the project of purchasing or leasing the existing asphalt lot known as the old Urness Motors sales lot that is located just west of the Post Office and across from the Chamber of Commerce. This project was listed under the “Intermediate Cost” section as it will have some substantial costs associated with it because of having to purchase or lease the property.

The Task Force was excited about the possibility of this project because they felt it could not only serve as a designated parking lot for downtown employees to park in but it could also serve and benefit the whole community during some of the popular annual community events such as Cherry Festival, Fourth of July events, City Cruise for Neon Nights, Lighting of the Christmas Tree at the Chamber, Ted Walker Memorial Swim Meet, or even just as overflow parking for the new Aquatic Center at the Natatorium.

The Task Force felt that this lot could possibly be an ideal lot to pursue for a possible future community parking lot not only because of its location for being able to serve multiple community events as mentioned above, but also because it is an existing paved lot that has an adequate storm drainage system installed to serve the lot. The only work that would really be required to convert it from its current use to a parking lot would be painting/stripping the lot and installing the required landscaping. (See Exhibit 2.1 for a possible lot layout)

Another possible aspect of this project that could be explored would be the possibility of constructing a walking path from the north east corner of the lot over to the intersection of Union and 1<sup>st</sup> Street. The walking path would be adjacent to the improvements installed at the northern boundary of the Post Office property. The biggest question would be whether Right of Way or an access easement could be obtained to construct the walking path within. (See Exhibit 2.2)

The topic that raised the most discussion among the Task Force members was enforcement of the Downtown Parking District Ordinance (Ordinance No. 86-1078) and the current Downtown Parking District boundary. Upon review of the existing Ordinance and boundary map, the Task Force felt that the existing boundary is somewhat confusing because of its irregular shape and it could be hard for employees to know where parking is and is not allowed which in turn can also make the boundary somewhat difficult to enforce.

The Task Force looked at modifying the Downtown Parking District boundary to a regular shaped boundary that would possibly be easier to understand and enforce. The majority of the group felt that the new boundary should be comprised of 2<sup>nd</sup> and 3<sup>rd</sup> Streets from Union Street to Monroe Street, including all side streets up to 1<sup>st</sup> Street and 4<sup>th</sup> Street. 1<sup>st</sup> Street and 4<sup>th</sup> Street would not be included in the boundary which in turn would allow employees to utilize the on street parking on those streets. However, it was suggested that if the new boundary adversely affected the parking in front of businesses on 4<sup>th</sup> Street, then a 2 hour parking time limit could be placed on the on street parking spaces in front of those businesses.

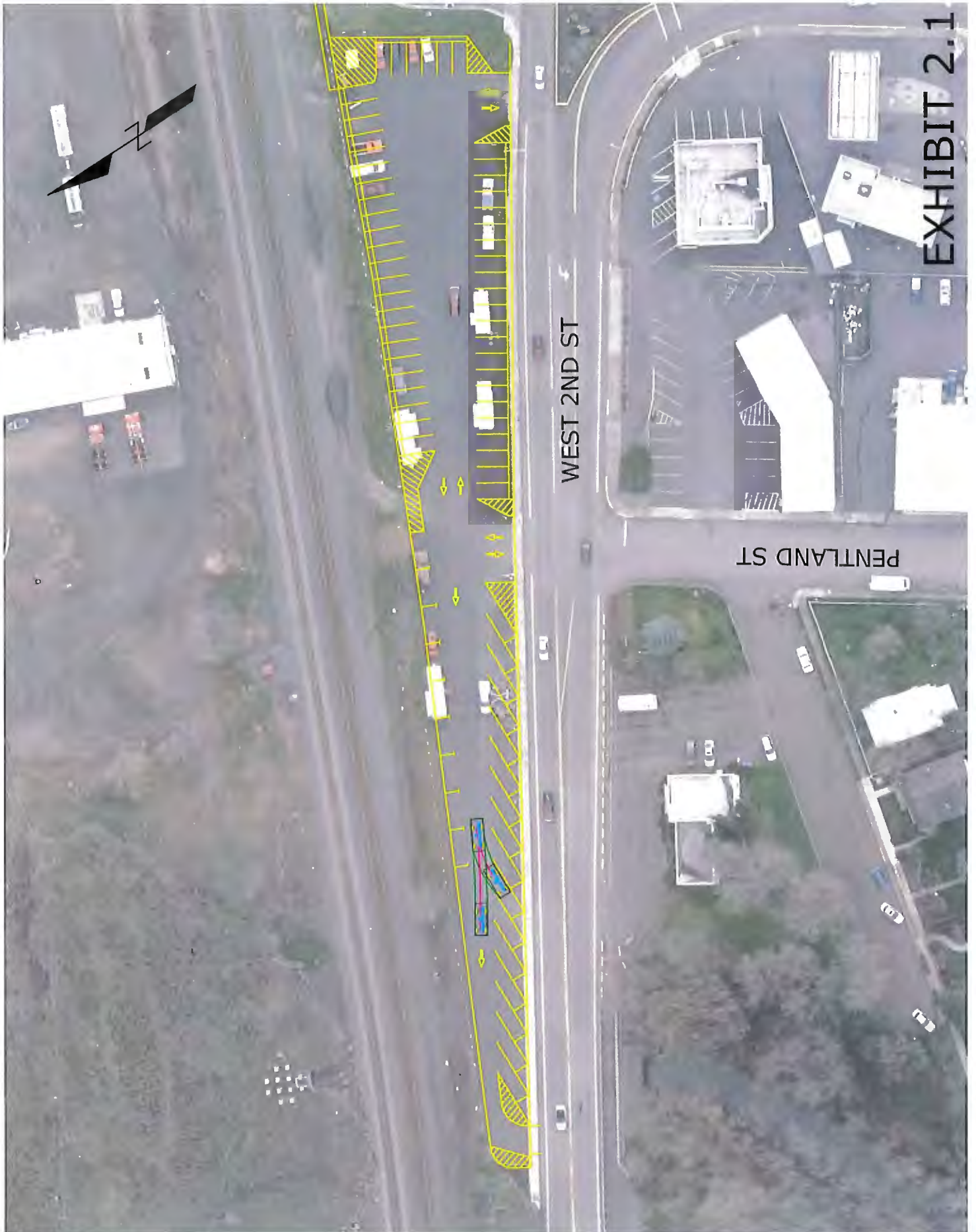


EXHIBIT 2.1



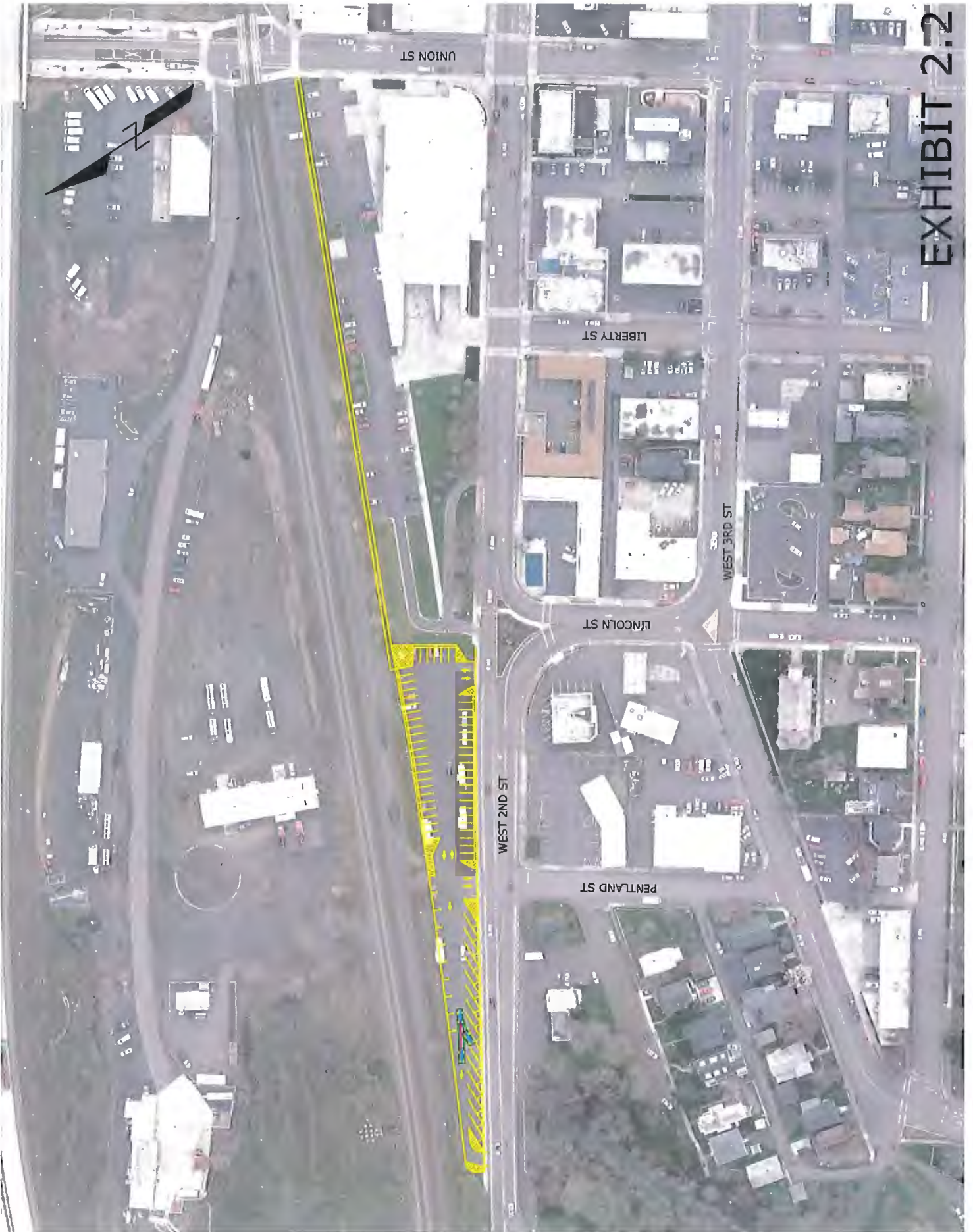


EXHIBIT 2.2



A map showing the new proposed boundary change was prepared by the City's engineering division and was provided for the Task Force to review at a subsequent meeting. Upon review of the proposed boundary change map, the group had mixed feelings about the new boundary. The specific concerns were about losing too many current employee parking spaces that are located on side streets where no businesses currently exist, the lack of adequate lighting and perceived safety concerns along 1<sup>st</sup> Street and in adjacent off-street parking lots, and the fact that enforcement of the boundary would still be an issue. Because of those concerns, the consensus of the Task Force was to leave the existing Downtown Parking District boundary as is at this time until some future projects occur that would address and alleviate those concerns. Upon completion of those projects, the boundary could be revisited and possibly converted to the new proposed boundary as previously described.

It was the consensus of the Task Force that to better utilize some of the existing off-street surface parking facilities downtown, particularly the lots adjacent to 1<sup>st</sup> Street, safety improvement projects need to be completed before they will start being utilized. Those safety improvements include providing additional lighting, possibly installing emergency call boxes/stations (similar to what are installed on a college campus), and possibly providing additional police presence or having a safety officer designated to patrol the lots and have a constant presence. The Task Force members agreed that 1<sup>st</sup> Street and some of the off-street surface parking lots along 1<sup>st</sup> Street are not being utilized because they are dark, especially during the winter months, and the lack of adequate lighting provided leads to the perception by many that it is not safe.

Also, as part of the boundary discussion, it was discussed whether parking time limits should be implemented for the on-street parking spaces within the boundary or whether or not parking meters should be re-introduced in the downtown. Through the discussions, it was the consensus of the Task Force that parking meters not be re-installed. The topic of parking time limits, however, had varying opinions from the members. Some were adamantly against them and felt they were unnecessary while others felt that they could be an effective method or tool for helping to discourage employees from parking in spaces within the boundary. The main question was: What time limit would be effective for discouraging employee parking while not creating a hardship for consumers that may be shopping, dining out, and doing business in the downtown all in one visit? It was the consensus of the group that just as it was felt that the Downtown Parking District boundary should be left as it currently exists, so too should the on-street parking spaces with no time limits. When the Downtown Parking District boundary is revisited and reevaluated, parking time limits could be reconsidered as well.

For the time being, the enforcement of the existing boundary should remain as a complaint driven process and it should be the employer's responsibility to address any parking issues with their employees. The Task Force also felt that the procedure of having a continual enforcement officer present during the Holiday season as currently exists, should remain.

The Task Force also felt that if a business downtown was going to have an event or a training that was going to last for several hours or more, then the people attending those sessions could possibly be utilizing parking spaces that are intended for consumers/shoppers. Therefore, that business should then be required to inform the

attendees that the on-street parking spaces are reserved for consumers/shoppers and they will need to find alternate parking sites. The businesses could hand out a flyer that illustrates where alternative parking may be available or found.

The topic of an enforcement officer was also discussed. Should there be a full time officer designated strictly for addressing and enforcing the parking downtown? Should there be a part time officer that could make random patrols through the downtown to address and enforce parking, especially if time limits were put into place? Or should it remain as is where law enforcement responds to complaints as they are received and employers should be making sure their employees are parking in appropriate places?

The Task Force invited Police Chief Pat Ashmore to attend a meeting to discuss the topic of enforcement. The Police Chief came to a meeting and introduced himself and the Task Force members introduced each of themselves and what group or interest they were representing on the Task Force. The Task Force also gave the Police Chief an informative breakdown of the group's thoughts and ideas regarding enforcement and what had been discussed to date.

From the discussion, Police Chief Ashmore asked if the group knew or if they had any idea about how many calls the Police Department could receive in a month regarding parking violations. He recommended that the group build a data base and keep track of violations that could be passed on to the Police Department. He stated that the Police Department has a limited amount of officers, and listed their responsibilities and what they have to respond to, and explained that at times, parking issues would not be high on the priority list. He did state that if a call comes in regarding a downtown parking violation and the Police Department can respond, they definitely will but sometimes it may be a while before they can get to it. He stated that he definitely wants to know about the issues and especially if there is a repeat offender so that they can address the issue. If they don't know about a situation, they can't address the problem. He stated that if the department is continually getting calls about downtown parking violations, then at some point they may be able to evaluate the situation and see if a part time officer is warranted for patrolling and addressing downtown parking violations. He recommended that a cost analysis for a position for a parking enforcement officer be performed so that that cost is known. A parking enforcement officer would have to be properly trained the same as all other officers. He also recommended that all monies generated from parking violations would need to go back into the City's General Fund.

As part of the enforcement discussion, it was also mentioned that there is currently a "Parking Permit" for the downtown that can be applied for that allows a person (employers/employees included) to park anywhere or in any space in the downtown at all times. This permit is currently being issued by City Hall. It was the consensus of the group that the criteria for applying for one of these parking permits needs to be re-evaluated and that the task of reviewing and issuing these permits should be transferred to the Police Department from City Hall.

Again, the consensus of the Task Force members is that the real crux of the problem regarding parking in the downtown is adequate designated employee parking or the lack thereof. There are a few projects (particularly striping projects) that would be somewhat low in cost and would result in gaining some additional parking spaces throughout the

downtown and it is the Task Force's recommendation that those projects be completed as soon as possible, as time and funds allow.

It was the consensus of the Task Force, that ultimately, constructing a new multi-level parking structure in the downtown will be required. As development projects in the downtown continue to gain interest and become closer to a reality, parking demands in the downtown will only increase without additional parking spaces possibly being created. For example, 2<sup>nd</sup> story housing/renovation projects (Vertical Housing Development Zone – Resolution No. 13-027) are gaining a great deal of interest and are being encouraged as development projects in the downtown. Since most of these projects are located in the Central Business Commercial Sub District – 2, which is exempt from requiring parking, they will be exempt from having to provide off-street parking facilities for the newly created residences. Therefore, the group felt that it is very important that the City look at reserving a vacant lot in the downtown (the 1<sup>st</sup> Street City parking lot for example) for ultimately having a lot available for constructing a multi-level parking structure on its location.

There are several Task Force members that would be willing to participate in future re-evaluations or future committees regarding parking in the downtown.

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**THE DALLES DOWNTOWN STREETScape AND PARKING PLAN**  
**PREFERRED PARKING PLAN**

*Prepared for:*

**The City of the Dalles**

*Prepared by:*

**David Evans and Associates, Inc.**

June 10, 2005

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## INTRODUCTION

In recent years, the City of The Dalles has undertaken a concerted effort to maintain and improve the downtown central business district (CBD). As part of that effort, the City is currently implementing a Downtown Renaissance project to reconnect the CBD with the Columbia River via the existing Union Street and proposed Washington Street underpasses of Interstate 84 (I-84). In addition, the City is redesigning key downtown streetscapes and implementing major commercial and recreational developments in the CBD. To help guide the Downtown Renaissance project, the City is creating a parking plan for the CBD.

This report presents the Preferred Parking Plan for future on-street and off-street parking supplies within the CBD. The Preferred Parking Plan is based on input from the Urban Renewal Advisory Committee (URAC), the Project Management Team (PMT), and project stakeholders. The parking sites utilized for this plan were identified earlier in this project and are summarized in the site analysis memorandum contained in the appendix. This report is the culmination of a parking observation, forecasting, and site planning effort that is summarized within several memorandums that are contained within the appendix.

## STUDY AREA

The study area for this project is located within the City of the Dalles CBD. The study area is bounded by Taylor Street, the Columbia River, 6<sup>th</sup> Street, and Pentland Street. The study area is shown in **Figure 1**. Land use within the study area consists of both residential and commercial uses.

Parking supply and utilization is tabulated for the study area as a whole and for two sub-areas. The downtown core sub-area consists almost exclusively of commercial businesses and the couplet sub-area, which consists of parking on or immediately adjacent to the one-way couplet (2<sup>nd</sup> and 3<sup>rd</sup> streets) between Union and Madison Street. The couplet sub-area represents the most desirable commercial on-street parking within the study area. The boundaries of the couplet sub-area are shown in **Figure 1**.

## EXISTING PARKING SUPPLY AND DEMAND

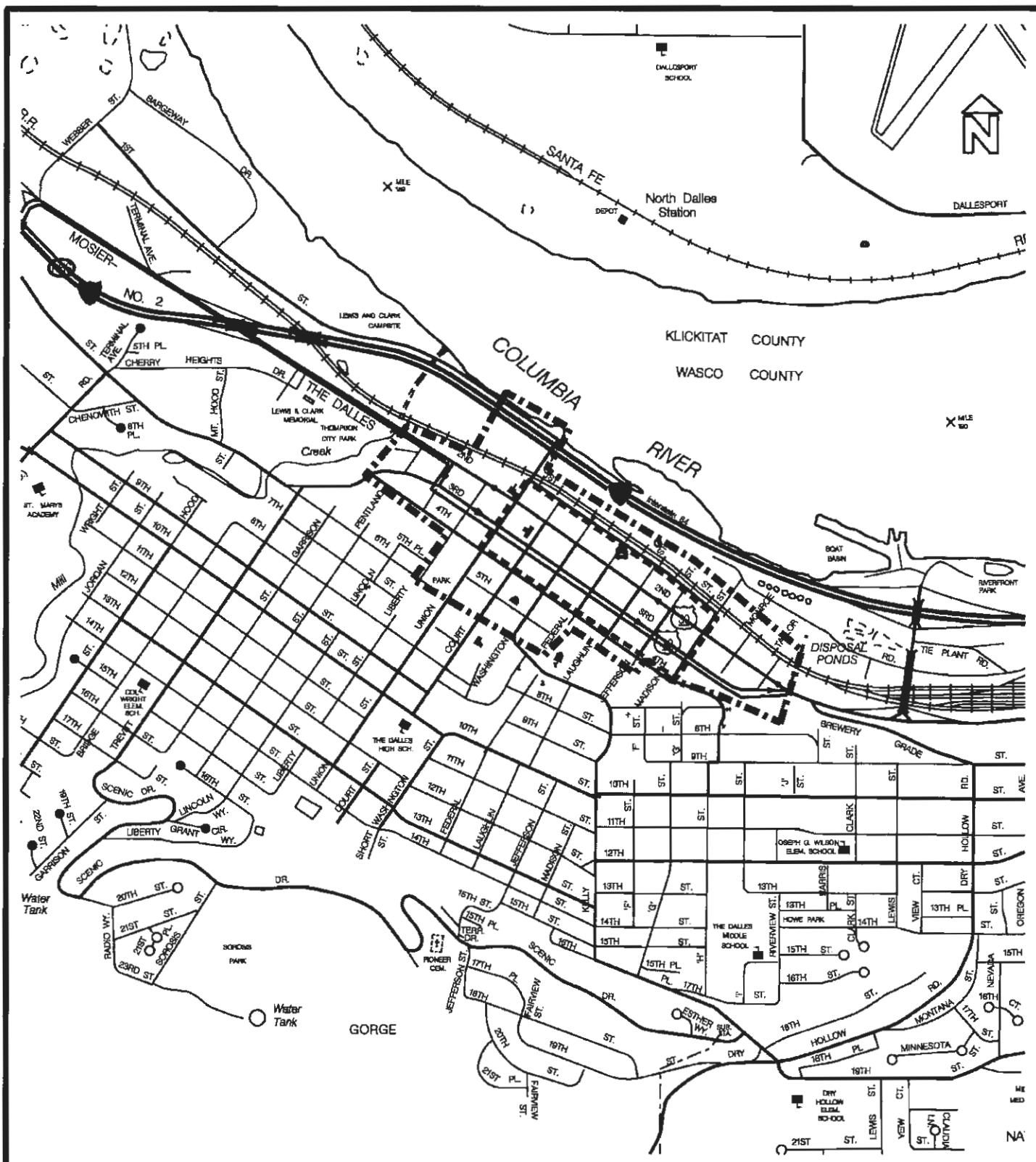
The two major traffic generators that exist today within the CBD are local businesses such as restaurants, specialty stores and commercial office space, and transitory traffic from I-84.

### Existing Parking Supply

A variety of on-street parking options are used within the study area to accommodate parking demands with the majority of streets utilizing parallel parking. Some streets within the study area allow angle parking; however, angle parking is primarily limited to the north-south streets. For the study area, the total number of on-street parking spaces (parking capacity) is 1,267. The on-street parking capacity in the couplet sub-area is 548 spaces.

The majority of off-street parking within the study area is privately owned by local businesses and serves as customer and/or employee parking. The City operates a public off-street parking lot that encompasses a block and a half along 1<sup>st</sup> Street between Washington Street and Laughlin Street. The off-street parking lot is free to the public for up to 48 hours with a capacity of 128 spaces. For the study area, the total





**DE**  
DAVID EVANS  
AND ASSOCIATES INC.

Legend

Study Area ———  
Couplet Area - - - -

Figure 1

# Study Area

The Dalles Downtown Streetscape and Parking Plan

number of off-street parking spaces (parking capacity) is 1,423. The off-street parking capacity in the couplet sub-areas is 695 spaces.

### Existing Parking Utilization

On-street and off-street parking utilization (demand) observations were conducted during August and September 2004 within the study area by David Evans and Associates, Inc. (DEA) staff. Observations were conducted on a typical weekday (Thursday, September 15, 2004) and weekend day (Saturday, August 21, 2004) during four time periods to provide insight into day-of-week and time-of-day variations in parking utilization. The four time periods observed included 9:00-10:00 am, 12:00-1:00 pm, 5:00-6:00 pm, and 6:30-7:30 pm. Observation time periods were chosen with regard to key activity times and resulting parking needs.

In general, weekday on-street parking utilization is higher than weekend day utilization and weekday on-street parking varies throughout the day more so than weekend day parking utilization. **Table 1** presents aggregated on-street parking utilization results for the weekday and weekend day periods.

TABLE 1 OBSERVED WEEKDAY AND WEEKEND DAY ON-STREET PARKING UTILIZATION								
Time of Day	Weekday				Weekend Day			
	Couplet Sub-Area <sup>1</sup>		Total Study Area		Couplet Sub-Area <sup>1</sup>		Total Study Area	
	Count	Percent of Capacity	Count	Percent of Capacity	Count	Percent of Capacity	Count	Percent of Capacity
9:00-10:00 am	289	53%	582	46%	150	27%	288	23%
12:00-1:00 pm	311	57%	592	47%	190	35%	322	25%
5:00-6:00 pm	235	43%	412	33%	133	24%	253	20%
6:30-7:30 pm	175	32%	320	25%	126	23%	254	20%
Capacity	548		1,267		548		1,267	

Source: Parking observations and capacity estimates compiled by DEA staff

<sup>1</sup> Couplet sub-area represents parking along and adjacent to 2<sup>nd</sup> and 3<sup>rd</sup> streets as shown in Figures 2 and 3.

The temporal change in typical weekday and weekend parking utilization suggests that peak parking demands occur within the time periods observed. As a result, it appears that typical on-street parking use within the study area (1,267 parking space capacity) does not exceed 50 percent of available capacity during peak parking levels. Therefore, under typical weekday operations, capacity appears to exist to accommodate over 750 more automobiles on-street than are currently parking in the study area.

Off-street parking utilization was observed to follow a pattern similar to on-street parking with utilization occurring on weekdays during typical business hours. The majority of off-street parking lots in the study area were less than fully utilized during typical weekday and weekend day periods. **Table 2** presents aggregated off-street parking utilization results for the weekday and weekend day periods.

TABLE 2 OBSERVED WEEKDAY AND WEEKEND DAY OFF-STREET PARKING UTILIZATION								
	Weekday				Weekend Day			
	Couplet Sub-Area <sup>1</sup>		Total Study Area		Couplet Sub-Area <sup>1</sup>		Total Study Area	
Time of Day	Count	Percent of Capacity	Count	Percent of Capacity	Count	Percent of Capacity	Count	Percent of Capacity
9:00-10:00 am	337	48%	678	48%	162	23%	279	20%
12:00-1:00 pm	328	47%	643	45%	154	22%	292	21%
5:00-6:00 pm	193	28%	408	29%	129	19%	262	18%
6:30-7:30 pm	107	15%	297	21%	78	11%	226	16%
Capacity <sup>1</sup>	695		1,423		695		1,423	

Source: Parking observations and capacity estimates compiled by DEA staff

<sup>1</sup>Couplet sub-area represents parking lots along and adjacent to 2<sup>nd</sup> and 3<sup>rd</sup> streets as shown in Figures 4 and 5.

<sup>2</sup>Capacity for off-street parking lots shown in Figures 5 and 6 only. Business parking lots with less than 10 spaces or access only via an alley not included in calculations. Capacity of unstriped parking lots assumed by DEA.

Observed weekday off-street parking utilization is representative of downtown business parking, with peak utilization occurring during typical working hours. Off-street parking peaks during mid-morning with up to 48 percent of available parking spaces utilized within the study area and 48 percent of the couplet sub-area being utilized. During the peak periods, a few lots reach capacity but the majority have unused parking spaces. The public parking lots on 1<sup>st</sup> Street between Washington Street and Laughlin Street are well-utilized with a combined parking utilization rate over 60 percent during business hours. The lot to the east of Federal Street is the most heavily used with parking utilization running at or near capacity during business hours. Off-street parking within the study area drops off significantly in the evening with only 21 percent of the parking spaces utilized in the study area. For a detailed accounting of existing parking supply and utilization see **Appendix A**, Technical Memorandum 1 – 2004 Parking Supply and Utilization.

## SUMMARY OF FUTURE PARKING SUPPLY AND DEMAND

The estimate of future parking demand uses city Geographic Information System (GIS) land use based activity and zoning data to develop a maximum demand scenario for comparison with available parking supply. Given all the variables to forecasting future parking demand, this methodology takes a simplified full build out and occupancy approach.

Utilizing GIS based land use data from the City of The Dalles, the floor area on each parcel within the study area was categorized as one of four land use types: residential, office, retail, and industrial. An initial total demand by land use was then determined using parking generation rates from the Institute of Transportation Engineers Parking Generation Handbook, 3<sup>rd</sup> Edition. The parking demand for each land use was then adjusted by a time of day factor to calculate the peak hour parking demand within the study area. With the peak hour parking demand determined, the parking generation rates were adjusted downward to account for the captive market effect of the study area. As the downtown core of a relatively isolated city, users within the study area tend to conduct multiple tasks while utilizing only one parking spot. For example, an office worker within the downtown study area may drive to work, park in the office

parking lot, and then walk to a nearby restaurant for lunch. That person has completed two tasks, while utilizing only one parking space.

To provide a better comparison of supply and demand, the residential parking demand was removed, since residential parking supply was not observed. In addition, the land use parking demand assumes full build out of all land and 100 percent occupancy of all buildings. Full build out of all land is probable, however, 100 percent occupancy is unrealistic. To provide a more realistic calculation of parking demand, a peak occupancy rate of 90 percent is used. The final adjusted parking demand for the full build out and occupancy of all the land within the study area and couplet sub-area are shown in **Table 3**.

<b>TABLE 3</b>								
<b>STUDY AREA: LAND USE BASED PARKING DEMAND</b>								
	<b>Study Area</b>				<b>Couplet Sub-Area</b>			
<b>Land Use</b>	<b>Raw Demand<sup>1</sup></b>	<b>Time of Day Factor<sup>2</sup></b>	<b>Captive Market Factor<sup>3</sup></b>	<b>Adjusted Demand</b>	<b>Raw Demand<sup>1</sup></b>	<b>Time of Day Factor<sup>2</sup></b>	<b>Captive Market Factor<sup>3</sup></b>	<b>Adjusted Demand</b>
Residential	351	85%	71%	212	22	85%	71%	13
Office	1,950	90%	71%	1,246	877	90%	71%	561
Retail	1,664	100%	71%	1,182	1,142	100%	71%	810
Food Service	390	70%	71%	194	130	70%	71%	65
<b>Total</b>	<b>4,355</b>			<b>2,833</b>	<b>2,171</b>			<b>1,449</b>
			<b>Non-Residential</b>	<b>2,622</b>			<b>Non-Residential</b>	<b>1,436</b>
			<b>90% Occupancy Rate</b>	<b>2,359</b>			<b>90% Occupancy Rate</b>	<b>1,292</b>
			<b>Existing Supply</b>	<b>2,690</b>			<b>Existing Supply</b>	<b>1,243</b>
			<b>Ideal Supply at 80% Utilization</b>	<b>2,950</b>			<b>Ideal Supply at 80% Utilization</b>	<b>1,555</b>
			<b>Additional Parking</b>	<b>260</b>			<b>Additional Parking</b>	<b>312</b>

Source: Calculation conducted by DEA staff

<sup>1</sup>Institute of Transportation Engineers Parking Generation Handbook, 3<sup>rd</sup> Edition

<sup>2</sup>Exhibit 28, The Urban Land Institute Shared Parking

<sup>3</sup>Exhibit 23, The Urban Land Institute Shared Parking

With an adjustment, the peak parking demand for the Study area is 2,359 spaces, which is lower than the existing supply of 2,690 spaces. However, the efficiency and attractiveness of parking begins to deteriorate as parking utilization begins to exceed 80 percent utilization. Therefore, the parking supply within the study area actually needs to increase by 260 spaces to keep parking utilization in the study area below 80 percent. Without the creation of additional parking spaces, parking in ideal locations may be difficult during peak times as parking utilization will be around 88 percent of capacity.

Within the couplet sub-area, the peak parking demand is 1,292 spaces, which is slightly higher than the existing parking supply of 1,243 spaces. To meet the long-term parking demand within the couplet sub-area, approximately 50 additional parking spaces will be needed. Ideally, 310 additional parking spaces are needed in the long-term for the couplet sub-area in order to maintain an efficient utilization rate of 80 percent. For a detailed accounting of future parking supply and utilization please see **Appendix B, Technical Memorandum 2 – Projected Parking Supply and Utilization**.

## PREFERRED PARKING PLAN

A total of 14 sites were identified as potential locations for additional parking supply within the study area. Based on input from the URAC, PMT and stakeholders all 14 sites are utilized in the Preferred Parking Plan. The sites consist of on-street re-striping, development of off-street surface lots and construction of off-street parking structures as shown below and in **Figure 2**. The goal of the Preferred Parking Plan is to prioritize the implementation of the 14 sites to accommodate future parking increases within the CBD. The 14 sites are broken into near-term sites (1-5 years), medium-term sites (5-20 years) and long-term sites (20+ years). **Appendix C**, Site Analysis and Alternative Parking Plans, summarizes the selection process for the 14 sites utilized in the Preferred Parking Plan.

### NEAR-TERM SITES (1-5 YEARS)

Five of the 14 sites are considered near-term sites as their construction and cost are low enough to facilitate their implementation within the next five years. The five near-term sites are listed below by their site number as shown in **Figure 2**.

#### *On-Street Parking*

1. Re-stripe exiting parallel parking to angled parking along south side of 1<sup>st</sup> Street between Union Street and Washington Street. This would add 4 on-street parking spaces.
2. Re-stripe exiting parallel parking to angled parking along Jefferson Street between 3<sup>rd</sup> and 4<sup>th</sup> Streets. This would add 14 on-street parking spaces.
3. Re-stripe exiting parallel parking to angled parking along Federal Street between 2<sup>nd</sup> and 3<sup>rd</sup> streets. This would add 15 on-street parking spaces.
4. Re-stripe exiting parallel parking to angled parking along one side of Washington Street between 2<sup>nd</sup> and 6<sup>th</sup> Streets. This would add 23 on-street parking spaces.

#### *Off-Street Surface Parking*

5. Develop the vacant lot on the southeast corner of Lincoln Street and 3<sup>rd</sup> Street. This would add 25 off-street parking spaces.

Sites 1 through 4 require the simple re-striping of existing parallel on-street parking to angled parking and can be completed in the immediate future for less than \$400 a space. Site 5 will require the City of The Dalles to purchase the vacant lot. After the land is purchased, the land could be converted to a surface parking lot for approximately \$4,100 a space.

#### **Site 1: On-Street Parking, 1<sup>st</sup> Street between Union Street and Washington Street**

Site 1 is part of the downtown streetscape improvements along 1<sup>st</sup> Street. From a parking stand point the site would require only a simple re-striping of exiting on-street parallel parking along the north side of the street to angled parking along the south side of the street between Union Street and Washington Street. The full streetscape improvements on 1<sup>st</sup> Street would be much more involved including rebuilding the street and sidewalk to create a curbless cross section designed for public use during special events. There are 22 parallel on-street parking spaces at this site today. Re-striping to angle parking would provide 26 spaces for a net gain of 4 parking spaces.





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### Legend

- Study Area
- Couplet Area
- Building

- Near Term Sites (1 - 5 Years)
- Medium Term Sites (5 - 20 Years)
- Long Term Sites (20 Plus Years)
- Off-Street Surface Parking Lot
- Off-Street Structured Parking Lot
- On-Street Re-Striping

### FIGURE 2

#### Preferred Parking Plan

The Dallas Downtown Streetscape and Parking Plan

#### *Site Opportunities*

- Part of the downtown streetscape improvements for 1<sup>st</sup> Street
- Can be completed with simple re-striping
- Close to Post Office and future City Park
- Moves parking away from train tracks and closer to area businesses
- Increased parking supply should improve activity levels on 1<sup>st</sup> Street

#### *Site Constraints*

- Not centrally located
- Perceived safety concerns along 1<sup>st</sup> Street
- Angled parking limited to vehicles less than 19 feet in length

#### *Site Cost*

- Cost \$5,550
- Cost per Space \$213

The parking for Site 1 is laid out in plan view in **Figure 3**.

#### **Site 2: On-Street Parking, Jefferson Street**

Site 2 consists of a simple re-striping of existing on-street parallel parking to angled parking along both sides of Jefferson Street between 3<sup>rd</sup> and 4<sup>th</sup> streets. There are 9 parallel on-street parking spaces at this site. Re-striping to angle parking would provide 23 spaces for a net gain of 14 parking spaces.

#### *Site Opportunities*

- Can be completed with simple re-striping
- Located within the couplet sub-area
- Increases parking supply within the downtown core

#### *Site Constraints*

- Angled parking limited to vehicles less than 19 feet in length

#### *Site Cost*

- Cost \$5,400
- Cost per Space \$235

The parking for Site 2 is laid out in plan view in **Figure 4**.

#### **Site 3: On-Street Parking, Federal Street**

Site 3 consists of re-striping the existing on-street parallel parking to angled parking along both sides of Federal Street between 2<sup>nd</sup> and 3<sup>rd</sup> streets. To accommodate the angled parking, the existing southbound left-turn lane on Federal Street at 3<sup>rd</sup> Street would have to be removed. The site has 12 parallel on-street parking spaces. Re-striping to angled parking would provide 27 spaces for a net gain of 15 parking spaces.





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#### Site Opportunities

- \* Part of 1st Street Improvements
- \* Increases Activity on 1st Street
- \* Close to Proposed City Park
- \* Increases Parking by 4 Spaces

#### Site Constraints

- \* Not Centrally Located
- \* Perceived Safety Concerns
- \* Parking Limited to Vehicles Less Than 19 Feet In Length

#### Site Costs

- \* Cost \$5,550
- \* Cost per Space \$213
- \* Re-striping Cost Only

#### **FIGURE 3**

**SITE 1: On-Street Parking**  
**1st Street Between Union Street**  
**and Washington Street**

The Dallas Downtown Streetscape and Parking Plan





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#### Site Opportunities

- \* Simple Re-Striping
- \* Located In Couplet Sub-Area
- \* Increases Parking by 14 Spaces

#### Site Constraints

- \* Parking Limited to Vehicles  
Less Than 19 Feet in Length

#### Site Costs

- \* Cost \$5,400
- \* Cost per Space \$235
- \* Re-striping Cost Only

#### **FIGURE 4**

**SITE 2: On-Street Parking**  
Jefferson Street Between  
3rd and 4th Streets

The Dallas Downtown Streetscape and Parking Plan

#### *Site Opportunities*

- Can be completed with simple re-striping
- Located within the couplet sub-area near Columbia River Bank Building
- Increases parking supply within the downtown core

#### *Site Constraints*

- Southbound left-turn lane at 3<sup>rd</sup> Street removed to accommodate angled parking
- Angled parking limited to vehicles less than 19 feet in length

#### *Site Cost*

- Cost \$5,650
- Cost per Space \$209

The parking for Site 3 is laid out in plan view in **Figure 5**.

#### **Site 4: On-Street Parking, Washington Street**

Site 4 consists of a re-striping of existing on-street parallel parking to angled parking along one side of Washington Street between 2<sup>nd</sup> and 6<sup>th</sup> streets. To accommodate the angled parking, the existing southbound left-turn lane on Federal Street at 3<sup>rd</sup> Street would have to be removed. The east side of the street at this site has 28 parallel on-street parking spaces. Assuming the parking would be placed on the east side, re-striping to angled parking would provide 51 spaces for a net gain of 23 parking spaces.

#### *Site Opportunities*

- Can be completed with simple re-striping
- Located within the couplet sub-area
- Increases parking supply within the downtown core

#### *Site Constraints*

- Angled parking limited to one side of the street
- Travel lanes reduced to 11 feet
- Southbound left-turn lane at 3<sup>rd</sup> Street removed to accommodate angled parking
- Angled parking limited to vehicles less than 19 feet in length

#### *Site Cost*

- Cost \$18,600
- Cost per Space \$365

The parking for Site 4 is laid out in plan view in **Figure 6**.

#### **Site 5: Off-Street Surface Parking, Southeast Corner of Lincoln Street and 3<sup>rd</sup> Street**

Site 5 is a vacant lot on the southeast corner of Lincoln Street and 3<sup>rd</sup> Street. The City is in discussions with the owner to purchase the lot and build a surface parking lot. The parking lot would provide the study area with an additional 25 public off-street parking spaces.





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#### Site Opportunities

- \* Simple Re-Striping
- \* Located in Couplet Sub-area
- \* Increases Parking by 15 Spaces

#### Site Constraints

- \* Removes Left-Trun Lane
- \* No Employee Parking
- \* Parking Limited to Vehicles  
Less Than 19 Feet in Length

#### Site Costs

- \* Total Cost \$5,650
- \* Cost per Space \$209
- \* Re-striping Cost Only

#### **FIGURE 5**

**SITE 3: On-Street Parking**  
Federal Street Between  
2nd and 3rd Streets

The Dalles Downtown Streetscape and Parking Plan





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#### Site Opportunities

- \* Simple Re-Striping
- \* Located in Couplet Sub-Area
- \* Increases Parking by 23 Spaces

#### Site Constraints

- \* Travel Lanes reduced to 11 ft.
- \* Removes Left-Turn Lane
- \* Limited Employee Parking
- \* Parking Limited to Vehicles Less Than 19 Feet In Length

#### Site Costs

- \* Total Cost \$18,600
- \* Cost per Space \$365
- \* Re-striping Cost Only

#### **FIGURE 6**

**SITE 4: On-Street Parking**  
Washington Street Between  
2nd and 6th Streets

The Dallas Downtown Streetscape and Parking Plan

#### *Site Opportunities*

- Relatively easy to convert to a parking lot as it is vacant
- Provides additional public off-street parking
- Highly visible to through traffic on 3<sup>rd</sup> Street
- Additional public off-street parking
- Close to historic Old St. Peter's Landmark

#### *Site Constraints*

- Not centrally located
- Access may be problematic due to street configuration

#### *Site Cost*

- Cost \$104,000
- Cost per Space \$4,160

The parking for Site 5 is laid out in plan view in **Figure 7**.

### **Near-Term Parking Demand and Supply**

Parking supply within the study area is sufficient to meet existing demand as parking utilization is currently less than 60 percent of the available parking spaces. However, parking shortages do exist on a block by block basis during certain times of the day and implementation of the 5 near-term parking sites would increase the parking supply within the study area by 81 parking spaces. More importantly the majority of the new parking spaces would be within the couplet sub-area and should help alleviate local parking shortages. Implementation of the five sites will help maintain current parking expectations by both employees and patrons of downtown businesses.

### **MEDIUM-TERM SITES (5-20 YEARS)**

Six of the 14 sites are considered medium-term sites, as they involve privately owned land, potential right-of-way acquisition, and construction of new retail space along 1<sup>st</sup> Street. These factors make implementation of the six sites significantly more costly. Economically it is unlikely that these six sites will be feasible in the next five years and may not be required for another 20 years. The six medium-term sites are listed below by their site number as shown in **Figure 2**.

#### *On-Street Parking*

6. Extension of 1<sup>st</sup> Street parallel to the railroad tracks from Pentland Street east to Union Street. The extension would be one-way eastbound with 86 angled on-street parking spaces along the south side of the street.

#### *Off-Street Surface Parking*

7. Develop the underutilized lot south of 1<sup>st</sup> Street between Laughlin and Jefferson Streets: This lot has a large area of open space that could be redeveloped into a surface parking lot. Redevelopment would add approximately 34 off-street parking spaces.





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#### Site Opportunities

- \* Vacant Lot
- \* New Public Parking
- \* Highly Visible to 3rd Street
- \* Increases Parking by 25 Spaces

#### Site Constraints

- \* Not Centrally Located
- \* Limited Access

#### Site Costs

- \* Total Cost \$104,000
- \* Cost per Space \$4,160

#### **FIGURE 7**

**SITE 5: Off-Street Parking**  
Southeast Corner of  
Lincoln and 3rd Streets

The Dallas Downtown Streetscape and Parking Plan

8. Develop the underutilized lot south of 1<sup>st</sup> Street between Jefferson and Madison Streets: This lot has a large area of open space that could be redeveloped into a surface parking lot. Redevelopment would add approximately 67 off-street parking spaces.
9. Develop the former The Dalles Chronicle building and parking lot north of 4<sup>th</sup> Street between Federal and Laughlin Streets: This existing building and parking lot are underutilized and could be redeveloped into a surface parking lot. Redevelopment would add approximately 18 off-street parking spaces.

#### *Off-Street Parking Structure*

10. Re-develop the lots south of 1<sup>st</sup> Street between Union and Court Streets. Given the grade difference between these lots and 1<sup>st</sup> Street, they are ideal for redevelopment into structure parking with retail development at street level. One level of parking would create no new parking but could provide secured parking. A second level of parking behind the retail would provide a net gain of approximately 6 off-street parking spaces.
11. Re-develop the lots south of 1<sup>st</sup> Street between Court and Washington streets. Given the grade difference between these lots and 1<sup>st</sup> Street, they are ideal for redevelopment into structure parking with retail development at street level. One level of parking would create no new parking but could provide secured parking. A second level of parking behind the retail would provide a net gain of approximately 43 off-street parking spaces.

Site 6 requires a detailed field survey and right-of-way review to determine its feasibility, but may be implemented for approximately \$3,000 a space. Sites 7 through 11 are on private land and would require an agreement be reached with the landowners to implement. Not including any leasing or acquisition costs, the three sites could be constructed for less than \$3,000 a space. Sites 10 and 11 would create structured parking below new retail space along 1<sup>st</sup> Street. Not including development of the retail spaces, the two sites could be developed for less than \$6,200 a space.

#### **Site 6: On-Street Parking, 1<sup>st</sup> Street between Pentland Street and Union Street**

Site 6 would involve the extension of 1<sup>st</sup> Street from Union Street west to Pentland Street. Angled parking would be provided along the south side of the street with traffic limited to one-way eastbound only. Layout of this site is based on GIS right-of-way data. A detailed survey and confirmation of available right-of-way will be required to confirm the feasibility of this site. As a new roadway, this site has no existing parking. However, people do park in the gravel area next to the train tracks, which indicates an existing demand for parking within this area. The capacity of this unofficial lot is estimated at 20 spaces. Extending 1<sup>st</sup> Street to Pentland would provide 86 spaces for an official gain of 86 spaces and an unofficial net gain of 66 parking spaces. If a detailed field survey shows insufficient right-of-way to extend 1<sup>st</sup> Street to Pentland a two-way street with head in parking and a turnaround could be constructed to provide some additional parking.

#### *Site Opportunities*

- Provides additional connectivity between 1<sup>st</sup> Street and 2<sup>nd</sup> Street
- Improves liability concerns of unofficial nonstandard gravel parking area
- Close to Post Office and future City Park
- Increased parking supply and connectivity may improve activity levels on 1<sup>st</sup> Street
- Outside of downtown parking zone making it eligible for on-street employee parking

#### *Site Constraints*

- Not centrally located
- Perceived safety concerns along 1<sup>st</sup> Street
- Angled parking limited to vehicles less than 19 feet in length

#### *Site Cost*

- Cost \$262,850
- Cost per Space \$3,056

The parking for Site 6 is laid out in plan view in **Figure 8**.

#### **Site 7: Off-Street Surface Parking, South of 1<sup>st</sup> Street between Laughlin and Jefferson Streets**

Site 7 contains multi-story buildings at the east and west end with a large open area between the buildings that is being used primarily for storage. This site is privately owned, making any changes to the site pursuant to an agreement with the property owner(s). The site is within the downtown parking zone so additional off-street parking is not required even if the buildings are redeveloped or expanded. The City is encouraged to promote development of off-street parking on the site. Economic forces are also likely to mandate the creation of off-street parking on the site when the building are redeveloped or added to the site. Assuming the footprint of the existing buildings remains the same redevelopment of the open area would yield a surface parking lot with 34 parking spaces. This would increase the parking supply within the study area by 34 spaces.

#### *Site Opportunities*

- Large open area that would be relatively easy to convert to a surface parking lot
- Located within the couplet sub-area
- Increases parking supply within the downtown core
- Increased parking supply should improve activity levels on 1<sup>st</sup> Street

#### *Site Constraints*

- Privately owned
- Not visible from 2<sup>nd</sup> or 3<sup>rd</sup> Streets
- Perceived safety concerns along 1<sup>st</sup> Street
- Creation of parking not required as part of property redevelopment

#### *Site Cost*

- Cost \$77,400
- Cost per Space \$2,276

The parking for Site 7 is laid out in plan view in **Figure 9**.

#### **Site 8: Off-Street Surface Parking, South of 1<sup>st</sup> Street between Jefferson and Madison Streets**

Site 8 contains one small building with remainder of the site being a large open area that is being used primarily for storage. This site is privately owned, making any changes to the site pursuant to an agreement with the property owner(s). The site is within the downtown parking zone so additional off-street parking is not required even if the building are redeveloped or expanded. The City is encouraged to





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#### Site Opportunities

- \* Improved Connectivity
- \* Increases Activity on 1st Street
- \* Improves Parking Liability
- \* Close to Proposed City Park
- \* Increases Parking by 86 Spaces

#### Site Constraints

- \* Not Centrally Located
- \* Perceived Safety Concerns
- \* ROW and Grade Issues
- \* Parking Limited to Vehicles Less Than 19 Feet In Length

#### Site Costs

- \* Total Cost \$262,850
- \* Cost per Space \$3,056
- \* ROW Review Needed
- \* Survey Needed

#### **FIGURE 8**

**SITE 6: On-Street Parking**  
**1st Street Between**  
**Pentland and Union Streets**

The Dailies Downtown Streetscape and Parking Plan





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#### Site Opportunities

- \* Relatively Low Development Cost
- \* Increases Activity on 1st Street
- \* Increases Parking by 34 Spaces

#### Site Constraints

- \* Privately Owned Land
- \* Not Centrally Located
- \* Perceived Safety Concerns

#### Site Costs

- \* Total Cost \$77,400
- \* Cost per Space \$2,276

#### **FIGURE 9**

**SITE 7: Off-Street Parking  
South of 1st Street Between  
Laughlin and Jefferson Streets**

The Dallas Downtown Streetscape and Parking Plan

promote development of off-street parking on the site. Economic forces are also likely to mandate the creation of off-street parking on the site when the building are redeveloped or added to the site. Assuming the footprint of the existing buildings remains the same redevelopment of the open area would yield a surface parking lot with 67 parking spaces. This would increase the parking supply within the study area by 67 spaces. Adjacent to this site, the north side of 1<sup>st</sup> Street would be an excellent location for designated public RV parking.

#### *Site Opportunities*

- Large open area that would be relatively easy to convert to a surface parking lot
- Located within the couplet sub-area
- Close to the cherry processing plant
- Increases parking supply within the downtown core
- Increased parking supply should improve activity levels on 1<sup>st</sup> Street

#### *Site Constraints*

- Privately owned
- Not visible from 3<sup>rd</sup> Street
- Perceived safety concerns along 1<sup>st</sup> Street
- Would require significant investment in redevelopment of the site.
- Creation of parking not required as part of property redevelopment

#### *Site Cost*

- Cost \$142,600
- Cost per Space \$2,128

The parking for Site 8 is laid out in plan view in **Figure 10**.

#### **Site 9: Off-Street Surface Parking, North of 4<sup>th</sup> Street between Federal and Laughlin Streets**

Site 9 contains The Dalles Chronicle's former headquarters and off-street parking lot. This site is privately-owned, making any changes to the site pursuant to an agreement with the property owner(s). The site is within the downtown parking zone so additional off-street parking is not required even if the building is redeveloped or expanded. The central location of this site is ideal for redevelopment into a large public off-street parking lot. The existing site has a total of 33 private off-street parking spaces. Assuming the existing building is removed, redevelopment of the site would yield a surface parking lot with 52 parking spaces. To provide access to the parking lot from 4<sup>th</sup> Street, the on-street parking would have to be re-striped with the loss of 1 parking space. The parking lot would provide a net gain of 18 parking spaces within the study area. As future parking demand warrants the site could be converted into a structured parking garage.

#### *Site Opportunities*

- Central Location
- Located within the couplet sub-area
- Potential for structured parking garage
- Increases parking supply within the downtown core





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#### Site Opportunities

- \* Relatively Low Development Cost
- \* Increases Activity on 1st Street
- \* Increases Parking by 67 Spaces

#### Site Constraints

- \* Privately Owned Land
- \* Not Centrally Located
- \* Perceived Safety Concerns

#### Site Costs

- \* Total Cost \$142,600
- \* Cost per Space \$2,128

#### **FIGURE 10**

**SITE 8: Off-Street Parking  
South of 1st Street Between  
Jefferson and Madison Streets**

The Dallas Downtown Streetscape and Parking Plan

#### *Site Constraints*

- Privately owned
- Would require removal of existing building.

#### *Site Cost*

- Cost \$154,650
- Cost per Space \$2,974

The parking for Site 9 is laid out in plan view in **Figure 11**.

#### **Site 10: Off-Street Structured Parking, South of 1<sup>st</sup> Street between Union and Court Streets**

Site 10 contains large areas of open space that are currently used as private surface parking lots. This site is privately owned, making any changes to the site pursuant to an agreement with the property owner(s). The site is within the downtown parking zone so additional off-street parking is not required even if the buildings are redeveloped or expanded. Given the grade difference between this site and 1<sup>st</sup> Street, it is ideal for redevelopment into structure parking with retail development on 1<sup>st</sup> Street with at grade access to secured parking from Union Street and Court Street. Assuming the existing buildings would remain in place, one level of below-grade parking would have 4 fewer parking spaces than today but would provide secured parking for employees and residences. A second level of parking behind 60-foot deep retail buildings fronting 1<sup>st</sup> Street would provide 10 additional off-street parking spaces for a net gain of 6 parking spaces within the study area.

#### *Site Opportunities*

- Excellent site for secured below grade parking
- Located within the couplet sub-area
- Close to Post Office and proposed City Park
- Increases parking supply within the downtown core
- Increased parking supply and redevelopment should improve activity levels on 1<sup>st</sup> Street

#### *Site Constraints*

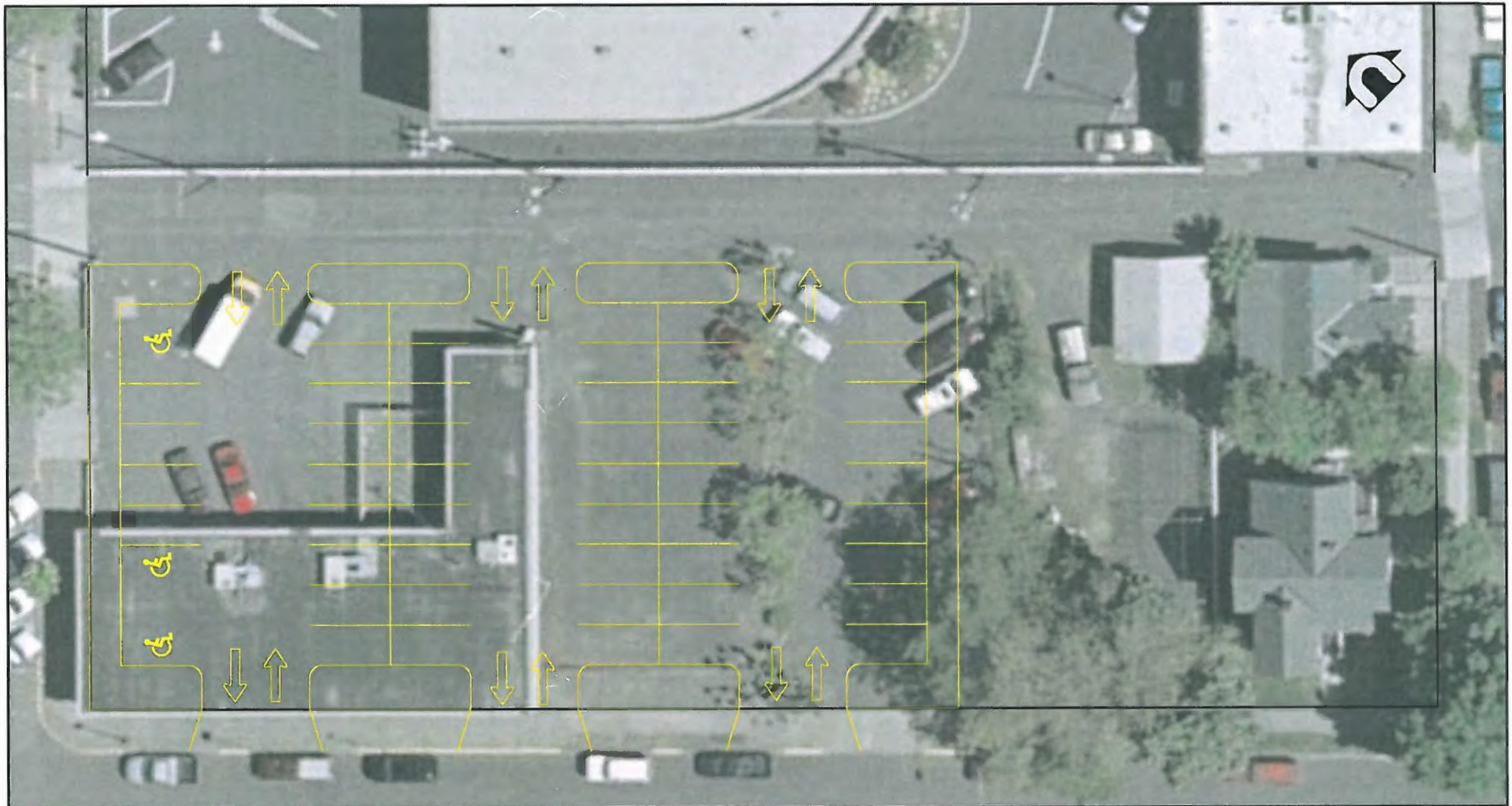
- Privately Owned
- Perceived safety concerns along 1<sup>st</sup> Street
- Would require significant investment in redevelopment of the site
- Creation of parking not required as part of property redevelopment

#### *Site Cost*

- Cost \$235,800
- Does not include cost for retail building
- Retail building costs would increase the cost to over \$500,000

Both levels of parking for Site 10 are laid out in plan view in **Figure 12**. The proposed second level, which is at Grade with 1<sup>st</sup> Street, is shown in Yellow. The first level, which is below 1<sup>st</sup> Street, is shown in gray.





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#### Site Opportunities

- \* Central Location
- \* Potential for Structured Parking
- \* Increases Parking by 18 Spaces

#### Site Constraints

- \* Privately Owned Land
- \* Requires Removal of Building
- \* Loss 1 On-street Space

#### Site Costs

- \* Total Cost \$154,650
- \* Cost per Space \$2,974

#### **FIGURE 11**

**SITE 9: Off-Street Parking**  
North of 4th Street Between  
Federal and Laughlin Streets

The Dallas Downtown Streetscape and Parking Plan





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#### Site Opportunities

- \* Secured Below Grade Parking
- \* Commercial Property Above
- \* Close to Proposed City Park
- \* Increases Parking by 6 Spaces

#### Site Constraints

- \* Privately Owned
- \* Perceived Safety Concerns
- \* Lower Level Loses 4 Spaces
- \* Requires Significant Redevelopment

#### Site Costs

- \* Two Levels of Parking
- \* \$235,800
- \* Not Including Retail Development Cost

#### **FIGURE 12**

**SITE 10: Structured Parking**  
South of 1st Street Between  
Union and Court Streets

The Dalles Downtown Streetscape and Parking Plan



### **Site 11: Off-Street Structured Parking, South of 1<sup>st</sup> Street between Court and Washington Streets**

Site 11 contains large areas of open space that are currently used as private surface parking lots. The east half of this site is owned by the City and has been identified as an economic development site. Tenants of the Commodore Building are currently using the west half of the site. This east half of the site is privately owned, making any changes to the site pursuant to an agreement with the property owner(s). The site is within the downtown parking zone so additional off-street parking is not required even if the buildings are redeveloped or expanded. Given the grade difference between this site and 1<sup>st</sup> Street, the open areas are ideal for redevelopment into structure parking with retail development on 1<sup>st</sup> Street with at grade access to secured parking from Union Street and Court Street. Assuming the existing buildings would remain in place, one level of below grade parking would have 4 fewer parking spaces than today but would provide secured parking for employees and residences. To provide access from Court Street to the second level of parking, three On-Street parking spaces would be lost. A second level of parking behind 60-foot deep retail buildings fronting 1<sup>st</sup> Street would provide 50 additional off-street parking spaces for a net gain of 43 parking spaces within the study area.

#### *Site Opportunities*

- Excellent site for secured below grade parking
- Identified as an economic redevelopment site
- Located within the couplet sub-area
- Close to the proposed City Park
- Increases parking supply within the downtown core
- Increased parking supply and redevelopment should improve activity levels on 1<sup>st</sup> Street

#### *Site Constraints*

- Part of site is privately Owned
- Not visible from 2<sup>nd</sup> or 3<sup>rd</sup> Streets
- Perceived safety concerns along 1<sup>st</sup> Street
- Would require significant investment in redevelopment of the site.
- Creation of parking not required as part of property redevelopment

#### *Site Cost*

- Cost \$707,650
- Does not include cost for retail building
- Retail building costs would increase the cost to approximately \$1,000,000

Both levels of parking for Site 11 are laid out in plan view in **Figure 13**. The proposed second level, which is at Grade with 1<sup>st</sup> Street, is shown in Yellow. The first level, which is below 1<sup>st</sup> Street, is shown in gray.

### **Medium-term Parking Demand and Supply**

As parking demand increases over the next 20 years, localized parking shortages will increase within the study area. Within the next 20 years it is probable that parking expectations within the couplet sub-area will not be met without the creation of additional parking supply. Implementation of the six medium-term parking sites would increase the parking supply within the study area by 256 parking spaces. Combined with the five near-term sites, an additional 335 parking spaces will be available within the study area.



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#### Site Opportunities

- \* Secured Below Grade Parking
- \* Commercial Property Above
- \* Economic Redevelopment Site
- \* Increases Parking by 43 Spaces

#### Site Constraints

- \* Privately Owned
- \* Perceived Safety Concerns
- \* Lose 3 On-Street Spaces
- \* Requires Significant Redevelopment

#### Site Costs

- \* Two Levels of Parking
- \* \$707,650
- \* Not Including Retail Development Cost

#### **FIGURE 13**

**SITE 11: Structured Parking**  
South of 1st Street Between  
Court and Washington Streets

The Dalles Downtown Streetscape and Parking Plan

That exceeds the projected long-term need for an additional 312 parking spaces within the study area. The majority of the new parking spaces would be within the couplet sub-area and should help elevate local parking shortages that could occur over the next 20 years. Implementation of the six medium-term sites will help maintain current parking expectations by both employees and patrons of downtown businesses and would meet projected long-term parking demand within the study area. Of course, implementation of these medium-term sites will require significant effort from both public and private interest within the downtown area. Some sites may never become economically or politically feasible.

## **LONG-TERM SITES (20+ YEARS)**

The three long-term sites are all parking structures. They have the potential to significantly increase the parking supply within the study area. Each site will be extremely costly to construct compared to the near-term and medium-term sites. Due to existing driver expectations for free parking and the existing parking supplies, it is unlikely that the construction costs for these sites can be recouped through parking fees within the foreseeable future. The three long-term sites are listed below by their site number as shown in **Figure 2**.

### *Off-Street Parking Structure*

12. Redevelop the existing parking lot south of 1<sup>st</sup> Street between Washington Street and Federal Street. Redevelopment would add approximately 104 off-street parking spaces assuming three floors of parking with ground floor retail fronting 1<sup>st</sup> Street.
13. Redevelop the JCPenney property south of 2<sup>nd</sup> Street between Court and Washington Streets. Redevelopment would add approximately 76 off-street parking spaces assuming two floors of parking.
14. Redevelop the existing parking lot south of 5<sup>th</sup> Street between Union Street and Court Street. Redevelopment would add approximately 229 off-street parking spaces assuming three floors of parking.

All three sites would cost approximately \$15,000 per space to construct. Site 13 necessitates JCPenney redevelop their existing store.

### **Site 12: Off-Street Structured Parking, South of 1<sup>st</sup> Street between Washington and Federal Streets**

Site 12 is the public parking lot on 1<sup>st</sup> Street between Washington Street and the Bus Depot. The site is owned and managed by the City but was paid for by area businesses. Building a structured parking lot on the site would likely require significant investment by area businesses and/or the public. Converting the existing surface lot to structured parking with ground floor retail development along 1<sup>st</sup> Street would yield approximately 89 parking spaces per floor. The existing surface parking lot has 95 parking spaces. Assuming the new parking structure has three floors with two levels of parking, it would provide a net gain of 104 parking spaces.

### *Site Opportunities*

- Located within the couplet sub-area
- Established parking area
- Increases parking supply within the downtown core

- Potential for secured parking within the downtown core
- Increased retail development should improve activity levels on 1<sup>st</sup> Street

#### *Site Constraints*

- Located on the north edge of the study area
- Perceived safety concerns along 1<sup>st</sup> Street
- Would require significant investment in redevelopment of the site

#### *Site Cost*

- Cost \$3,000,000
- Does not include cost for retail building
- Retail building costs would increase the cost to approximately \$3,750,000

Both levels of parking for Site 12 are laid out in plan view in **Figure 14**. The proposed second and third levels are shown in yellow. The first level, which is at-grade with 1<sup>st</sup> Street, is shown in gray.

#### **Site 13: Off-Street Structured Parking, South of 2<sup>nd</sup> Street between Court and Washington Streets**

Site 13 is the location of JCPenney. The west half of the site contains the JCPenney building with their parking lot taking up the other half of the site. JCPenney is considering expanding the store through redevelopment of the entire site. The site is within the downtown parking zone so additional off-street parking is not required even if the buildings are redeveloped or expanded. The City is encouraged to work with JCPenney to see if a joint use parking structure on top of the JCPenney would be a feasible option as part of their redevelopment of the site. Assuming a shared use parking structure is feasible, it would provide approximately 59 parking spaces per floor. The existing surface parking lot has 33 parking spaces. Assuming the new parking structure has two floors it would provide a net gain of 76 parking spaces.

#### *Site Opportunities*

- Centrally located within the downtown core
- Located within the couplet sub-area
- Close to the proposed City Hall and the Commodore Building
- Increases parking supply within the downtown core
- Potential for secured parking within the downtown core

#### *Site Constraints*

- Site is privately Owned
- Would require significant investment in redevelopment of the site
- Creation of parking not required as part of property redevelopment

#### *Site Cost*

- Cost \$2,010,000
- Does not include cost for retail building

The parking for Site 13 is laid out in plan view in **Figure 15**.





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#### Site Opportunities

- \* Established Parking Site
- \* Potential for Secured Parking
- \* Increases Parking by 104 Spaces  
Assuming 3 Level Structure

#### Site Constraints

- \* Perceived Safety Concerns
- \* Requires Significant  
Redevelopment

#### Site Costs

- \* Total Cost \$3,000,000
- \* Cost per Space \$15,000
- \* Not Including Retail  
Development Cost

#### FIGURE 14

**SITE 12: Structured Parking**  
South of 1st Street Between  
Washington and Federal Streets

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#### Site Opportunities

- \* Central Location
- \* Potential for Secured Parking
- \* Close to City Hall and Commodore
- \* Increases Parking by 76 Spaces  
Assuming 2 Levels of Parking

#### Site Constraints

- \* Privately Owned
- \* Requires Significant  
Redevelopment

#### Site Costs

- \* Total Cost \$2,010,000
- \* Cost per Space \$15,000
- \* Assumes 2 Levels
- \* 59 Spaces per Floor

#### **FIGURE 15**

**SITE 13: Structured Parking  
South of 2nd Street Between  
Court and Washington Streets**

The Dallas Downtown Streetscape and Parking Plan



#### **Site 14: Off-Street Structured Parking, South of 5<sup>th</sup> Street between Union and Court Streets**

Site 14 is the largest off-street parking lot within the study area. The site provides parking for state employees and is owned by the state. Building a shared use structured parking lot on the site would likely require an agreement between the City and the State with significant investment by both. Converting the existing surface lot to structured parking would yield approximately 127 parking spaces per floor. The existing surface parking lot has 132 parking spaces. Assuming the new parking structure has three floors it would provide a net gain of 229 parking spaces.

##### *Site Opportunities*

- Large lot site could provide a significant increase in parking spaces
- Located close to the County Court House and State buildings
- Established parking area
- Increases parking supply within the downtown core
- Potential for secured parking within the study area

##### *Site Constraints*

- Not centrally located
- Would require significant investment in redevelopment of the site

##### *Site Cost*

- Cost \$5,550,000
- Cost per Space \$15,000

The parking for Site 14 is laid out in plan view in **Figure 16**.

#### **Long-term Parking Demand and Supply**

As parking demand increases over the next 20 years, localized parking shortages will increase within the study area. Due to the large number of variables involved in forecasting parking demand, it is difficult to predict with any reliability parking demands within the study area beyond a 20-year time frame. Implementation of the 11 near-term and medium-term parking sites would increase the parking supply within the study area by 335 parking spaces. That exceeds the projected long-term need for an additional 312 parking spaces within the study area. The forecasted need for an additional 312 parking spaces is relatively conservative in nature. It assumes 90 percent occupancy of all exiting building and 80 percent utilization of parking spaces. These three long-term sites will likely not be required without significant increases in population growth and changes in land use in and around the study area. However, if some of the near-term and medium-term site can not be implemented these long-term sites provide additional sites for new parking.

#### **PLAN IMPLEMENTATION**

Successful implementation of this parking plan will require close involvement by the community to assure their expectations are met. Careful attention to the aesthetics of each site is also important to assure they fit into the existing downtown—especially the retail developments and parking structures on 1<sup>st</sup> Street. Care should be taken in the implantation of the retail site along 1<sup>st</sup> Street to assure they add to the downtown experience by projecting a pedestrian-friendly feel with pedestrian-scaled store fronts that will



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#### Site Opportunities

- \* Established Parking Site
- \* Potential for Secured Parking
- \* Close to Court House
- \* Increases Parking by 229 Spaces  
Assuming 3 Levels of Parking

#### Site Constraints

- \* Not Centrally Located
- \* Requires Significant  
Redevelopment

#### Site Costs

- \* Total Cost \$5,550,000
- \* Cost per Space \$15,000
- \* Assumes 3 Levels
- \* 127 Spaces per Floor

#### FIGURE 16

**SITE 14:** Structured Parking  
South of 5th Street Between  
Union and Court Streets

The Dallas Downtown Streetscape and Parking Plan

attract drivers on I-84 into the downtown area. Construction of any parking structures especially within the couplet sub-area at Sites 12 and 13 should strive to camouflage their utilitarian parking function with architectural features and ground floor retail.

This report has outlined a parking plan for the study area and given a general time line for the implementation of 14 parking sites. The exact timing of when each of these sites should be constructed will depend on several factors, including, economic conditions, local development or redevelopment, and driver parking expectations. Political will power and community involvement will also be critical to implement some of the more challenging sites, such as, Sites 10 and 11.

To help determine the exact timing for implementation of the 14 parking sites, the City of The Dalles is encouraged to implement a parking inventory and monitoring plan. This report provides a snapshot of the existing parking supply and demand and a forecast of future parking demands. By observing parking utilization and supply every two to five years, the City of The Dalles can monitor their parking utilization and identify any local areas needing additional parking supplies. By comparing future observations with the observations in this report, the City can determine if parking demand is increasing, the rate of increase, and shifts in high demand areas. This information can then be used to refine the parking demand forecast and determine the need, if any, for construction of one or more of the 14 parking sites. Findings of a monitoring program could also be shared with the community to help match up community parking concerns with actual utilization, as they typically differ.

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