

adopted June 27, 2011

CITY OF *ESTACADA*  
DOWNTOWN & RIVERSIDE AREA PLAN





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*The contents of this document do not necessarily reflect views or policies of the State of Oregon.*

## EXECUTIVE SUMMARY

Downtown Estacada has a traditional main street, but has lacked a comprehensive plan for revitalization and development. This has resulted in a struggle with vacant storefronts, frequent business turnover and leakage of business to neighboring communities. The *Estacada Downtown and Riverside Area Plan* builds upon previous planning efforts, particularly the *Estacada Downtown Urban Renewal Plan*, and is intended to help attract and retain quality development to invigorate and reinforce what is now a well-defined downtown core. Another purpose of the Plan is to better link the Downtown and riverside areas.

The Plan Area consists of approximately 74.3 acres, and is comprised of two distinct sub areas: the Downtown area that is roughly consistent with the urban renewal area identified in the *Estacada Urban Renewal Plan* and the Riverside area. The Plan provides a vision and specific recommendations that will help Estacada create a commercial core and riverside area that is attractive, walkable and inviting to residents, businesses and visitors alike.

The Plan articulates the community's vision for Downtown Estacada in the following statement:

*Downtown Estacada is fully revitalized and well known for being a pedestrian-oriented, accessible and visible downtown where large and small businesses thrive and a mix of new and historic buildings provide a healthy variety of retail choices, services and housing at competitive prices. Residents and visitors alike can spend their shopping dollars in an inclusive, community-oriented setting, complete with an array of attractive features that include an inviting gateway into Downtown, a centralized public plaza and streetscapes with landscaping, art and furnishings that exemplify the spirit of Estacada. Visitors to the Downtown also enjoy greater connectivity to the Riverside area, increased access to an improved riverside trail, and greater visual and physical accessibility to the river's edge.*

The above vision is intended to enhance, leverage and connect the many existing assets in the Plan Area. Public improvements are focused at Downtown core's "center of gravity" with streetscape improvements envisioned for SW Broadway Street, a new market plaza near the intersection of SW 3<sup>rd</sup> Street and SW Broadway Street and improved connections to adjacent areas of Downtown. Additional safety and aesthetic improvements

are suggested to SW 2<sup>nd</sup> Street and SE Main Street to better link the entire Downtown area to the core, as well as to OR-211/OR224. Realignment of Main Street between 4th Avenue and OR-211/OR-224 improves the function and safety of several accesses along the highway while facilitating expansion of the Estacada Fire Station. Suggested improvements provide stronger connections to the Clackamas River waterfront; the waterfront is enhanced with improved connections to sidewalks along OR-211/OR-224 and improvement to the riverside trail along SW Lakeshore Drive. Gateways are recommended at three locations along OR-211/OR-224.

Development opportunities are identified adjacent to the priority public improvements to leverage public and private investment. A mix of residential, commercial and civic uses is recommended for a variety of sites situated throughout Downtown to help activate the street and complement existing businesses. The catalytic development opportunities are intended to facilitate a transition from light industrial uses in some locations toward more residential and commercial uses, including retention and/or expansion of existing Downtown anchors. The Plan also facilitates redevelopment of underutilized properties and improvements to waterfront properties along the Clackamas River.

The Plan contains policies and programs that are intended to help encourage desirable uses, proper site planning and design review of developments in the Downtown and adjacent to the Clackamas River. It recommends a variety of zoning tools, including design guidelines and standards, to create a balance of flexibility and certainty for potential investors and developers.

Finally, the Plan provides an implementation strategy with costs, phasing and funding strategies.

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**CHAPTER 1: INTRODUCTION**





## CHAPTER 1: INTRODUCTION

Over the course of more than 100 years, Downtown Estacada has undergone dramatic highs and lows. Once a vibrant tourist destination and rural center, the city was hard hit, first by the removal of train service from Portland, then by the collapse of the lumber industry. These events, coupled with other downturns in the economy and the fact that the Downtown area is not especially visible from OR-211/OR-224, have caused Downtown Estacada to languish.

Steps are now underway to take back Downtown Estacada—to transform it into a destination that buzzes with energy and vitality, where people come to gather, shop, play and enjoy the local artwork and amenities of the city.

This plan is also intended to reunite Downtown Estacada with the Clackamas River and the various uses situated between the river and OR-211/OR-224. The river is a large reason that Estacada is where it is, yet many people travel to or through the city without ever knowing this great asset is just around the corner.



## Project Purpose

In the Spring of 2010, the City of Estacada began preparing the *Estacada Downtown and Riverside Area Plan*. Downtown has a traditional main street, but lacks a comprehensive plan for revitalization and development. This has resulted in a struggle with vacant storefronts, frequent business turnover and an immense leakage of business to neighboring communities. The Plan is intended to help attract and retain quality development to reinforce what is now a well-defined core.

Additionally, there is community interest in linking the Downtown and Riverside areas and in considering land uses that may take better advantage of the river setting and contribute to the overall social, physical and economic health of the community.

This project provides a vision and plan that will guide Estacada in the coming years, allowing the city to take full advantage of the many opportunities that exist within the Plan Area to create a commercial core that is attractive, walkable and inviting to residents, businesses and visitors alike.

## Plan Area

The City of Estacada is situated 30 miles from downtown Portland. Nestled between the foothills of the Cascade Mountains and the Clackamas River, the city is surrounded by lush forest and major recreation destinations such as the Mt. Hood National Forest, McIver State Park and the Clackamas River Gorge.

The Plan Area consists of approximately 74.3 acres, and is comprised of two distinct sub areas: the Downtown area that is roughly consistent with the urban renewal area identified in the *Estacada Urban Renewal Plan Report*, and the Riverside area. The Downtown area contains 36.9 acres; the Riverside area consists of 37.4 acres.







## Process

The *Estacada Downtown and Riverside Area Plan* is the product of a partnership between the City of Estacada, Clackamas County and the Oregon Department of Transportation, and was made possible with a grant from the state Transportation Growth Management (TGM) Program. The TGM Program awarded the City of Estacada an Integrated Land Use & Transportation Planning grant to develop and enhance multi-modal transportation, livability, economic viability and the pedestrian experience within the Downtown and Riverside areas. The City, County and ODOT selected a consultant team led by Siegel Planning Services, LLC., in association with MIG, Inc., Kittelson and Associates, FCS Group and Tahran Architecture & Planning to facilitate the community involvement process, provide technical expertise and prepare the Plan document. The Plan is the culmination of feedback and insight gathered through a community-based effort that incorporated a variety of methods designed to encourage participation and community buy-in. These included meetings and workshops with City and County staff, business leaders and residents. Information about the planning process and meeting announcements were posted in *The Estacada News* and on the City’s website, and City staff attended meetings of the Estacada Chamber of Commerce.

### *Process Timeline and Travel Display*

The process timeline (represented to the left) illustrates relevant meetings and events. A travel display with the timeline was included on a set of large boards that were put on display at various locations throughout the Plan Area. The boards provided a map of the Plan Area, an overview of the planning process, plan concepts and alternatives, and examples of possible projects for the Downtown and Riverside areas.

### *Downtown and Riverside Area Advisory Committee (DRAC)*

An advisory committee was assembled to review project technical reports and proposed concepts and provide input throughout the planning process. The DRAC included the County and City project managers, key City staff, stakeholders from the Plan Area, the TGM grant manager, a representative from ODOT District 2C, and members of the consultant team.

### *Kick-off Workshop Series and Other Community Meetings*

Over the course of three days, the planning team held a series of workshops that included the DRAC, the Estacada City Council and members of the community. The three-day workshop included a Plan Area site tour, a series of stakeholder interviews, and meetings with the DRAC, the community and the City Council. Internal team working sessions that included City staff, DRAC members and residents were ongoing throughout the workshop series.

The planning process also included community meetings in November and May to gather additional feedback on various options included in the Plan. The community meetings helped to build support for the planning process and the plan recommendations.

### Planning Context

The *Estacada Downtown and Riverside Area Plan* builds upon previous planning efforts, particularly the *Estacada Downtown Urban Renewal Plan*. The plan, completed in 2007, contains goals, objectives and suggested projects, as well as an overview of the existing conditions of the Downtown area. The overall objective of the Plan is to provide the tools necessary to “promote more intensive development of the central business district and increase job density” and to “capitalize on the natural resources and recreational opportunities” that the Riverside area affords.

Other relevant planning documents reviewed include:

- *Estacada Storm Water Master Plan Update, Clackamas River TMDL Implementation Plan, Storm Water System Development Charge Update* (2009);
- *Health Care/Urgent Care Feasibility Study, Estacada, Oregon* (2007);
- *Hotel Feasibility Report* (2010);
- *Downtown Estacada Market Study & Business Development Action Plan* (2009);
- *Estacada Water System Master Planning Update, Water Management & Conservation Plan, Water System Development Charge Update* (2010);
- *Update of the Estacada Comprehensive Plan, Urbanization Element* (2004);

- *Economic Opportunities Analysis* (2009);
- *Estacada Transportation System Plan* (2007);
- *Oregon Main Street Program Reconnaissance Level Survey, Estacada, Oregon* (2009);
- *Estacada 5-Year Capital Improvement Program* (2006); and
- *Estacada Development Code* (2006).

## Plan Overview

### *History of Development*

The City of Estacada was originally a city of necessity—founded and incorporated in 1905 in order to provide housing for the hundreds of workers required to construct Cazadero Dam. Oregon Water Power and Railway Company (OWPR) chose the land due to its topography and proximity to the construction site. Due to its remote location, OWPR financed the extension of the Springwater (Gresham) line out through the new town of Estacada and on to Cazadero Dam. The railway opened up a whole new segment of the Oregon wilderness to tourists and the lumber industry alike. Soon, Estacada was a thriving resort destination. However, round-trip service to the city ended in 1932 and the railway has long since been removed. Moreover, Estacada’s once-vibrant downtown suffered tremendously when the timber industry collapsed in the 1980s. Due to all of these factors, the city’s historic downtown commercial core lost its distinction as a resort destination.

Today, Estacada is largely a bedroom community that has to compete with neighboring communities to draw in the scores of tourists and day-trippers that travel OR-211/OR-224, and to capture a portion of its own residents’ disposable income. Still, Estacada has some advantages over its neighbors, as it retains a distinctive downtown core with historic buildings and an active business community.



### *Socio-Economic and Demographic Information*

The 2010 population estimate for the City of Estacada is 2,850 (median age, 34.7 years). In 2006, the City adopted a projected growth rate of 3.0% per year; however, due to the current economic downturn, the growth rate could be lower.

The Estacada Market Area is relatively strong, with a median household income in the Estacada Market Area or \$61,044—much higher than the City of Estacada (\$52,575) and the State of Oregon (\$53,474). Average household size is also much larger in the Estacada Trade Area (2.81 people per household) in comparison to the State of Oregon (2.52).

### *The Natural Environment*

Visitors come from all over Oregon and beyond to partake in the vast array of recreational opportunities the area provides, including whitewater rafting, camping, fishing, hunting, picnicking and snow sports. Many people also pass through Estacada to travel along the West Cascades Scenic Byway, a beautiful 220-mile alternative route between Portland and Eugene that begins at the City's southern border. Unfortunately, the Downtown area is not fully benefiting from the through travelers. While the downtown enjoys an intact, walkable street grid, buildings are oriented to the local streets, not to OR-211/OR-224. This orientation makes for a pleasant downtown environment, however, when coupled with a lack of adequate signage on the highway, results in a lack of Downtown visibility for travelers.

### *The Built Environment*

The existing building stock of the Plan Area consists of a mixture of architectural styles, including:

- Main Street Commercial
- Strip Commercial
- Northwest Contemporary
- Downtown Office
- Industrial-Automotive
- Residential
- Agricultural-Industrial



### *Main Street Commercial*

The Plan Area contains a small concentration of buildings along Broadway Street in the Main Street Commercial style that appear to meet the eligibility requirements for a National Register Downtown Historic District, and several buildings dating from 1950-1960 are considered potentially eligible for listing on the National Register of Historic Places. Downtown design standards should be developed to reinforce the area's historic character. New buildings and remodels within the historic downtown core should emulate the Main Street Commercial style.



### *Strip Commercial*

In general, Strip Commercial buildings are concrete block or tilt-up concrete structures that have flat roofs, minimal detailing and minimal storefront windows. They primarily serve customers arriving by automobile, and generally lack pedestrian amenities and have poor pedestrian connectivity to the street. The Strip Commercial style is inconsistent with the Plan objectives; downtown design codes should prohibit new strip commercial development and encourage existing developments to become more pedestrian-friendly and add Main Street design features to their exteriors over time as properties are remodeled or redeveloped. Storefront improvement grants and assistance could be used to encourage these upgrades.



### *Northwest Contemporary*

Buildings in the Northwest Contemporary style are more residential than commercial in appearance, with horizontal wood lap or lap and panel siding, pitched roofs (or flat/pitched combination roof) with slight overhanging eaves; small divided windows; and planter beds/landscape entries. These buildings are oriented with front entrances opening to their respective streets and generally have good pedestrian connectivity to the sidewalk. The Northwest Contemporary style is appropriate within the context of a professional office district that serves as a transition between the core of Downtown and adjacent residential areas.



### *Downtown Office Style*

The Downtown office buildings are similar in exterior to their Main Street style retail counterparts, but generally have a more modern appearance overall. This style is appropriate for professional offices or institutional uses located outside the historic core.



### *Industrial Automotive*

The Downtown area contains several buildings devoted to industrial and automotive uses, such as auto repair and storage. The buildings are utilitarian in appearance and function. This building style should not be emulated in Downtown and the code should be amended to discourage this style/form of development within the Plan Area.



### *Residential*

Though the Downtown area contains few residential structures, some have been remodeled and are used for commercial services. The Riverside area, by comparison, is primarily residential and contains small Bungalows, Ranch Style and Northwest Style single-family houses. The Riverside area also contains one apartment complex and the Senior Center, which more or less blend with the residential character of the neighborhood, albeit at a higher density than the surrounding single-family homes. The residential character of the Riverside area should be reinforced through appropriate design standards for any new multifamily, commercial and mixed-use structures.

### *Agricultural-Industrial*

The Plan Area contains some buildings in the Agricultural-Industrial style that reflect earlier times when Estacada was a logging center for the region. This style or a refined version of it may or may not be appropriate for new buildings, provided the style is limited to areas outside the historic downtown core.

## CHAPTER 2: VISION, GOALS & DESIRED OUTCOMES



## CHAPTER 2: VISION, GOALS & DESIRED OUTCOMES

### Vision

*Downtown Estacada is fully revitalized and well known for being a pedestrian-oriented, accessible and visible downtown where large and small businesses thrive and a mix of new and historic buildings provide a healthy variety of retail choices, services and housing at competitive prices. Residents and visitors alike can spend their shopping dollars in an inclusive, community-oriented setting, complete with an array of attractive features that include an inviting gateway into the downtown, a centralized public plaza and streetscapes with landscaping, art and furnishings that exemplify the spirit of Estacada. Visitors to Downtown also enjoy greater connectivity to the Riverside area, increased access to an improved riverside trail, and greater visual and physical accessibility to the river's edge.*

### Goals & Desired Outcomes

In order to achieve the Vision, the Plan is based on the following overarching goals and desired outcomes. They build upon Estacada's existing assets, address challenges and capitalize on new opportunities.

#### **GOAL 1: Maintain and Enhance Walkability in Downtown**

*Desired Outcomes:* Complete streetscape improvements with pedestrian amenities, particularly along Broadway Street, Main Street, and 2<sup>nd</sup> and 3<sup>rd</sup> Avenues, to stimulate greater activity in Downtown with a safer, more inviting street network that calms auto traffic and promotes walkability. Currently, the streetscape along Broadway—Estacada's true "main street"—lacks a unified overall identity, and Main Street, with its curb-tight sidewalks and frequent driveways, is automobile-oriented. Improvements such as new street trees, decorative lighting, street furniture, curb extensions and ADA-compliant pedestrian crossings, will enhance the pedestrian experience along those streets and encourage drivers to park once while visiting multiple destinations. The above enhancements will also calm vehicle speeds and improve access and mobility for cyclists and those using bus transit.

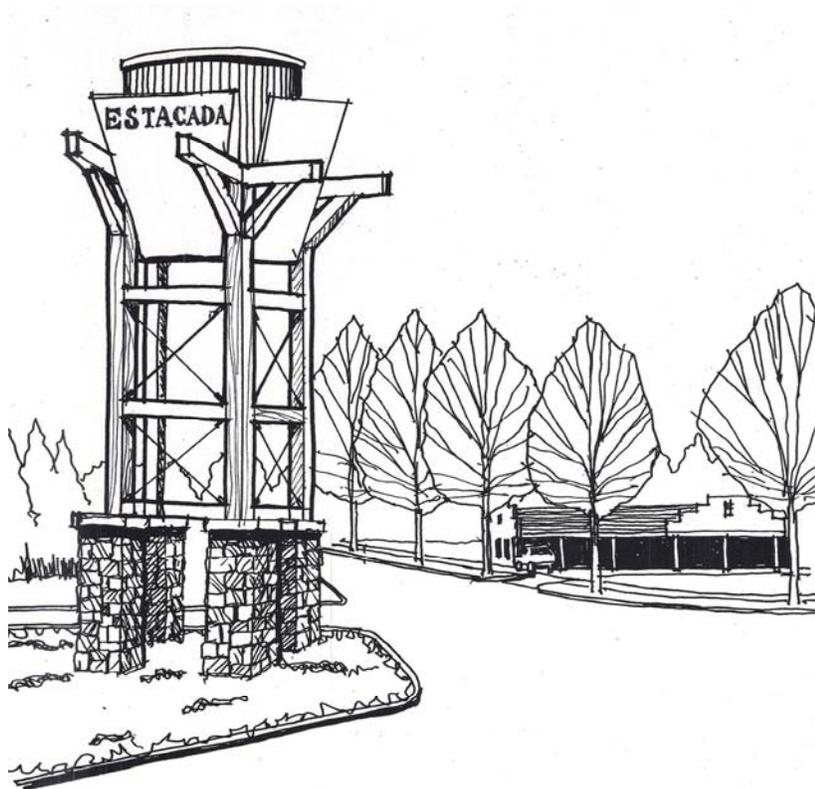


Figure 1. Gateway Concept

**GOAL 2: Enhance Visibility and Connectivity to the Downtown and Riverside Area from OR-211/OR-224**

*Desired Outcomes:* Establish formal gateways to help entice travelers along OR-211/OR-224 into Downtown. Presently, the Downtown area lacks visibility from the highway. Creating a stronger sense of entry with gateway installation, increased signage and enhanced pedestrian accessibility will make Downtown more visible and inviting to passersby. Additionally, visually connecting the Downtown and Riverside areas will provide visitors and residents alike the luxury of having the best of both worlds—good food and shopping in Downtown followed by a leisurely stroll along the banks of the Clackamas River. Additional improvements to pedestrian accessibility from the Downtown to the Riverside area will build upon the recently completed transportation enhancement project for the portion of OR-211/OR-224 that runs along the southern boundary of Downtown.



Figure 2. Corner Plaza Redevelopment Concept

**GOAL 3: Focus Investments and Public Improvements around the Existing Downtown Center of Gravity**

*Desired Outcomes:* Broadway Street should continue to serve as the Downtown core, with anchor businesses or civic uses at both ends, between OR-211/OR-224 and 3<sup>rd</sup> Avenue (or from City Hall to the Thriftway property). Broadway Street, the major entry from OR-211/OR-224, benefits from a relatively intact collection of historic buildings, a unique collection of small businesses, and major anchors, including a grocery and pharmacy. It boasts the majority of retail within Downtown. While the owners of the Thriftway have plans to relocate to a larger site, every effort should be made to retain a grocery anchor Downtown. In addition, there may be potential to redevelop the current Thriftway property into a mixed-use civic complex and transform the current City Hall into a brewpub. These types of uses will help draw in shoppers, resulting in visits to other businesses in the area.

Additionally, the intersection of Broadway and 3<sup>rd</sup> Avenue is situated at the center of two major pedestrian routes. The northeast corner of this intersection is a prime location for a public plaza, giving residents and visitors a centralized location that they can identify as the center of community life in Estacada. They can use the space to relax and

each lunch, host performances, shop farmer's markets and enjoy public art.

**GOAL 4: Improving SW 2nd Avenue**

*Desired Outcomes:* Assist and support revitalization of the 2<sup>nd</sup> Avenue commercial corridor. Several property owners along SW 2<sup>nd</sup> Avenue are motivated to redevelop. Reliance Connects, the owner of two large parcels at the southeast and southwest corners of the intersection of 2<sup>nd</sup> Avenue and Wade Street, is interested in redeveloping the parcels into retail and/or office space. Alternatively, the properties could be redeveloped as a larger location for the Thriftway that is currently on Broadway. Situating Thriftway along 2<sup>nd</sup> Avenue would create an anchor that would direct visitors from OR-211/OR-224, thus creating a second major gateway into the Downtown area. ODOT, owner of a maintenance yard directly north of the large Reliance Connects parcel is similarly motivated to sell its property for redevelopment, and Hi-School Pharmacy, directly west of the smaller Reliance Connects parcel, is interested in expanding its store in the future.



Figure 3. SW 2nd Avenue Pedestrian-Oriented Entrance Concept.

**GOAL 5: Connect Downtown and the Community to the Riverside**

*Desired Outcomes:* Recreation amenities in the Riverside area should be enhanced as key unifying elements, so that an enhanced Riverside may serve as catalyst for Downtown and Riverside Neighborhood revitalization. Trail improvements, new viewing areas and access points should take advantage the scenic beauty of the Clackamas River—Estacada’s greatest natural asset. Moreover, there are redevelopment opportunities that could help activate the Riverside area as a commercial destination, and there is potential to improve the function of the Community Center as a Riverside area destination. Additionally, the Dunlop properties present a variety of redevelopment opportunities, from new river-oriented commercial development, to community-oriented open space, to townhomes or condominiums.

NOTE: These goals and objectives served as a guide in the development of specific street and opportunity site concepts. (*A map of those concepts appears on page 25. Specific street concepts are described in Chapter 6; and opportunity site concepts are described in Chapter 7.*) It is important to note that the drawings in Chapters 6 and 7 are conceptual; they are based on GIS data provided by the County, which does not have accurate boundary survey information for individual properties. As such, the maps should not be relied upon for design work.



## CHAPTER 3: PLAN FRAMEWORK



## CHAPTER 3: PLAN FRAMEWORK

The following section provides an overview of the five elements of the overall *Estacada Downtown and Riverside Area Plan*. This framework consists of:

- Concept Overview;
- Comprehensive Plan and Code;
- Circulation and Parking;
- Streetscape and Open Space Design; and
- Catalytic Projects/Redevelopment Opportunity Sites.

The above elements are summarized in this chapter and described in detail in subsequent chapters.

### Concept Overview

The overall concept articulated in the *Estacada Downtown and Riverside Area Plan* is built around enhancing, leveraging and connecting existing community assets. The historic character of Downtown Estacada is most intact on Broadway between SW 2<sup>nd</sup> Street and SW 4<sup>th</sup> Street. Therefore, proposed public improvements are focused at this “center of gravity,” and include streetscape improvements on SW Broadway Street and Beech Street, Main Street, and 2<sup>nd</sup> Avenue; a new plaza space at the intersection of SW 3<sup>rd</sup> Street and SW Broadway Street; and improved connections to adjacent neighborhoods and the Riverside area extending from Broadway, Beech, and Acacia.

Downtown Estacada is already quite walkable and the Plan builds upon this asset by suggesting additional improvements to SW 2<sup>nd</sup> Street and SE Main Street to better link the entire Downtown area to the core, as well as to OR-211/OR-224. The suggested improvements leverage recent enhancements on OR-211/OR-244 and provide stronger connections to the Clackamas River waterfront. Gateways are suggested at three locations along OR-211/OR-224 to better convey entrances into the Estacada community and the Downtown area. Improvement to the riverside trail along SW Lakeshore Drive will enhance the waterfront.

## Comprehensive Plan and Code

Chapter 4 contains proposed amendments to the City of Estacada *Comprehensive Plan*; the amendments are necessary to implement the *Downtown and Riverside Area Plan*. Chapter 4 also contains a summary of proposed Development Code and Zoning Map amendments that are intended to encourage desirable uses, proper site planning and design review of developments in the Downtown, consistent with the *Downtown and Riverside Area Plan*.

Specific Development Code text is provided under separate cover. In summary, the Development Code amendments allow a wider range of uses in the Downtown than is allowed currently. Residential uses would be allowed above commercial storefronts, and new mixed-use developments would be encouraged. The Code amendments also reduce off-street parking requirements within the Downtown, and establish design guidelines and standards for new buildings. The Code amendments also require the provision of civic/open space in new developments, such as areas for café seating, plazas, or landscaping. All of these changes are intended to improve the Downtown environment for businesses, developers, and the community, consistent with the Plan.

Chapter 6 contains text and graphics for proposed amendments to the *City of Estacada Transportation System Plan*. Proposed TSP amendments are intended to implement the recommendations of the South Downtown Circulation and Access Study, which was carried out in conjunction with the *Downtown and Riverside Area Plan*. The South Downtown Circulation and Access Study recommends access and circulation safety improvements in the vicinity of Main Street/Currin Street/OR 224/5<sup>th</sup> Avenue/ Acacia Road.



- ① ODOT Site (2nd Street)
- ② Reliance Connects
- ③ Zobrist/Hi-School Pharmacy
- ④ Thriftway Site
- ⑤ McCrae Property
- ⑥ Safari Club/City Hall Lot
- ⑦ ODOT Park and Ride
- ⑧ Dunlop/Riverside Properties

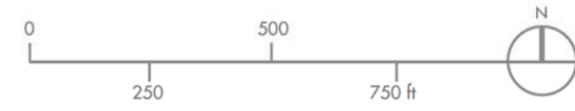
# ESTACADA

## DOWNTOWN AND RIVERSIDE AREA PLAN



- Plan Area
- Minor Pedestrian Connection
- Major Pedestrian Connection
- Major Auto Circulator
- Multi-use Pathway
- Streetscape Improvements
- Pedestrian Crossing
- Gateway Opportunity
- Riverfront Greenway
- Plaza/Open Space
- Retail Concentration
- Catalytic Opportunity Sites
- Expanded Fire Station
- Center of Gravity
- Refinement Area
- Bike Lane

### CONCEPT DIAGRAM





## Circulation and Parking

Chapter 5 recommends the establishment or enhancement of key connections between the variety of land uses and amenities within the Downtown and Riverside areas. The major recommendations for circulation and parking will help to facilitate several changes to the existing system within Downtown. Most notably, recommendations are made to:

- Create safe bicycle connections to OR-211/OR-224 on Main Street;
- Reduce pedestrian crossing distances on SW 2<sup>nd</sup> Street, SW Broadway Street and SE Main Street for safety;
- Improve park-and-ride facilities and transit routing through Downtown to encourage bus use;
- Strengthen the SW 2<sup>nd</sup> Street entry to Downtown to help facilitate revitalization of the SW 2<sup>nd</sup> Street corridor and improved local street circulation;
- Re-route SE Main Street to align with Currin Street and Acacia Road to prevent long-term conflicts with 5<sup>th</sup> Street, and address the existing offset between Currin and Acacia;
- Facilitate fire station development and consolidate accesses along OR-211/OR-224;
- Improve the gateway to Downtown in front of City Hall in conjunction with realigning Main Street;
- Improve trail connections along the Clackamas River; and
- Ensure appropriate short- and long-term parking for business owners, residents and visitors.

## Streetscape and Open Space Design

The design of the public right-of-way and the interaction of development with the streetscape shapes the public's experience of Downtown. Several improvements are recommended to improve the overall aesthetics and sense of place that Downtown offers users. The following summarizes the recommended improvements to Downtown streetscapes and open spaces; details follow in Chapter 6.

- Create a more pedestrian- and business-friendly streetscape along Broadway Street with the option of permeable paving (e.g., in parking areas), ADA access, landscaping, new lighting and furnishings and improved intersections with reduced pedestrian crossing distances;
- Reduce pedestrian crossing distances and vehicle speeds on SE Main Street with landscaped curb extensions, dedicated bicycle lanes, improved marking of pedestrian crossings, and new furnishings;
- Support future development along SW 2<sup>nd</sup> Street with streetscape improvements that add landscaping, formalize parking areas, and improve pedestrian crossings with reduced crossing distances (curb extensions) and improved crosswalk markings;
- Connect the Downtown and Riverside areas by extending the above described streetscape improvements from SW Broadway Street across OR-211/OR-224 onto SW Beech Street, and by improving the designated pedestrian crossings of OR-211/OR-244 at SW Ivy Street and SW Wade Street with pavement markings, center lane refuge, signage, and pedestrian-activated signals;
- Establish gateways along OR-211/OR-224 at SW 2<sup>nd</sup> Street, SE Main Street and near the OR-211 and OR-224 split;
- Improve the waterfront trail along the Clackamas River, consistent with the rural/rustic character of the area; and

- Create a central public plaza at Broadway Street and SW 3<sup>rd</sup> Avenue for the Farmer's Market and other formal and informal events.

### Catalytic Projects/Redevelopment Opportunity Sites

Public investments are also intended to improve the overall environment to help encourage private investments in the Downtown and Riverside areas. Chapter 7 highlights eight potential redevelopment opportunities within the study area. Potential improvements include:

- Redevelop light industrial sites in the Downtown area with commercial and mixed-use (residential with commercial or civic) development;
- Facilitate expansion of existing Downtown area anchors, such as the Hi-School Pharmacy and Thriftway;
- Creatively redevelop outdated and run down properties to improve the appearance and vibrancy of Downtown; and
- Better capitalize on valuable property adjacent to the Clackamas River.



## CHAPTER 4: COMPREHENSIVE PLAN AND CODE





## CHAPTER 4: COMPREHENSIVE PLAN AND CODE

### Existing Zoning and Land Use

The Plan Area currently has six types of distinct zoning designations in the City's *Comprehensive Plan*: Open Space/Facilities; General Commercial; Residential Commercial; Low Density Residential; Medium Density Residential; and Multiple Family Residential (see Table 1 on the following page). Below are brief descriptions of each zone according to the City of Estacada Development Code (Title 16 of the Estacada Municipal Code):

#### *Open Space/Facilities (O-S)*

This zoning district includes public greenways, pathways and parks, and governmental uses. Public schools and other public facilities allowed by right may expand, consistent with purpose and objectives of the *Comprehensive Plan*.

#### *General Commercial (C-1)*

This zoning district is intended for specific commercial uses as well as governmental uses such as city hall, fire stations, police stations and offices. The General Commercial zone is intended for office, service and retail uses primarily conducted inside the building. The zone is described as an area that is “economically and socially desirable.”

#### *Residential Commercial (C-2)*

This zoning district is designed for a mixture of office, retail, personal or business service, plus allowing residential uses. C-2 was created to promote the most productive capacity of property. Several areas of the city have developed into a combination of residential and commercial uses. The purpose of this zoning district is to recognize and to continue this development pattern.

#### *Low Density Residential (R-1)*

This zoning district is devoted to single-family dwellings. This zone excludes business and multiple-dwelling structures but does allow certain public nonprofit uses as conditional uses, as well as home occupations, and bed and breakfast facilities with specific design standards to ensure compatibility with the predominant character of single-family dwellings.

*Medium Density Residential (R-2)*

This zoning district was created to allow single-family and two-family dwellings. The zone is intended for residential use at a moderate density and to utilize existing subdivided lots for affordable housing.

*Multiple Family Residential (R-3)*

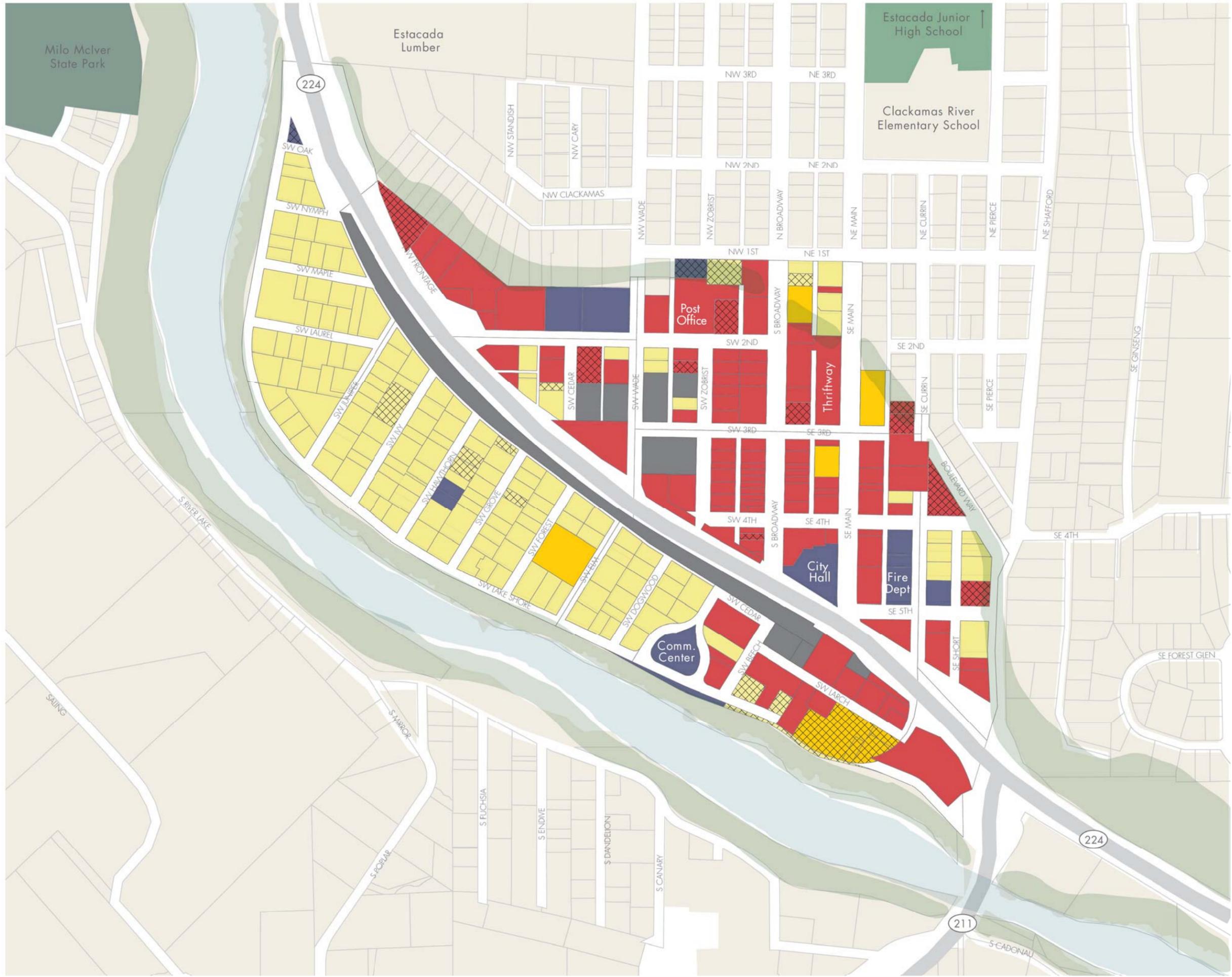
This zoning district is intended for a high density residential use allowing some conditional uses with standards.

Though all of the land within the Plan Area located north of the OR-211/OR-224 is currently zoned for General Commercial, there are several residential structures present that pre-date the zoning laws. Some of those structures are used by businesses while others are used solely as residences.

<b>Zoning District</b>	<b>Downtown</b>		<b>Riverside</b>	
	<b># of Parcels</b>	<b>Total Acres</b>	<b># of Parcels</b>	<b>Total Acres</b>
Open Space/Facilities (O-S)	-	-	2	8.7
General Commercial (C-1)	141	32.4	2	0.5
Residential Commercial (C-2)	1	0.1	-	-
Low Density Residential (R-1)	2	0.5	1	0.6
Medium Density Residential (R-2)	-	-	81	14.8
Multiple Family Residential (R-3)	2	3.7	65	12.7







# ESTACADA

## DOWNTOWN AND RIVERSIDE AREA PLAN

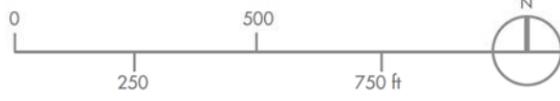


- School Park
- State Park
- Greenway/Open Space
- Water

### LAND USE CATEGORIES

- Residential Land, Vacant
- Residential Land, Improved
- Multiple Housing Land, Vacant
- Multiple Housing Land, Improved
- Commercial Land, Vacant
- Commercial Land, Improved
- Public/Institutional
- Other

### EXISTING LAND USE





In addition to zoning designations, an examination of existing land uses reveals that the majority of land within the Downtown area is improved commercial property (see Table 2). The majority of land within the Riverside area is improved residential land. Vacant residential and commercial lands comprise 17.9% of the Plan Area’s total acreage.

Land Use Description	Downtown		Riverside	
	# Parcels	Total Acres	# Parcels	Total Acres
Commercial land, improved	98	22.6	8	3.0
Commercial land, vacant	10	2.5	2	8.7
Misc, operating assessed	9	6.2	4	1.4
Multiple housing, improved	4	1.4	1	0.8
Residential land, improved	21	3.5	126	22.1
Residential land, vacant	4	0.7	10	1.4

## Comprehensive Plan Amendments

The *Estacada Downtown and Riverside Area Plan* is an element of the City’s *Comprehensive Plan*. The implementing policies of the *Downtown and Riverside Area Plan* are to be incorporated into the *Comprehensive Plan* through the following text changes. “Goals” refer to Comprehensive Plan Goals, and new text to be inserted into the Comprehensive Plan is underlined. (The following are concepts, which should be reviewed periodically and updated as needed. Proposed plan amendments are provided under separate cover.)

### Goal 9 – Economics Element

#### *Objectives:*

- #7 Improve the physical appearance, safety, and vitality of Downtown by implementing the projects, programs, and regulatory amendments recommended by the *Downtown and Riverside Area Plan*.

#8 Connect the Downtown to the Riverside path to promote Estacada for recreation-oriented tourism.

*Policies:*

#12 The City shall use the *Estacada Downtown and Riverside Area Plan* as a guide for planning, design, and funding of projects in the Downtown and Riverside area, including but not limited to streetscape enhancements, circulation and parking improvements, catalytic public-private development opportunities.

#13 The City shall update the *Downtown Urban Renewal Plan* with capital projects identified by the *Downtown and Riverside Area Plan*.

#14 The City shall amend its Development Code to implement the land use and zoning recommendations of the *Estacada Downtown and Riverside Area Plan*.

#15 The City should review its System Development Charge (SDC) requirements and consider updates to the SDC methodology that would help facilitate Downtown revitalization, as recommended by the *Downtown and Riverside Area Plan*.

#16 The City shall work with property owners, businesses, and other public and private partners to implement the recommendations of the *Estacada Downtown and Riverside Area Plan*. The *Plan* should be reviewed and updated periodically as economic conditions change and projects are completed.

**Goal 10 – Housing**

*Objectives:*

#4 Allow mixed-use development, with housing developed above or in conjunction with Downtown commercial uses to broaden the range of housing options available, to conserve energy, and to reduce reliance on the automobile.

*Policies:*

- #8 The City shall amend its Development Code, pursuant to the *Downtown and Riverside Area Plan*, to promote a range of housing opportunities for a 24-hour/7-day-a-week Downtown. Such opportunities should include housing in upper stories of Downtown commercial and civic buildings, and new infill housing adjacent to the Clackamas River.
- #9 The Downtown Urban Renewal Agency, through public-private partnerships, should encourage the adaptive reuse of upper stories of buildings for housing, particularly in the Downtown where transit and social services are more readily available.
- #10 The Downtown Urban Renewal Agency, through grant programs, should encourage the restoration of affordable housing stock.

**Goal 12 – Transportation**

*Policies:*

- #7 The City shall work with ODOT, PGE and Clackamas County to maintain and enhance the Downtown and Riverside areas for all modes of transportation (pedestrians, bicyclists, motorists, transit, and freight), as applicable, consistent with *Estacada Downtown and Riverside Area Plan*.
- #8 Within the Downtown and Riverside areas, the design and development of future transportation projects shall conform to the *Estacada Downtown and Riverside Area Plan*; specifically, Chapter 5: Circulation and Parking, and Chapter 6: Streetscape and Open Space Design, shall guide the design development of transportation projects.

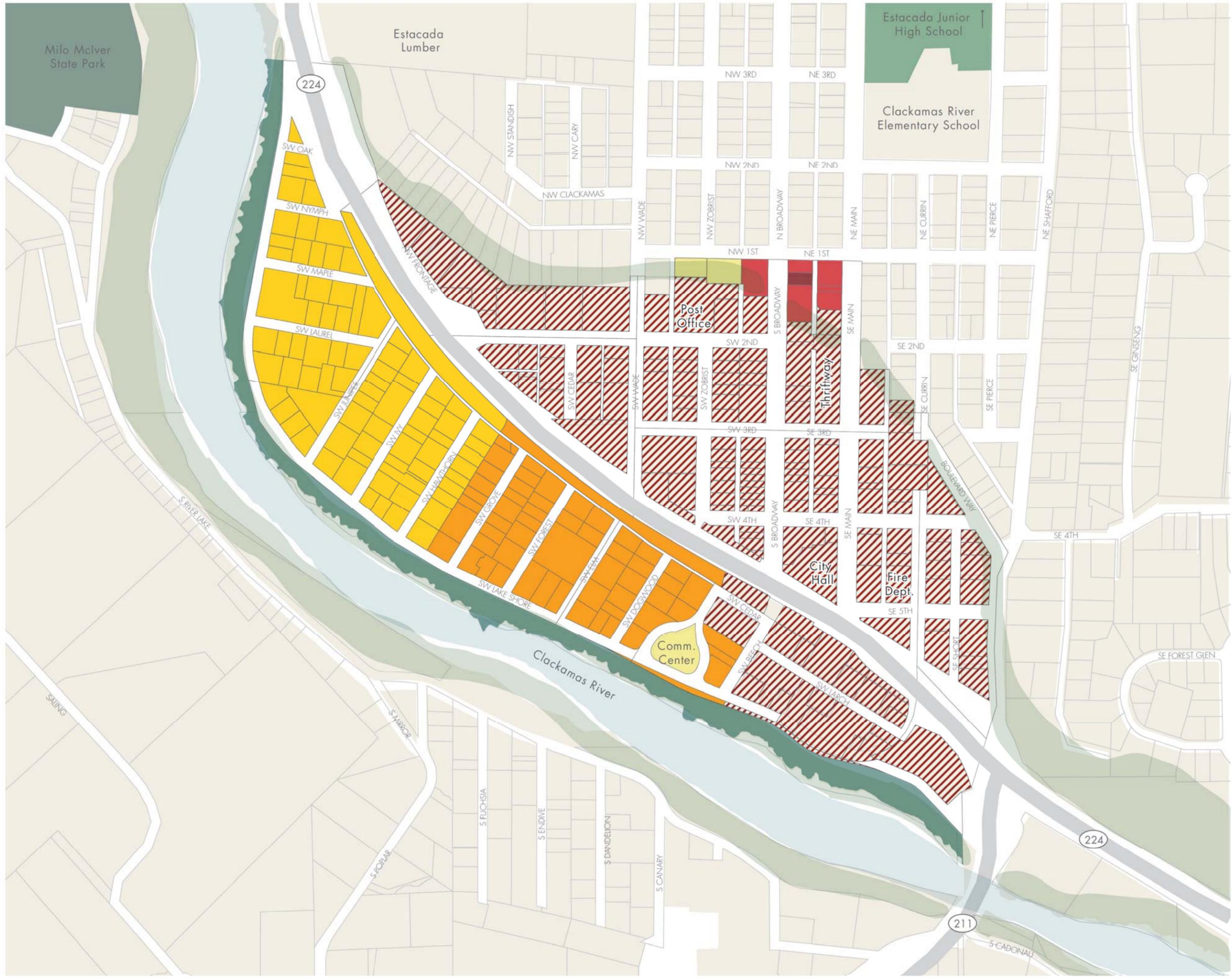
**Changes in Zoning**

In order to implement the land use and zoning recommendations of the *Estacada Downtown and Riverside Area Plan* the following Development Code changes are recommended. (The following are concepts, which should be reviewed periodically and updated as

needed. Proposed Code amendments are provided under separate cover.)

### **Downtown Area**

1. Allow a wider range of commercial uses in the Downtown. In addition to the specific uses that are listed, consider allowing other “unlisted” commercial uses that meet certain performance standards (e.g., primary use is enclosed in a building, outdoor storage is limited, noise is attenuated, etc.), subject to a Conditional Use Permit.
2. Focus pedestrian-friendly retail uses within a new Downtown zone; the Downtown zone replaces the General Commercial (C-1) zoning that currently applies to the Downtown area.
3. Direct new intensive, unenclosed commercial uses, including automobile-oriented uses, away from Broadway Street.
4. Adjacent to Broadway, prohibit drive-through uses and other automobile-oriented uses (e.g., car wash, auto repair/service, vehicle sales/rental, gas station, etc.). Adopt design standards for drive-through and auto-oriented uses for other areas to avoid conflicts with pedestrians and to prevent vehicles from blocking adjacent streets or interfering with highway.
5. Provide regulatory incentives for Downtown development. For example, waive off-street parking requirements for new development and changes in use adjacent to Broadway Street, and reduce off-street parking requirements elsewhere in the Downtown.
6. As an alternative to building more private off-street parking lots, as the economy improves and development demand increases, consider allowing developers/property owners to pay a parking fee dedicated to public parking improvements in Downtown. (Note: This proposal is not included in the Development Code amendments proposed for adoption in 2011.)
7. Continue to allow shared parking to be used for site parking requirements with establishment of a shared use agreement.



# ESTACADA

## DOWNTOWN AND RIVERSIDE AREA PLAN

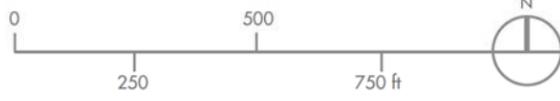


- School Park
- State Park
- Greenway/Open Space
- Water

### PROPOSED ZONING CATEGORIES

- R-1: Low Density Residential
- R-2: Medium Density Residential
- R-3: Multiple Family Residential
- C-1: General Commercial
- C-2: Residential Commercial
- D: Downtown
- OS: Open Space

## PROPOSED ZONING





8. Allow uses that require large parcels, such as warehouse and mini-storage, and automobile-oriented commercial uses only in the General Commercial and Industrial zones, outside the Downtown zone.
9. Require open space dedication, and/or visual access to the Clackamas River, where new commercial or multifamily development is adjacent to the river.
10. Do not require a street setback where buildings front Broadway. Street setbacks along Broadway should be limited to instances where the sidewalk is extended to provide space for outdoor seating, or where a plaza or courtyard is proposed (e.g., street corner plaza or courtyard between buildings).
11. Along 2<sup>nd</sup> Avenue, require a minimum street setback (landscape area or widened sidewalk) of 5-feet and a maximum street setback of 10-feet, consistent with existing development patterns and to create a more pedestrian-friendly corridor with a parkway appearance.
12. Require vehicular access be taken from side streets and/or alleys rather than directly from OR-211/OR-224, Broadway, Main Street, 2<sup>nd</sup> Street and 3<sup>rd</sup> Street. Where surface parking lots are proposed they should be oriented to the side or behind a building and accessed via an alley or internal driveway.

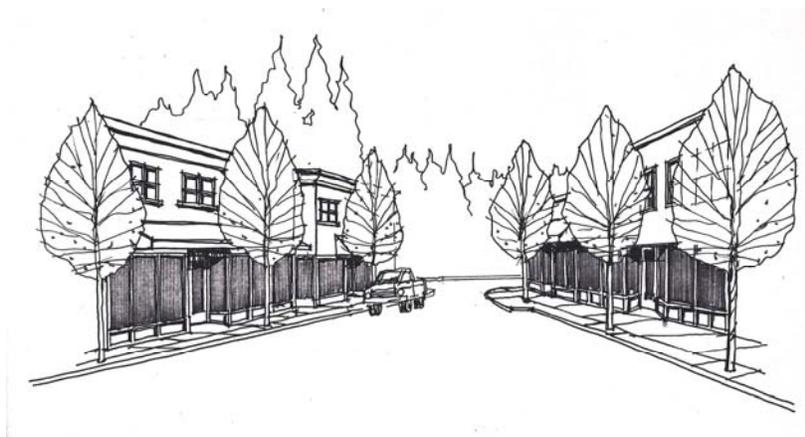
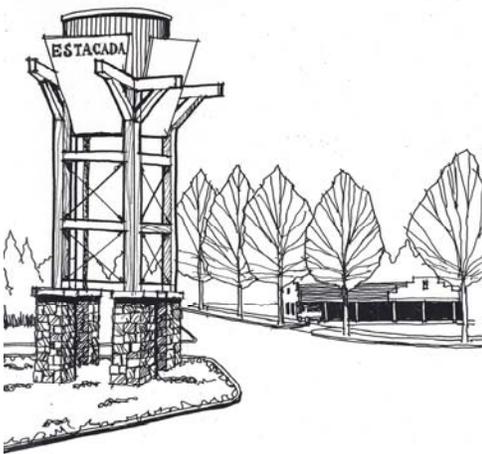


Figure 4. Second Avenue Pedestrian-Oriented Entrance Concept

13. Where parking lots must be located next to a street, they should be setback at least 5 feet from the back of the sidewalk behind landscape buffer.
14. Allow credit toward the required landscape standards in the Downtown through the provision of street trees, planter boxes/containers/baskets, or similar landscaping.
15. Adopt design standards, as appropriate, for each subarea (Broadway, Main, 2<sup>nd</sup>, Riverside). Design standards may include:
  - Building placement and orientation
  - Building openings (entrances and doors)
  - Roof forms, lines and rhythm
  - Pedestrian shelters (canopies and awnings)
  - Exterior building materials and color
  - Civic space and pedestrian amenities
  - Signs
  - Landscaping
  - Screening (e.g., parking, dumpsters, mechanical equipment)
16. Amend standards for historic preservation, as needed, to encourage restoration of Broadway Street building façades, and murals.



### **Riverside Area**

17. Allow river-oriented commercial uses south of Larch Avenue and east of SW Clubhouse Drive; i.e. amend or replace the Multifamily Residential (R-3) zone in that area to allow mixed-use, river-oriented development.
18. Adopt standards and incentives for river-oriented development. For example, at a minimum, require a pedestrian connection to the river pathway. A project that sets aside more than the minimum required open space area or provides additional public access to the river would be eligible for a height bonus or increase in residential density.

## CHAPTER 5: CIRCULATION AND PARKING





## CHAPTER 5: CIRCULATION AND PARKING

### Parking

The system of on-street and off-street parking in the Estacada Downtown and Riverfront areas is sufficient to satisfy typical weekday conditions, and is well distributed across Downtown. A majority of the businesses and institutions have their own parking lots, while those located on or near Broadway Street rely heavily on on-street spaces. Broadway Street between 2<sup>nd</sup> and 4<sup>th</sup> has sufficient width to facilitate diagonal front-in on-street parking, thereby generally satisfying this localized demand.

Table 3 summarizes an analysis of the downtown parking requirements, demand and supply.

<b>Code Required</b>	<b>Estimated Demand</b>	<b>Available On-Street Spaces</b>	<b>Available Off-street spaces</b>	<b>Total Available</b>
705	778	225	610	835

1. For downtown commercial uses (C1 zoned areas on both sides of OR-211/OR-224)

As shown in this table, current weekday peak demand is satisfied by on- and off-street supply. Thus, in recognition that the Plan does not recommend major changes in land uses, there is no need for new private parking lots except within blocks served by alleys, or as part of an overall master plan for redevelopment of large sites (e.g., Thriftway, ODOT, Reliance properties).

City representatives report occasional complaints of insufficient parking in close proximity to Downtown businesses. It should be noted that the parking demand and supply estimates are general and may not reflect localized shortages of parking for specific business or areas that are particularly popular. In the downtown core, the City should monitor parking demand, and as Downtown businesses grow and shortages occur more regularly, may elect to institute time restrictions on on-street spaces. Time restrictions, coupled with

enforcement, will help to reduce the use of prime spaces adjacent to businesses being used by Downtown employees.

City representatives also reported a shortage of spaces Downtown during peak summertime event weekends. The City should monitor the adequacy of parking during the events, and if parking supply becomes a problem, may elect to develop a parking management plan to ensure adequate parking for patrons of summertime special events.

Most Downtown businesses have their own off-street parking lots; in virtually all cases these lots are delineated by raised barriers from adjacent lots. The City may want to consider shared parking opportunities, in which compatible, adjacent businesses share a larger field of parking, thereby expanding the supply for occasional peaks. The City may want to reserve areas within larger blocks for future shared parking or public parking. This can be accomplished through design standards for building placement.

The City may elect to reconfigure the existing park-and-ride lot to maximize opportunities for public parking and RV designated/double-length spaces, ensuring the possibility of a parking structure in the long-term future. This will help to satisfy demand in the future, particularly during peak summertime events and possible increase in use of Riverside area recreation spaces.

The City has requirements for off-street parking spaces for all new commercial buildings. In Downtown, on Broadway Street between 3<sup>rd</sup> and 4<sup>th</sup> Avenues, the City waives these requirements for new uses, but the requirements apply to new buildings. This Plan recommends waiving off-street parking for new development and changes in use adjacent to Broadway between OR-211/OR-224 and 2<sup>nd</sup> Avenue. The Plan further recommends reducing off-street parking requirements by 50% for projects elsewhere in the Downtown area. In recognition that there is adequate weekday parking supply, amendments to the parking requirements will help to promote new businesses in Downtown.

The City is in need of on-street ADA parking improvements and better curb ramps for smaller businesses that do not offer off-street

parking. There may also be opportunities for on-street RV parking on some secondary streets and block faces.

## Transportation (Motor Vehicles)

### OR-211/OR-224 Access

ODOT has recently reconstructed OR-211/OR-224, a District highway, through Estacada's Downtown area to include sidewalks, planter strips, bike lanes and a center planted median with left-turn lanes. Traffic entering and exiting the Downtown is focused to the signal at Broadway Street, augmented by unsignalized approaches at 2<sup>nd</sup>, Wade, Main and Currin-Acacia. While there is currently sufficient capacity at these accesses to facilitate safe and efficient traffic movements, year 2030 forecasts in the City's adopted Transportation System Plan (TSP) project capacity deficiencies at the unsignalized intersection of OR-211/OR-224 and Main Street. Further analysis concludes that the intersection OR-211/OR-224 and Broadway has sufficient capacity to accommodate travel movements to the Downtown and Riverside area, as long as unsignalized access is provided at the intersection of OR-211/OR-224 and Main<sup>1</sup>. Thus, this plan recommends that the TSP be amended to remove the identified project for improvements at the intersection of OR-211/OR-224 and Main.



In addition, the TSP identifies a future capacity deficiency at the OR-211/OR-224 intersection. Analysis conducted for the Plan confirms the TSP's identified need for a traffic signal or roundabout at the OR-211/OR-224 intersection to satisfy 2030 traffic demand<sup>2</sup>.

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<sup>1</sup> OR 224 is designated as a district highway in the Oregon Highway Plan (ODOT, 1999). With a designated speed of 35 miles per hour, the OHP prescribes a mobility standard of volume-to-capacity  $\leq 0.85$ . Capacity analysis revealed that 2030 p.m. peak hour traffic volumes, as projected in the *Estacada Transportation System Plan* (DKS, 2007), can be accommodated at a single traffic signal at OR-211/OR-224/Broadway and an unsignalized OR-211/OR-224/Main intersection. Capacity analysis worksheets, as attached, show the OR-211/OR-224/Broadway intersection to operate at  $v/c=0.84$  and  $LOS=C$ , and the OR-211/OR-224/Main intersection at average delay=26 seconds.

<sup>2</sup> Analysis was conducted to evaluate the OR 224 and OR 211 intersection with the priority movements being to/from OR 224 from the west and OR 211 from the south (making movements to/from OR 211 to the east stop-controlled), in an effort to alleviate the need for future capacity improvements. This analysis revealed

ODOT has indicated that the OR-211/OR-224/Currin Street-Acacia Road intersection has poor safety performance<sup>3</sup>. At the time of this Plan's development ODOT's Safety Division was evaluating the intersection to determine possible modifications to improve safety. These possible modifications could involve restriction or elimination of left turn movements at the intersection.

Regardless of the final configuration, the community would like to slow traffic entering Estacada and the Downtown area. While pedestrian activated signals are not warranted at the Wade/Elm and 2<sup>nd</sup> Street intersections with OR-211/OR-224, additional improvements, such as pavement reflectors, overhead blinking signals or rapid flashing beacon, and/or other crosswalk lighting, may be necessary for safety.



#### *Downtown Grid System*

Downtown has a robust grid system, which provides multiple options for access to most activities. This network of local streets improves the capacity and reliability of the transportation system. Hence, it is recommended that the City take measures to maintain the grid where possible. There are two locations where this Plan contemplates possible alterations to the Downtown street grid:

- *Hi School Pharmacy*: Has tentative plans to expand the store and provide additional parking. The proposed expansion would encroach into Zobrist Street immediately south of 2<sup>nd</sup> Avenue, which would interrupt the grid street system. While it is preferred that traffic not be restricted on Zobrist Street, there are alternative streets and sufficient capacity to facilitate this street reduction. In the event that Zobrist Street is reduced or disconnected at 2<sup>nd</sup> Avenue, possible mitigations may include:

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that redesignation of priority movements in this way would only minimally improve capacity, and therefore, is not recommended.

<sup>3</sup> This intersection is on the ODOT high accident list (ODOT 10% Safety Priority Index System [SPIS] list).

- Providing a pedestrian pathway from the terminus of Zobrist through the Hi School Pharmacy lot to 2<sup>nd</sup> Avenue;
  - Providing a one-way northbound public street on Zobrist through the pharmacy lot, or;
  - Providing a one-way or two-way private parking aisle on the Zobrist alignment.
- *Fire Station Expansion:* The Fire Department has plans to expand the fire station campus, siting the new fire station on Currin Street between 4<sup>th</sup> and 5<sup>th</sup>. This would put greater reliance on 5<sup>th</sup> Avenue and Currin Street as accesses for both general passenger car traffic and fire trucks. The site plan includes an expanded fire station with six covered bays for 12 trucks parked end-to-end, a training tower and associated facilities, and 48 general passenger car parking spaces. Currin Street would be vacated and access to 5<sup>th</sup> Avenue from properties east of Currin, except for fire trucks, would be severely restricted or eliminated.

In recognition that the intersection of 5<sup>th</sup>/Main has been identified as a safety concern due to its close proximity to OR-211/OR-224, it is desirable to minimize the fire station's use of 5<sup>th</sup> Avenue for access. Moreover, since ODOT has also identified the OR-211/OR-224/Currin Street-Acacia Road intersection as a safety concern, the fire station should also try to minimize use of this intersection (especially for general passenger car use).

Given these desired outcomes, it is recommended that the fire station's proposed site plan include general passenger car access to 4<sup>th</sup> Avenue via a realigned Main Street, and fire truck egress to re-aligned Main Street-to- OR-211/OR-224. The proposed re-alignment of Main Street is discussed below.

- *Fifth Avenue/Main Street Intersection:* While the two locations mentioned previously describe how the grid system may be compromised when streets are vacated, the intersection

of 5<sup>th</sup> Avenue and Main Street is a location where it is advisable to close a street due to a safety concern. The intersection of 5<sup>th</sup>/Main is inappropriately close to OR-211/OR-224 (within about 25 feet), thereby creating safety concerns due to potential conflicts between vehicles. Possible mitigations considered in developing this Plan included:

- Closing the 5<sup>th</sup> Avenue approach to Main Street, thereby requiring motorists to use 4<sup>th</sup> Avenue or Currin;
- Restricting 5<sup>th</sup> Avenue turn movements to allow only right-in/right-out movements;
- Allowing emergency-only use of 5<sup>th</sup> Avenue /Main intersection;
- Allowing Tri-Met use of 5<sup>th</sup> Avenue for Park-and-Ride lot access only;
- Converting 5<sup>th</sup> Avenue to one-way eastbound between Main and Currin; and/or
- Disconnecting Main Street from OR-211/OR-224 and re-aligning it to intersect with OR-211/OR-224 at about where Currin Street currently intersects with the highway. (This is the recommended alternative. It is discussed later in this section under “Transportation System Plan Amendments.”)

Implementation of the proposed strategy will require close coordination with the Fire Department, TriMet, Petro cardlock operators (located on the triangle block between Main, Currin and OR-211/OR-224), City, and ODOT.



#### *Riverfront Access*

Currently, the Riverside residential neighborhood has two accesses: the signalized access at Beech Road (directly opposite Broadway Street), and the unsignalized access at Elm Street (directly opposite Wade Street). While it may be desirable for some residents to have vehicular access from the neighborhood onto OR-211/OR-224 from a new location west of Elm Street, it was determined that access at locations west of Elm is not feasible due to topographical constraints.



## Pedestrians

Downtown Estacada has a relatively complete network of sidewalks for pedestrians. Full sidewalks on both sides are present between OR-211/OR-224 and 2<sup>nd</sup> Avenue on most of Currin and all of Main, Broadway, Zobrist, and Wade Streets. Full sidewalks are also present on 2<sup>nd</sup> Avenue from Broadway to OR-211/OR-224.

Many Downtown street corners are equipped with Americans with Disabilities Act (ADA) compliant ramps. It is recommended that the City inventory those street corners that do not have ADA-compliant ramps, and implement a program to prioritize their installation based on need, cost, and availability of funds.<sup>4</sup>

ODOT's recent improvements to OR-211/OR-224 include crosswalks at Wade Street and 2<sup>nd</sup> Avenue, in addition to improved crosswalks at the OR-211/OR-224 and Broadway signalized intersection. These crossings of OR-211/OR-224 substantially improve the pedestrian accessibility from the Downtown to the Riverside area by providing pedestrian crossing refuges at about 600-800 foot intervals.

The improved pedestrian crossings of OR-211/OR-224 will help to achieve a city goal to better connect Downtown to the Riverside area. In order to attract more pedestrians to the riverfront, improvements are also being recommended to the riverfront path. The riverfront path should be improved through widening (where space allows) and by developing access to or overlooks above the river.



## Bicycles

As discussed above, OR-211/OR-224 has bike lanes, thereby facilitating bike trips to and through the City. On all Downtown streets except OR-211/OR-224, bicyclists generally share space with motor vehicles. Shared bike facilities are appropriate for streets with slower speeds and vehicular volumes below 3,000 vehicles per day (vpd)<sup>5</sup>. There are three Downtown streets on which vehicular

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<sup>5</sup> According to the Oregon Bicycle Plan, prepared by ODOT (2005).

volumes exceed 3,000 vehicles per day, Main Street, Broadway Street, and 2<sup>nd</sup> Avenue. It is recommended that a bike lane be striped on Main Street from OR-211/OR-224 to Sixth Avenue; where space is insufficient for bike lanes on both sides of Main Street, the uphill side of Main should have a bicycle lane.

Due to the limited pavement width of 2<sup>nd</sup> Avenue, provision of striped bike lanes is not recommended. On-street parking is prohibited on 2<sup>nd</sup> between OR-211/OR-224 and the Post Office, which provides sufficient room for bikes on the shoulder. On Broadway Street, striped bike lanes are also not recommended due to potential safety conflicts with diagonal parking. Vehicles speeds on both 2<sup>nd</sup> Avenue and Broadway, with proposed streetscape improvements, should be low enough to accommodate cyclists within shared automobile travel lanes.



## Transit

With the exception of proposed changes to bus circulation in the vicinity of Main Street/5<sup>th</sup> Avenue and Currin Street, this Plan makes no substantive changes to transit service in Estacada. TriMet and Sandy Area Metro service to Estacada should be re-evaluated periodically; as the City and/or ridership grows, and routes and service frequencies should be adjusted accordingly. TriMet should be consulted with respect to the recommended re-alignment of Main Street (discussed later in this section). It is recommended that, in coordination with TriMet, circulation of Bus Line 30 be revised, subsequent to the realignment of Main Street, to run on Main Street-to- OR-211/OR-224-to-Broadway-to-4<sup>th</sup> Avenue-Main.

## Wayfinding and Information

The success of the existing informational kiosk at Timber Park should be expanded on with an additional informational kiosk at the TriMet park-and-ride. A more formal visitor center with restrooms and additional wayfinding signage linking public parking, to Downtown destinations and the Riverside path should be examined as part of a new downtown civic center project.

## Transportation System Plan Amendments

In order to implement the transportation recommendations of this Plan, and pursuant with the South Downtown Circulation and Access Study prepared in conjunction with this Plan, the following amendments to the 2007 *Estacada Transportation System Plan* (TSP) are recommended. New TSP provisions are indicated with underlined text, relevant findings are in regular typeface, and TSP insertion points are footnoted. (The following are concepts, which should be reviewed periodically and updated as needed. Proposed TSP amendments are provided under separate cover.)

1. The *Downtown and Riverside Area Plan* text and graphics contained in Chapter 6: Streetscape and Open Space Design shall be incorporated into the TSP under a new Appendix entitled “Downtown and Riverside Area Streetscape Design.”<sup>6</sup>
2. It is recommended that the City inventory those street corners that do not have ADA-compliant ramps, and implement a program to prioritize their installation based on need, cost, and availability of funds.<sup>7</sup>
3. It is recommended that a bike lane be striped on Main Street from OR-211/OR-224 to Sixth Avenue; where space is insufficient for bike lanes on both sides of Main Street, the uphill side of Main should have a bicycle lane.<sup>8</sup>
4. Eliminate the 2007 TSP recommended traffic signal improvements at the OR-211/OR-224/Main Street intersection

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<sup>6</sup> The TSP table of contents, Functional Classifications Table, and TSP design standards shall reference the new Appendix, as applicable.

<sup>7</sup> Add this statement to the TSP as a last paragraph on page 5-3.

<sup>8</sup> Add project as a High Priority Project to Table 6-2 on page 5-5 in the TSP. In addition, amend Figure 6-2 to designate Main Street as a “proposed bike lane.”

and add the following narrative.<sup>9</sup> There will be sufficient vehicle capacity and access to OR-211/OR-224 via the signalized intersection at Broadway in combination without a signalized intersection at Main Street. The traffic impact analysis conducted in 2011 for the *Downtown and Riverside Area Plan* found that the subject intersection will operate at LOS D and <0.90 volume/capacity ratio in 2030. The intersection therefore will not fall below mandatory level of service standard within the planning horizon.

5. A roundabout or traffic signal shall be constructed at the OR-211/OR-224 intersection when signal warrants are met, subject to approval by the State Traffic Engineer.<sup>10</sup>
6. A roundabout feasibility study shall be completed at the OR-211/OR-224 intersection to determine if a roundabout is appropriate at this location before considering a signal.<sup>11</sup>
7. The City should coordinate with ODOT to consider traffic calming treatments on OR-122/OR-224, including speed reductions, to create a safe environment for pedestrians to cross the highway.<sup>12</sup> It noted that ODOT representatives indicate that Downtown businesses would need to significantly re-orient toward the highway to obtain approval for speed reduction measures on OR-211/OR-224.
8. A new project shall be added to the TSP as follows:  
Main Street Realignment/Acacia Relocation

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<sup>9</sup> Table 4-7 on page 4-9 of the TSP shall be amended to remove the signal improvements at OR-211/OR-224/Main Street.

<sup>10</sup> Amend the first sentence in the last paragraph on page 8-22.

<sup>11</sup> This sentence should be added at the top of page 8-23, immediately after the sentence reading "The traffic signal control ...".

<sup>12</sup> Amend page 5-5, adding a fifth paragraph.

Realign Main Street and relocate Acacia Road to a new four-leg intersection with OR-211/OR-224 as generally depicted in Figure 6 of the *Downtown and Riverside Area Plan*.

Estimated City Cost: \$340,000

Estimated Total Cost: \$685,000

Potential Funding Sources: City, ODOT Developer Exactions<sup>13</sup>

The Main Street Realignment/Acacia Relocation project consists of realignment Main Street to the east to intersect with OR-211/OR-224 near the current location of Currin Street and OR-211/OR-224. Acacia Road would be vacated in its current alignment and relocated westward adjacent to the Sparky's Pizza building and directly opposite Main Street from the north. The project replaces the Main Street realignment recommended in the 2007 TSP. The following findings support the amendment:

- Does not need to be implemented right away, and can be constructed concurrent with redevelopment of land parcels north and south of OR-211/OR-224;
- Reduces the number of conflict points along OR-211/OR-224 and provides access to/from the north at a point approximately midway between Broadway and OR 211;
- Avoids detrimental impacts associated with realigning Main Street to align with OR-211/OR-224 in the vicinity of the OR-211 bridge;
- Maximizes OR-211/OR-224 left turn lane storage capacity;
- Aligns Main Street and Acacia Road; relocates Acacia Road westward (adjacent to the Sparky's Pizza building), leaving a parcel of adequate size and shape for future commercial development, provided the former Acacia right-of-way is vacated;
- Eliminates the close spacing of 5th to OR-211/OR-224 along Main Street; and

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<sup>13</sup> Amend Table 10-4, page 10-9, to include this project.

- The change would not result in out-of-direction travel for pedestrians, cyclists, or transit buses. The existing TriMet Bus Line 30 would need to be revised, subsequent to the realignment of Main Street, to run on Main Street-to-OR-211/OR-224-to-Broadway-to-4<sup>th</sup> Avenue-Main. Therefore, the project design should be coordinated with Tri-Met.



**PROPOSED CHANGES**

- 1 DISCONNECT MAIN ST FROM OR224 AND REALIGN TO CURRIN ST
- 2 REALIGN ACACIA RD TO THE WEST (AVOID P.G.E. TRANSMISSION TOWER) TO ALIGN WITH MAIN ST-CURRIN ST
- 3 CLOSE CURRIN FROM 4TH AVE TO 5TH AVE
- 4 POSSIBLY INSTALL FIRE SIGNAL AT OR224/ CURRIN ST-ACACIA RD INTERSECTION
- 5 RELOCATE PARK-AND-RIDE OR CREATE ENTRY DOWNTOWN GATEWAY AMENITY ON STORAGE TANK PROPERTY

**PROPOSED CHANGES (CONT)**

- 6 REVISE TRI-MET ROUTE 30 TO MAIN ST-CURRIN ST- OR 224-BROADWAY ST-4TH AVE -MAIN ST
- 7 ORIENT FIRE TRUCK BAYS TO EXIT DIRECTLY ONTO REALIGNED MAIN ST-CURRIN ST
- 8 IN CONJUNCTION WITH REDEVELOPMENT, PROVIDE ALTERNATIVE ACCESS AND CLOSE OR 224 DRIVEWAY OPPOSITE MAIN ST

**LEGEND**

- - - - - FIRE STATION CONCEPT PLAN AREA\*
- TRAFFIC SIGNAL
- PROPOSED TRAFFIC SIGNAL
- ROAD/ACCESS TO BE CLOSED

Figure 6. Access and Circulation Plan for South Downtown  
(Preliminary and subject to final design and agency approval.)



## CHAPTER 6: STREETScape AND OPEN SPACE DESIGN





## CHAPTER 6: STREETScape AND OPEN SPACE DESIGN

An important element of the Plan will be to visually tie Downtown's streetscape environment together, provide bicycle access to the neighborhoods, retain most if not all of the on-street parking provided today, provide space for more appropriate street trees and updated furnishings, address accessibility concerns and improve the overall aesthetics of Downtown. Solutions were explored to help address these concerns while also leveraging limited public resources for capital improvements. These cost effective solutions will translate into the ability to address more of Downtown's streetscape environment.

The three major streetscape design concepts are described beginning on the following page. Each concept is accompanied by a diagram. Following the streetscape design concepts are descriptions of recent streetscape improvements to OR-211/OR-224 and the Riverside neighborhood.

## Streetscape Design

### *Broadway Street*

Broadway Street presents an opportunity to create a signature streetscape environment that will set it apart from the rest of the Downtown area. Broadway will retain angled parking due to its popularity with drivers and business owners, but will be resurfaced with permeable paving with contrasting bands of unit pavers delineating each space. The new paving design will create a visually attractive contrast to the travel lanes and will help prevent flooding. Permeable concrete unit pavers will be installed in the crosswalks, adding character and further flood protection, and greater visibility of pedestrians. Stormwater planters that collect runoff will be installed at each intersection. The bioswale plantings will help remove toxins in the runoff and allow water to permeate into the existing storm water system. Additionally, the crosswalks will be equipped with tactile warning strips to assist disabled pedestrians. The treatment for Broadway should be extended south of OR-211/OR-224 as it becomes Beech Road to provide a better visual connection between Downtown and the Riverside area.

Existing trees along Broadway drop their leaves and are too wide, causing visual disruptions for businesses, and lifting sidewalks in some locations. Due to this, two options are presented for Broadway (See Figure 7 and Figure 8).

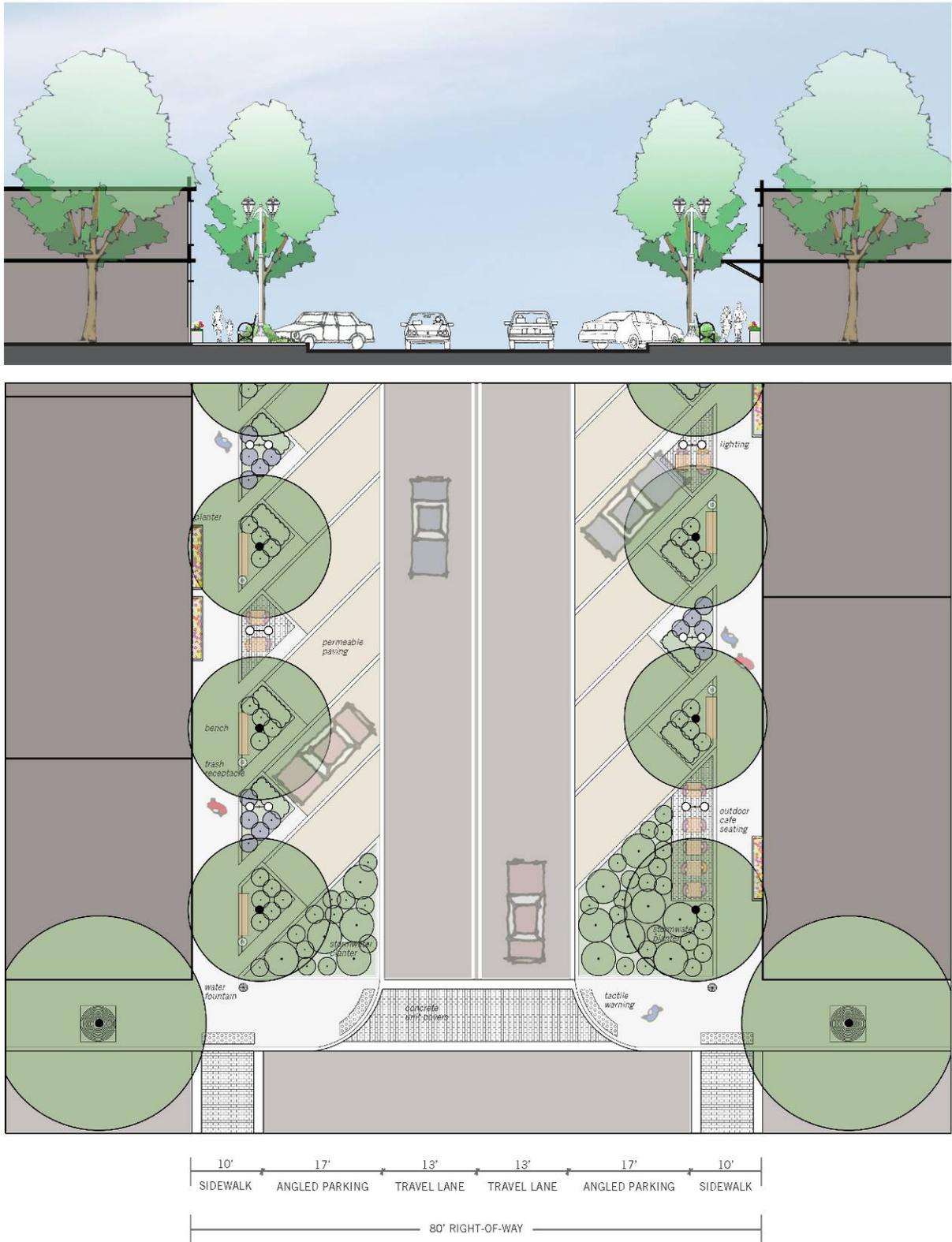


Figure 7. Broadway Street Proposed Streetscape Improvements – Option A

In both options, the sidewalks along Broadway would be 10 feet wide and would accommodate three zones of activity: the street furnishing zone, the pedestrian zone and the frontage zone. The street furnishing zone will consist of benches, trash receptacles, water fountains and double headed “acorn”-style street lighting to illuminate both the pedestrian zone and the parking area. (Street furnishings along Broadway should be more ornate than on other streets in order to further define it as Downtown’s “Main Street”.) The pedestrian zone will be 5 feet wide and will act as a thoroughfare between the street furnishing zone and the frontage zone. The frontage zone, 1.5 feet wide, will accommodate planters in front of businesses, and provide a buffer between the active sidewalk and building facades. Portions of the sidewalk along Broadway will also be able to accommodate small-scale café seating. Above ground utilities should be buried as improvements are implemented.

In Option A, the trees will be removed and new tree wells will be integrated into the landscape areas placed between the parking stalls. The furnishing zone will be enlarged by borrowing space from the unused portion of the parking stalls that is a byproduct of a diagonal parking configuration. The extra space provides additional square footage outside of the pedestrian zone for trees, shrubs, lighting, benches and café seating. Columnar trees planted in the furnishing zone will require less maintenance and will result in a more visually appealing streetscape with better visibility of the storefronts. Trees with smaller leaves will also help to reduce maintenance. A suggested tree planting palette that meets these criteria includes:

- Corinthian Little Leaf Linden
- Scarlet Sentinel Red Maple
- Steeple Sugar Maple

Option B was created to explore what Broadway Street might look like without any trees. In an option with no trees, taller shrubs and grasses can be used to provide some additional vertical elements. Excluding trees from a streetscape design will likely decrease maintenance efforts, but there are tradeoffs. Trees provide shade during the warm summer months and create a unique main street character.



Figure 8. Broadway Street Proposed Streetscape Improvements – Option B

### *Main Street*

Streetscape improvements to Main Street will include parallel parking and dedicated bike lanes with striping (see Figure 9). Asphalt will be the primary surfacing except at intersections where concrete unit pavers with tactile warning strips will be installed. In an effort to prevent flooding on Main Street, stormwater planters will be installed at intersections.

As on Broadway, sidewalks along Main Street will be defined by three distinct zones: the street furnishing zone, the pedestrian zone and the frontage zone. (Street furnishings along Main Street will be less ornate than along Broadway.) Due to the parallel parking and tree well design, the pedestrian zone along Main Street will be broader than along Broadway.

The existing trees along Main Street will be removed and a more appropriate street tree species will be planted in new tree wells. The tree wells will be installed and integrated every two parking spaces. Each tree well will be placed across from a tree well on the opposite side of the street. Above ground utilities should be buried as improvements are implemented.



Figure 9. Main Street Proposed Streetscape Improvements

### *SW 2<sup>nd</sup> Avenue*

The existing pattern of development, with light industrial and residential buildings placed close to the street, leaves very little room for improvement in the sidewalk area if retention of vehicle access and on-street parking is a goal. Therefore, a 5-foot vegetative zone or landscape setback will be installed between the sidewalks and businesses (see Figure 10). This landscape setback will help soften the urban landscape and contribute to the pedestrian experience. Though street furnishings (e.g., benches, trash cans, lighting, water fountains) along 2<sup>nd</sup> Avenue will be more standardized than along Broadway, the lush vegetation will create a more visually appealing streetscape. Surfacing will be asphalt with the exception of the crosswalks, which like Broadway and 2<sup>nd</sup> will be composed of permeable concrete pavers with tactile warning strips. Simple lined parallel parking will be provided and tree wells will be staggered approximately every three parking spaces. Above ground utilities should be buried as improvements are implemented.

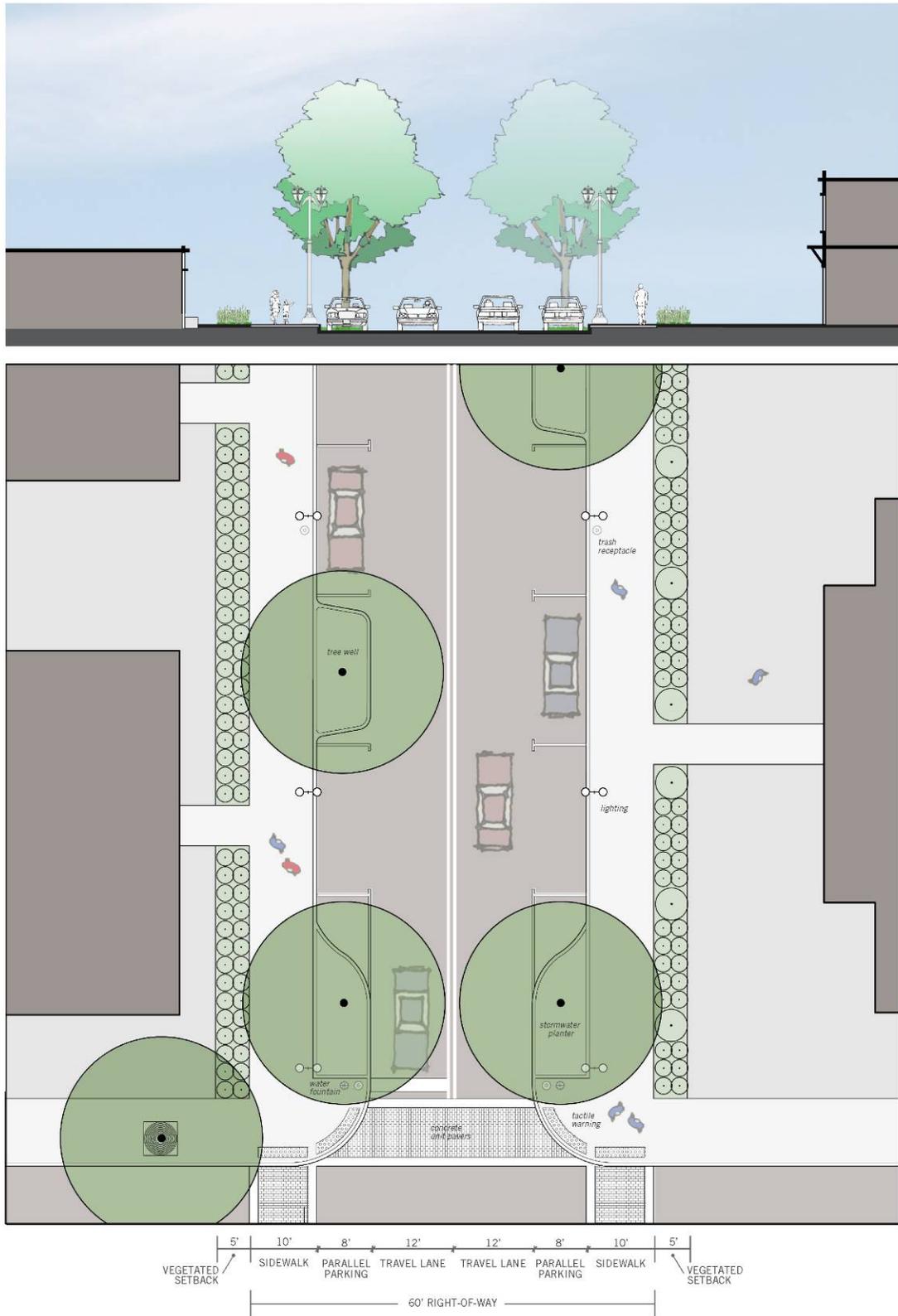


Figure 10. SW 2<sup>nd</sup> Avenue Proposed Streetscape Improvements

#### *OR-211/OR-224*

Recent improvements to OR-211/OR-224 have enhanced pedestrian and bicycle mobility along and across this corridor. Improvements include sidewalks, landscaped buffers, bike lanes and a center planted median with left-turn lanes. Accordingly, traffic entering and exiting Downtown is focused to the signal at Broadway Street, and at unsignalized approaches at 2<sup>nd</sup>, Wade, Main and Shafford. There is sufficient access and connectivity for pedestrian and bicycle traffic at these locations. Additional pedestrian and bicycle improvements are recommended in the vicinity of Main Street, Currin Street and the south side of OR-211/OR-224 in the vicinity of the bridge.

#### *Riverside Neighborhood Streets*

The City recently received a grant to improve the North/South streets between Lakeshore Drive and OR-211/OR-224 in the Riverside area. Improvements included new paving, the addition of sidewalks and curb extensions that also function as stormwater planters. These improvements help define the roadway edge and effectively calm traffic.

## Open Space Design

### *Market Square*

The current location for the farmer's market, located at Broadway and 3<sup>rd</sup>, is a prime location for a permanent public plaza. It is important to integrate open space into the commercial core through physical improvements, better connections and improved streetscape features. The proposed Market Square will provide residents and visitors with a centralized area to gather and recreate, and can serve as the City's focal point for special events, civic celebrations, farmer's markets, day-to-day relaxation and lunchtime socializing. The Market Square or the adjacent development should include public restroom facilities.



Figure 11. Corner Plaza Redevelopment Concept

### *Riverside Pathway*

Widening the pathway along the river's edge will provide additional locations for seating and furnishings, and help stabilize the embankment. Further, an improved pathway will also provide greater visual access to the water with new viewpoints. There is also a possibility of creating a boat launch for kayaks and other small craft. Additionally, a new fence and improved lighting will help increase safety in the area.



The Riverside area adjacent to the Clackamas River provides opportunities for pathway improvements, access points and view platforms.

## Street Furnishings

The following are examples of street furnishings selected for the streetscape improvements.



Figure 12. Bench on Broadway



Figure 13. Bench on Main and 2<sup>nd</sup>



Figure 14. Lighting on Broadway



Figure 15. Lighting on OR-221/OR-224

Figure 16. Tree guard on Broadway

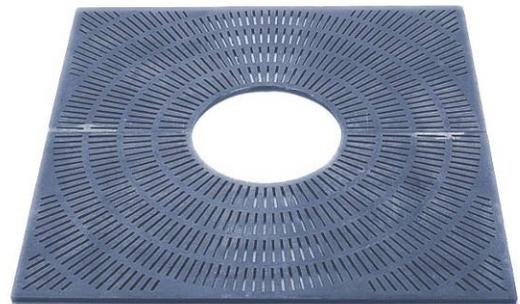


Figure 17. Tree grate



**CHAPTER 7: CATALYTIC PROJECTS/  
REDEVELOPMENT OPPORTUNITY SITES**



## CHAPTER 7: CATALYTIC PROJECTS/ REDEVELOPMENT OPPORTUNITY SITES

### Opportunity Site Concepts

The catalytic projects identified for revitalization represent an array of sites with untapped development potential. They take into account the need to create an inclusive, pedestrian-friendly downtown, and encourage, support and enhance business within the Plan Area. These projects include the following opportunity sites:

- Thriftway Site
- Hi-School Pharmacy
- McCrae Motel Site
- ODOT Park and Ride
- Reliance Connects Properties
- ODOT Maintenance Yard
- Dunlop Site

#### *Thriftway Site (See Figure 18)*

The Thriftway Site is located at the NE corner of the Broadway and Main intersection, and is currently occupied by the Thriftway grocery store. A vacant square corner near the intersection has been “adopted” by the community over the years as a public square—the site of many community events and the weekly farmers market during warmer months. The entire site is considered an “opportunity site” because the owners have expressed a need to move the Thriftway to a location where it can expand and the current site is not large enough to accommodate the expansion. The owners, however, have expressed a desire to redevelop the site to fit community needs.

Convenient multi-family housing, senior housing, a public square and family recreation facilities have been identified as community needs. The site is ideally located to accommodate any of these needs as it is visually the end point of the two main entrances to the city, Broadway and SW 2<sup>nd</sup>. The design team sketched a potential redevelopment building three stories high with approximately 22,500 square feet per floor for a total of 67,500 square feet. The concept sketch is an “L” shaped building that wraps around a “focal point public square” at the corner.

Parking is located at the edge of the north and east sides where the site starts to slope upward. The preliminary study proposes approximately 108 parking spaces. A building of this size could accommodate approximately 75 market rate apartments or approximately 135 subsidized housing apartments. A development of this scale would cost approximately \$7.5 to \$8.0 million, assuming three-story wood frame construction.<sup>14</sup>

A building of this size in this location could also accommodate a variety of public services and/or family recreation facilities, such as a bowling alley or video game arcade. A public facilities structure of this size would cost approximately \$8.5 to \$9.5 million, assuming a three-story wood frame building with brick veneer. Regardless of how the site is redeveloped, ground floor commercial use(s) should be targeted to help activate the new development and adjacent public space (e.g., coffee shop, clothing boutique, daycare center, etc.) that would complement whatever residential or civic uses locate on the site.

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<sup>14</sup> All estimates are planning-level estimates based on typical costs in 2010.

# ESTACADA

## DOWNTOWN AND RIVERSIDE AREA PLAN



Option 2

Option 1

- New Development
- Plaza/Promenade
- Crosswalk
- Streetscape Improvements
- Riverside Pathway and Lookout
- Gateway
- South Downtown Access and Circulation Refinement Area

ILLUSTRATIVE







Figure 18. Thriftway Site Redevelopment Concept

*Hi-School Pharmacy (See Figure 19)*

The existing pharmacy is located at the southwest corner of Broadway and SW 2<sup>nd</sup>, and has expressed an interest in expanding but is constrained at its current site. The existing pharmacy is approximately 18,700 square feet; an expansion of approximately 5,500 square feet is possible onsite to the west. An additional 2,000 square feet would be possible by “vacating” SW Zobrist Street and converting it to parking. Normally, we do not encourage vacating existing streets, but it appears that Zobrist is marginal to the overall downtown street circulation. The design team felt it was more important to propose a way for the pharmacy to expand in its existing location as a vital business in Downtown. A pedestrian and vehicle connection to SW 2<sup>nd</sup>, as well as the existing connections to Broadway and 3<sup>rd</sup>, would be maintained. A 5,500 square feet to 7,500 square feet addition would cost approximately \$550,000 to \$800,000.<sup>15</sup>

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<sup>15</sup> All estimates are planning-level estimates based on typical costs in 2010.

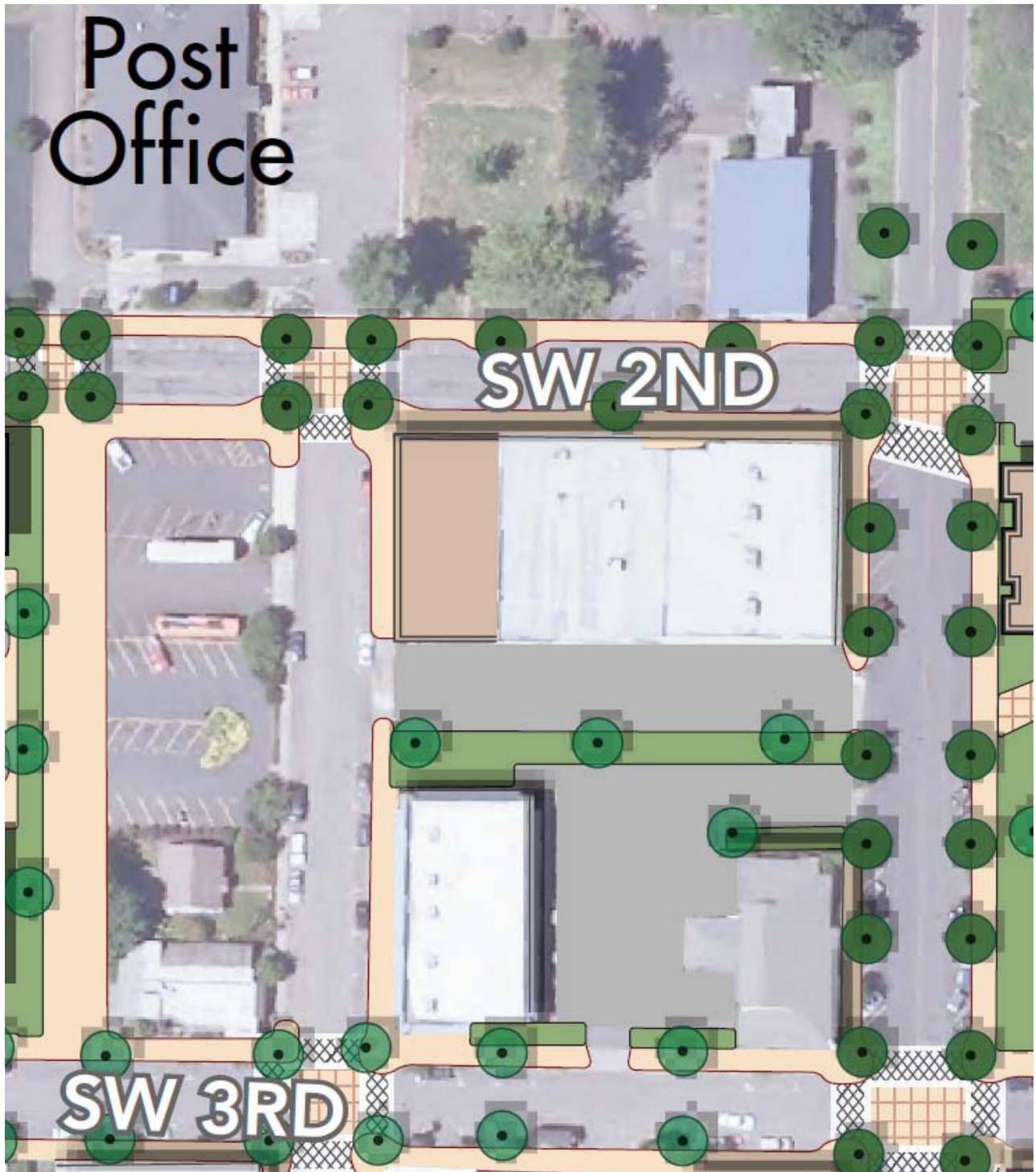


Figure 19. Hi-School Pharmacy Expansion Concept

*McCrae Motel Site (See Figure 20)*

The property fronts on Main Street between SW 3<sup>rd</sup> and SW 4<sup>th</sup> and is occupied by a motel that is in poor condition. Therefore, the motel site is prime for redevelopment. The design team sketched a potential for two, three story structures with shared parking. The structures were envisioned to accommodate approximately 45 units of senior or subsidized housing in each structure or one structure could house a small hotel of 50 units when the market identifies a need. Senior housing is especially attractive in that the site is flat, with necessary services within reasonable walking distances. Parking for 46 cars is available in the parking lot and alley parking. The site was identified as more appropriate for housing or offices than retail in order to maintain Broadway as the prominent retail core. The approximately 22,000 square foot structures would cost approximately \$2.5 to \$3.0 million to develop, assuming three-story wood frame structures.<sup>16</sup>

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<sup>16</sup> All estimates are planning-level estimates based on typical costs in 2010.

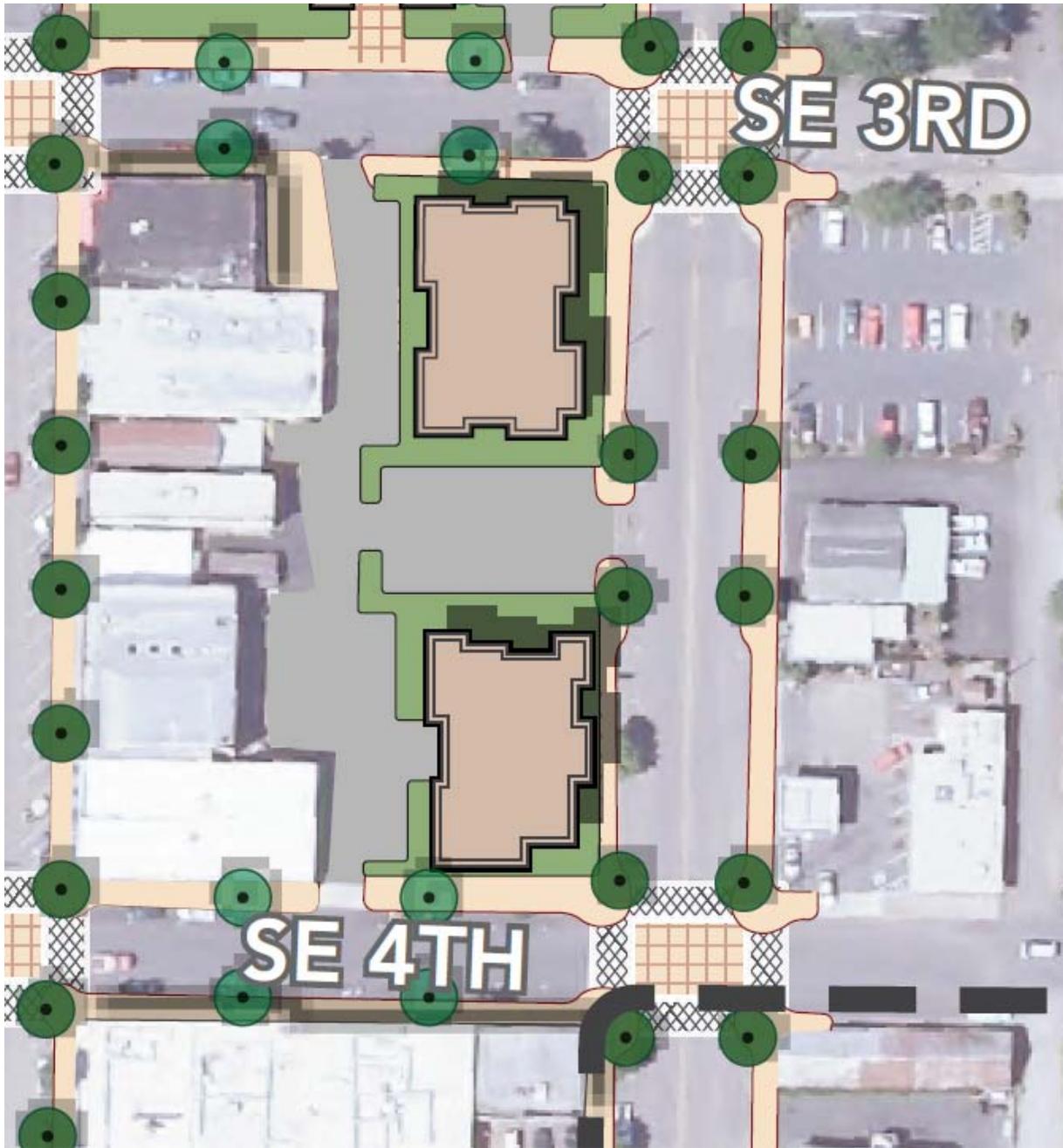


Figure 20. McCrae Motel Site Redevelopment Concept

*ODOT Park-And-Ride (See Figure 21)*

The site of the informal City Park-and-Ride at the south entrance to town fronting on OR-211/OR-224 is owned by ODOT. The site is an opportunity site because: a) its location, b) it is publicly owned and c) it provides public parking. The parking could serve a multitude of uses and serve as overflow parking for community events and expanding recreational uses on the Clackamas River. The design team sketched a maximum efficiency landscaped surface parking lot with approximately 189 parking spaces. The extreme southern tip of the property is not usable for parking because of size and shape constraints but offers an opportunity to install a major “gateway feature” to create a positive first impression for travelers coming across the bridge from the south. The parking is laid out to accommodate a future parking structure when the demand and property values deem it feasible. The parking structure could easily accommodate 246 to 326 cars in a four story structure. The structure would also preserve and allow for a future continuous building frontage approximately 60 feet deep along OR-211/OR-224 for retail or service use. An initial surface parking lot development as sketched would cost approximately \$1,200,000 to develop without restrooms.<sup>17</sup>

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<sup>17</sup> All estimates are planning-level estimates based on typical costs in 2010.



Figure 21. ODOT Park-And-Ride

*Reliance Connects Properties (Options A and B)*

Reliance Inc. is a major property owner in Downtown, with large holdings between SW 2<sup>nd</sup> and SW 3<sup>rd</sup> from SW Cedar to the alley north of SW Wade. These properties are considered “opportunity sites” because the owners would like to develop these properties with more intensive uses. Active uses such as retail or offices would contribute to downtown vibrancy more than the current storage and maintenance uses on the sites. Two options were explored to help transform SW 2<sup>nd</sup>. Option A (on the following page) includes a gradual transformation to a master planned development of modest sized office and services buildings of approximately 4,000 square feet to 10,000 square feet, to a total of approximately 50,000 to 60,000 square feet (see Figure 22). The cost per building would range from approximately \$500,000 to approximately \$1,000,000.<sup>18</sup> The buildings would be built over time as market demand increased.

Option B was generated by the community’s desire to keep Thriftway in Downtown (see Figure 23). The design team tested whether or not there was a site large enough to allow the grocery store to remain in Downtown. The Reliance parcels combined would allow this opportunity. A 50,000 to 60,000 square foot grocery store with parking for approximately 300 cars could be constructed. A portion of SW Wade would have to be “vacated” to accommodate this development, but vehicular access and circulation could be maintained through parking lot circulation. The store should be designed to have a “storefront” appearance of shops on at least two frontages, in this case SW 2<sup>nd</sup> and the east façade that relates to the core of Downtown.

Perhaps a property trade and/or partial sale and trade or outright property sale could be explored by the property owners. Costs for this development are difficult to predict as there are so many unknowns associated with site development. A grocery store in Downtown at this location would be a catalyst development that could reinforce SW 2<sup>nd</sup> as a major city entrance.

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<sup>18</sup> All estimates are planning-level estimates based on typical costs in 2010.



Figure 22. Reliance Connects Redevelopment Concept – Option A

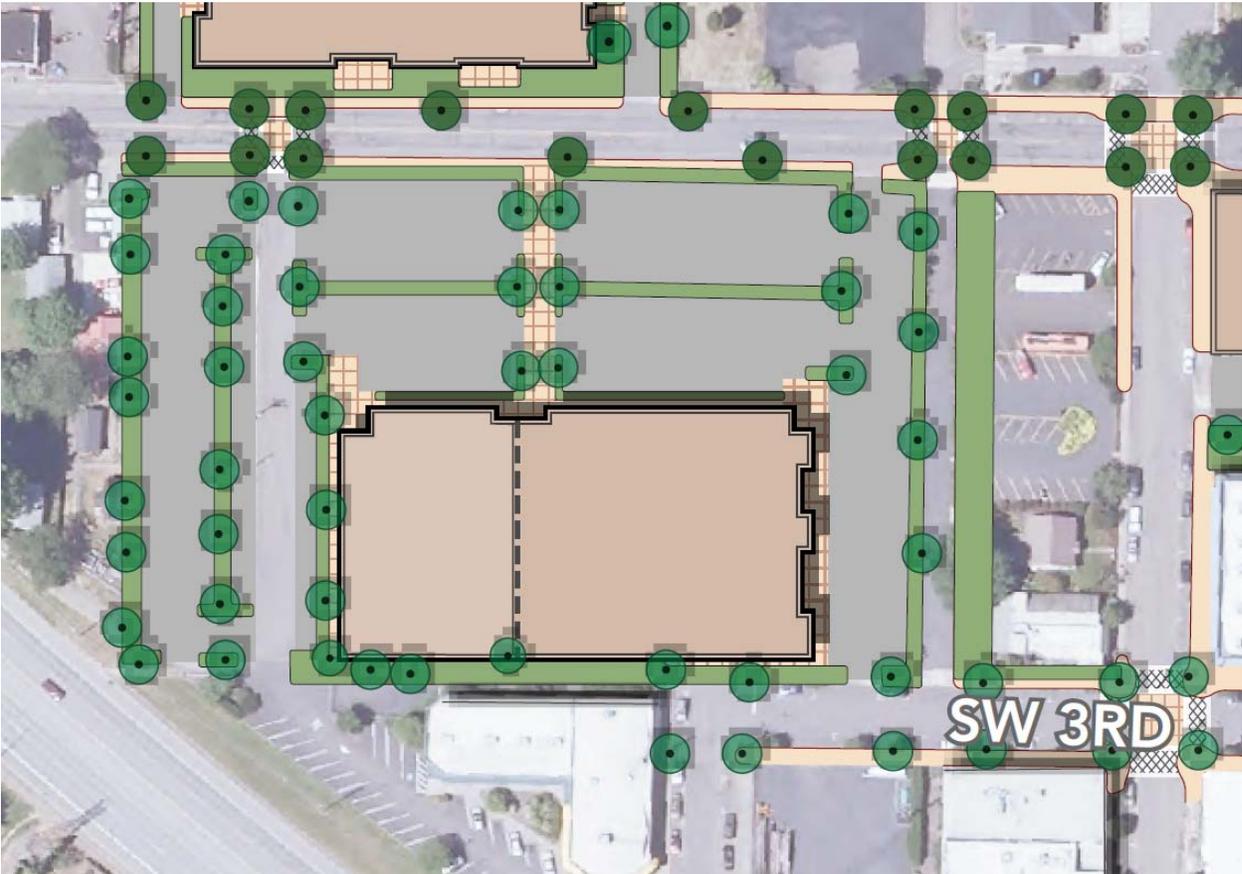


Figure 23. Reliance Connects Redevelopment Concept – Option B

*ODOT Maintenance Yard (see Figure 24)*

The existing ODOT Maintenance Yard on SW 2<sup>nd</sup> is an opportunity site as it is currently for sale and has a long frontage on SW 2<sup>nd</sup>, an identified “major entrance street.” Major redevelopment would bolster the street’s transformation as a pedestrian-oriented entrance to Downtown. With two major property owners (Reliance and ODOT) on each side of SW 2<sup>nd</sup> and both property owners motivated to redevelop, an opportunity exists to transform SW 2<sup>nd</sup>. The ODOT site is listed as approximately 3 acres, but a portion of the site may be unusable due to topography; a topographic and boundary survey is necessary to determine the full usability of the site. It will also be important to test for environmental contamination and other hazardous materials to determine redevelopment potential and develop more accurate cost estimates.

The design team working from aerial photos sketched a potential large format retail development, with an approximately 20,800 square foot one-story building and 60 parking spaces. The building would have an orientation to the street and could house a casual clothes and outdoor sports equipment establishment. The site is one of very few sites in Downtown that can accommodate a large retail store. The 20,800 square foot store would cost approximately \$2.0 million to construct. Typically, a 3-acre site should be able to accommodate a one level development of approximately 40,000 to 45,000 square feet, but a detailed survey is needed to determine the ultimate “holding capacity” of the site.<sup>19</sup>

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<sup>19</sup> All estimates are planning-level estimates based on typical costs in 2010.



Figure 24. ODOT Maintenance Yard Redevelopment

### *Dunlop Properties*

The team also discussed various improvement and development concepts for the Dunlop properties. The site offers views of the riverfront; maintaining views of the water below by continuing to limb-up trees also benefits the commercial uses on the subject property. The sloped site is approximately 5.3 acres and currently contains the Cazadero Inn, a mini-storage facility, and the Red Fox Hotel. A Portland General Electric (PGE) easement runs along the southern edge of the properties adjacent to the river embankment. A large grassy area exists between the Cazadero Inn and mini-storage that is approximately 0.8 acres. The design team discussed a range of options for the site that included outdoor dining at the Cazadero Inn, as well as an amphitheater, fishing pier and/or boat ramp, yurts or riverfront townhouses in the large grassy area. Concepts explored for the site were very preliminary, but an emphasis was on creating a public or quasi-public use to provide increased accessibility to the riverfront.



Figure 25. Dunlop Properties

## Façade Improvements

A façade improvement program is recommended to complement the streetscape and other private property improvements. Simple façade improvements to existing properties can greatly increase the visual impact of the urban landscape with a relatively inexpensive investment. For example, improvements to the “Just In Video” building, shown below, would cost approximately \$13,700 to \$15,000. The Downtown Estacada Urban Renewal Plan currently provides for façade improvement grants.



Figure 26. Proposed Improvements to Just In Video

## CHAPTER 8: IMPLEMENTATION



## CHAPTER 8: IMPLEMENTATION

This chapter recommends capital project priorities and potential funding sources for Estacada's *Downtown and Riverside Area Plan*. Other steps for implementation of the Plan, as identified in the preceding chapters, include amendments to Estacada's *Comprehensive Plan*, *Downtown Urban Renewal Plan*, *Transportation System Plan*, and Development Code.

### Capital Project Recommendations

Preliminary (planning-level) capital cost estimates were developed by MIG, Inc. and Kittelson and Associates, Inc. based on similar recent projects and are included in Appendix A.

- Broadway Street<sup>20</sup> (2<sup>nd</sup> to OR-211/OR-224) and SW Beech Road (OR-211/OR-224 to Lake Shore Drive)
- New Market Square Plaza at Broadway and SE 3<sup>rd</sup> Avenue
- Main Street (1<sup>st</sup> Avenue to SE 5<sup>th</sup>) streetscape improvements
- South Downtown Circulation and Access safety improvements including Main Street-Currin Street realignment, access modifications at SE 5<sup>th</sup> and OR-211/OR-224 and SW Acacia Street realignment between OR-211/OR-224 and Larch Avenue, to align with relocated Main Street north of the highway.
- Gateway Landscape (SW 2<sup>nd</sup>/ OR-211/OR-224 and vacated Main Street Right-of-Way)
- SW 2<sup>nd</sup> Street Improvements (OR-211/OR-224 to Broadway)
- Lake Shore Pathway Improvements

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<sup>20</sup> The plan contains two options for Broadway Street: Option A provides for replacement of existing street trees with a more suitable variety of deciduous shade trees (columnar variety) planted in tree grates; and Option B provides for planting of ornamental shrubs and/or dwarf trees in sidewalk planters. Both Broadway options include widened sidewalks, enhanced angled parking with permeable pavers or stamped concrete, and streetscape amenities, such as street lighting and plantings.

## Preliminary Costs

The recommendations are intended to help leverage limited public funds in a manner that equitably spreads out the costs of the improvements among those who will benefit. The cost estimates include unit costs associated with design, project mobilization, earthwork, roadway striping, masonry, pavement, streetscape amenities, landscaping and irrigation, and a contingency allowance. The costs do not include some enhancements (e.g., public art, plaques, flower baskets, banners, etc.) that could become part of a special community fundraising campaign or downtown merchants association program.

The Downtown and Riverside Advisory Committee (DRAC) should consider the appropriate phasing of improvements based on a funding strategy that leverages public and private contributions. For example, the City could begin with the Broadway improvements using a Revenue Bond (utilizing existing urban renewal funds) and a Local Improvement District, combined with grants and donations. Concurrently, the City could advocate for ODOT to include all or a portion of the Main Street-Currin Street/Acacia Road access and safety improvements on the State Transportation Improvement Program (STIP), as well as listing the project in the City's capital improvement or urban renewal plan.

Once the City and Downtown stakeholders have experienced success with the above projects, the broader community could be engaged in a discussion on safety and recreational needs along the lakeshore. For example, a citywide Parks and Pathways bond could help fund recreational/open space improvements along the waterfront and elsewhere in the community, while leveraging other grants (e.g., State, Metro, or County programs).

Table 4 summarizes planning-level costs, potential funding sources, and a suggested prioritization and timeframe for the above projects. It should be noted that the costs are stated in 2011 dollars, and typically will need to be adjusted upwards in future years to account for inflation (historic average is 2-4% annual cost increase). A summary of potential funding sources follows.

In summary, the total estimated cost of \$5.8 million far exceeds the City's ability to raise funds through existing revenue sources. For example, the Downtown Urban Renewal District (URD) currently

generates approximately \$90,000 per year. Over ten years, that is less than \$1 million in revenue. Other funding sources will be necessary to implement the Plan, and it is likely that not all plan elements will be completed within the next 20 years. Therefore, the City should seek to leverage local funds with outside sources of funding. The project priorities should be reviewed periodically and updated as needed.

**Table 4. Preliminary Capital Cost Estimates, Prioritization, and Funding for Downtown & Riverside Area Improvements**

Capital Projects	Prioritization and Timing	Potential Funding Sources	Preliminary Costs
Broadway and Beech Street – Streetscape SW 2 <sup>nd</sup> Ave. to Lakeshore	High Priority	-Revenue Bond -Urban Renewal -LID -SDC -Grants -Donations	\$1,540,890
Market Square – Plaza at SE 3 <sup>rd</sup> Ave. and Broadway	High Priority	-Urban Renewal -Public-Private Development -Grants -Parks SDC -Donations	\$245,000
Main Street – Streetscape SW 4 <sup>th</sup> Ave. to SW 1 <sup>st</sup> Avenue	Medium Priority	Revenue Bond -Urban Renewal -LID -SDC -Grants -Donations	\$505,250
Main Street-Currin Street Realignment – OR-211/OR-224 to SW 4 <sup>th</sup> Ave.; and Acacia from OR-211/OR-224 to Larch Road	Medium Priority, increasing to High Priority within 10 yrs	ODOT Urban Renewal LID SDC Development Conditions	\$537,260 <u>+\$302,000</u> \$839,260
Gateway Landscapes – at Main Street and OR-211/OR-224; and at SW 2 <sup>nd</sup> Ave. and OR-211/OR-224	Medium Priority	Urban Renewal Grants Donations	\$125,000 <u>x 2 sites</u> \$250,000
SW 2 <sup>nd</sup> Street – Streetscape from OR-211/OR-224 to SW 2 <sup>nd</sup> Ave.	Medium Priority	Revenue Bond -Urban Renewal -LID -SDC -Grants -Donations	\$552,440
Lake Shore Pathway Improvements	Medium Priority	GO Bond Parks SDC Grants Donations	\$423,000
Transit Park-and-Ride Lot Improvements (Parking, Public Rest Room and Visitor Information Kiosk)	Medium Priority	Tri-Met* SDC Urban Renewal Grants	\$1,500,000
<b>Total</b>			<b>\$5,855,840</b>

Source: See Appendix A. Costs are expressed in 2011-dollar amounts.

\*Identification of ODOT and Tri-Met as potential funding sources does not obligate the agencies to funding.

## Funding Options

This section summarizes the potential funding and financing options that are available to the City of Estacada. They include the funding options identified in Table 1, as well as other options the City may want to consider:

- System Development Charges (SDC)
- Urban Renewal Program, Tax Increment Financing
- Local Improvement Districts (LID)
- General Obligation and General Revenue Bonds
- State and Federal Financing Programs and Grants
- Parking District Charges
- Zone of Benefit District (ZBD)
- Economic Improvement District (EID)
- Utility Rates and Connection Charges
- Development-funded Improvements

Implementation of the planned transportation and landscape improvements will take significant financial expenditure. Improvements to downtown streets are expected to result in enhanced pedestrian, bicycle, and vehicular access and safety in the downtown core area. The enhancements will provide a direct benefit to downtown visitors, residents, businesses and workers. In light of the anticipated local benefits to Downtown businesses, residents and property owners, and citywide benefits to residents who visit, shop or work Downtown, the City may consider a mix of local and city-wide funding techniques to help spread out the cost of the improvements to those who benefit.

A summary of local funding techniques used in Oregon follows. Although the narrative identifies “potential” primary and secondary sources of funding, some projects are better suited to certain funding techniques, as illustrated in Table 1.

*Urban Renewal District (URD) – Primary Source*

At the discretion of the City of Estacada’s Urban Renewal Agency, there may be opportunities to utilize funding from the existing Downtown URD for eligible economic development improvements. In many cases, URD funds are combined with other local funding sources (e.g., LIDs) to leverage non-local grants or loans. Based on discussions with City staff, the existing URD funds are currently limited to approximately \$90,000 per year, so URD revenues would have to be one of several sources (not a primary source) of funds for capital facilities.

*System Development Charges – Secondary Source*

ORS 223.297 – 223.314 provides “a uniform framework for the imposition of system development charges by governmental units” and establishes “that the charges may be used only for capital improvements.” An SDC can be constructed to include one or both of the following components: (1) a reimbursement fee, intended to recover an equitable share of the cost of facilities already constructed or under construction and (2) an improvement fee, intended to recover a fair share of future, planned, capital improvements needed to increase the capacity of the system. ORS 222.299 defines “capital improvements” as facilities or assets used for:

- Water supply, treatment and distribution;
- Waste water collection, transmission, treatment and disposal;
- Drainage and flood control;
- Transportation; or
- Parks and recreation.

The City of Estacada has an SDC program in place. SDCs may include an “improvement fee” for new facilities as well as a “reimbursement fee” associated with capital improvements already constructed. SDCs cannot be used for operations or routine maintenance.

Estacada may apply SDC funding to designated capital improvements that enhance capacity as required to address future growth needs. Potentially applicable Downtown and Riverside area facilities include streets, transit facilities, pedestrian facilities, storm drainage, flood control, and parks (pathway) improvements.

In order to enhance SDC revenues and allocate SDC funds, the City should consider updating its SDC methodology for transportation, parks and storm water facilities. This would entail an update to the capital facilities program list, cost estimates, and calculation of improvement fee and reimbursement fee calculations. For example, unlike Oregon City and other communities that reduce SDCs for projects within their town centers, Estacada provides no SDC reductions for development Downtown.

Rather than creating/adopting an SDC overlay for Downtown (which may result in higher fees in Downtown and discourage redevelopment there), it is recommended that the City revisit its overall methodology for calculating SDCs. Key objectives of the SDC update could focus on:

- Use of an updated capital facilities plan that includes Downtown and Riverside projects
- Location-based SDCs (SDC adjustment/reduction for housing developments and other changes in land use in the Downtown area).
- Variable SDCs by dwelling and land use type (SDCs can vary for residential dwelling categories and about 143 non-residential categories)
- Variable SDCs for higher density and “green” design (special SDC reductions can be provided for any development in the city that can demonstrate lower trip generation rates)
- Setting SDC rates to be comparable to other similarly sized and situation cities in Oregon.

#### *Local Improvement District (LID) – Primary Source*

Cities in Oregon have the statutory authority to establish local improvement districts and levy special assessments on the benefited property to pay for improvements. These are payable in annual installments for up to 30 years and would show up on property owners’ tax assessments. LIDs are generally used for capital improvement projects that benefit multiple property owners. The formation of LID districts could be considered as a potential primary source of funding streetscape improvements Downtown because there will be direct benefits to multiple property owners.

*Revenue Bonds and General Obligation Bonds – Primary Source*

At present, the City is not in a financial position to pay for needed capital improvements with fund reserves or taxes. Absent assisted funding and low-cost loan programs, the City may need to rely on conventional municipal bond debt to finance the construction of its proposed capital program. There are some benefits to this form of financing; first, as with all debt, it spreads capital costs over the term of the bonds; second, bonds implement a level of equity by dissipating the burden among current and future customers; and, finally, bonds allow flexibility in the term/number of years for repayment.

*Revenue Bonds*

Revenue Bonds are, by definition, backed by the revenue of a utility or enterprise fund. Because the payment stream is less secured than tax-backed bonds, revenue bonds carry higher interest rates than general obligation bonds. This differential, however, may be minimal.

Revenue bonds are perhaps the most common source of funding for construction of major public facility or utility projects. To issue revenue bonds, the City would be required to commit to certain security conditions related to repayment, specifically reserve and coverage requirements for annual rate revenues. These conditions would be included in the bond resolution adopted by the City and essentially impose certain conservative financial practices on the City as a way of making the bonds more secure.

The reserve requirement would commit the City to maintain a bond reserve, which could be used to meet payments if the utility were to be incapable of doing so. This reserve is often set at the least of (a) 10 percent of the issue price of all new and outstanding parity bonds, (b) maximum annual debt service on all new and outstanding parity bonds, and (c) 1.25 times average annual debt service on all new and outstanding parity bonds. The reserve requirement is dictated by the terms of the bond resolution. Since the reserve can be invested and earn interest, the net cost of providing the reserve is relatively small. The City has the option of borrowing the reserve requirement as part of the total loan amount, or could fund it over a five-year period through rates and interest earnings.

Revenue bond coverage is a legal requirement binding a utility to demonstrate that annual revenues exceed expenses by a multiple of the debt service payment. This factor is usually at least 1.25, and is higher for agencies with unrated bonds or low bond ratings. Revenue bond coverage can require higher utility rates than otherwise necessary in order to meet the coverage target. Any accumulated assessment reserves or other available fund reserves may be used to pay off all or some of the outstanding principal.

#### *General Obligation Bonds*

General Obligation (G.O.) Bonds offer attractive conditions relative to revenue bonds. G.O. bonds are issued against the City's general fund and taxing authority. G.O. bonds offer slightly lower interest rates than revenue bonds, being backed by the City's tax base. From the investor's perspective, tax-backed debt is more secure. These bonds also carry no additional coverage requirement, allowing the City to collect revenues necessary to meet annual debt service with no additional financial consequences. G.O. bonds can be politically unpalatable if the municipality's constituency doesn't support the project purpose.

Other dedicated revenues may repay general obligation bonds issued against the taxing authority of the City. This arrangement takes advantage of the more favorable terms, while still requiring system users to repay the debt. The General Fund would ultimately remain responsible for debt repayment should rate revenues prove insufficient.

#### *Loans and Grants – Secondary Source*

Federal and state grant programs, once readily available for financial assistance, were mostly eliminated or replaced by low-cost loan programs. Remaining grant programs are generally limited in application, lightly funded and heavily subscribed. Nonetheless, the economic benefit of grants and low-interest loans can make the effort of applying worthwhile.

#### *Bank Loans*

The City may utilize private bank loans or state loans to make strategic capital facility upgrades. Given the City of Estacada's limited operating revenues, bank loans would only be viable for smaller budget improvements that promise rapid return on the

investment. State loan funds available from Business Oregon currently include the Special Public Works Fund, and the Oregon Bond Bank. Special Public Works funds are available on a competitive basis to public agencies and can fund projects of up to \$3.0 million but require well-secured loan guarantees from the applicants. Oregon Bond Bank funds are available if the project is well secured and other funding alternatives are not available.

#### *Grant Financing*

Grants offer some potential for the capital improvement projects and initiatives that the City is considering. The City can leverage local dollars as a match for non-local grant funding.

Several state and federal loan and grant programs are described in Appendix B.

#### *Public-Private Development Incentives – Primary or Secondary Source*

In addition to supporting new sources of funding, the City could also explore opportunities for leveraging desired investment Downtown, which results in expansion of the tax base. As the City's urban renewal district reserve funds increase over time, the City may consider new policies to loan urban renewal funds to investors as a secondary source of financing for private investments that meet local goals and objectives. Potential lending criteria could include: level of private investment to be leveraged (e.g., at least \$1 million per project); potential direct permanent job creation; and potential development of affordable housing or workforce housing in Downtown.

Another approach used by cities (Bend, Salem, etc.) to encourage downtown development entails the use of expedited design approvals for projects that meet clear and objective design standards.

#### *Donations and Corporate Sponsorships – Secondary Source*

Estacada could work with non-profit foundations to rehabilitate downtown buildings and establish local funding for civic improvements, such as the proposed Market Square (plaza), public art, lakeshore pathway overlooks, and gateway landscaping improvements. Foundations such as the Meyer Memorial Trust offer matching grants for community development projects. These and other foundations, along with corporate and individual donations or

sponsorships, could become a source of funding for unique downtown streetscape and artwork improvement.

*Zone of Benefit (ZBD) – Secondary Source*

Similar to LIDs, cities can require future downtown developers, within a designated zone of benefit district (ZBD), to partially reimburse the City for capital improvement that were funded in advance of planned redevelopment efforts if the developer's proportional share of the cost is not otherwise covered by System Development Charges. This payment would be made directly to the City, only if the developer/applicant seeks a building permit or development approval within 15 years of formation of the ZBD.

*Economic Improvement District (EID) – Secondary Source*

Cities may establish an Economic Improvement District (EID) or business improvement district (BID) to create additional revenue for targeted infrastructure improvements or enhanced operating/advertising services (e.g., public safety or marketing within Downtown). EIDs require the formation of a special benefit district area, identification of improvements and services to be funded, along with an assessment mechanism and methodology report that is subject to approval by the majority of property owners within the district. In Oregon, most EIDs are limited to relatively small annual assessments and used to enhance maintenance and marketing activities.

*Parking District – Secondary Source*

Several cities in Oregon have established special parking districts in their downtown areas (including Bend, The Dalles, Salem, Ashland, etc.) with revenues derived from parking fees and citations. Parking districts are generally intended to enhance the overall parking efficiency and management within downtown locations. Funds may be combined with other sources of local funding and used for parking system and operational improvements, such as development of new public off-street parking facilities, park and rides and parking area maintenance activities.

#### *Utility Fees and Connection Charges – Secondary Source*

Utility rates and connection charges are a common way to raise local revenues to pay for required infrastructure facilities and operations but require approval and adoption by the City Council or utility district and must meet state and local regulations. Utility fees for street lighting, transportation, parks or storm drainage facilities are utilized by several cities in Oregon, including La Grande, Lake Oswego and Medford.

#### Other Implementation Actions and Strategies

In addition, to prioritizing the above capital projects and identifying preferred funding methods, the City should take the following actions to implement the *Downtown and Riverside Area Plan*:

1. Amend the *City of Estacada Comprehensive Plan* to incorporate the Objectives and Policies contained in Chapter 4.
2. Amend the *City of Estacada Transportation System Plan (TSP)* to incorporate the text and map changes contained in Chapter 5.
3. Request the Oregon Department of Transportation include the Main Street Realignment/Acacia Road Relocation project on the State Transportation Improvement Program (STIP), along with a City commitment to fund a portion of the project.
4. Update the City of Estacada *Capital Improvement Program* and *Downtown Urban Renewal Plan* to include capital projects from the *Downtown and Riverside Area Plan*.
5. Amend Title 16 of the City of Estacada Municipal Code, pursuant to Chapter 4 (Development Code Amendments).
6. Review and update the City of Estacada's System Development Charge ordinances, as recommended by the *Downtown and Riverside Area Plan*.
7. Work with Downtown property owners and businesses to explore potential redevelopment partnership opportunities.
8. Tap into Estacada's arts community/organizations to help implement the Streetscape and Open Space recommendations (Chapter 6), and to help shape catalytic projects in the Downtown and Riverside areas.

9. Track grant and other state and federal funding opportunities, and advocate for City funding awards.



**APPENDIX A – PRELIMINARY (PLANNING-LEVEL)  
COSTS FOR IMPROVEMENTS**



**Job Name:** Main Street  
**Job Number:** 1826.02  
**Date:** March 8, 2011

**Preliminary**  
**OPINION OF PROBABLE CONSTRUCTION COST**  
**(Main Street Improvements from SW 4th Avenue to NW 1st Avenue)**

DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT COST	ITEM COST	SUB TOTAL
<b>MOBILIZATION</b>					
Mobilization		LS	30,000.00	30,000	
Utility Relocation*	-	LF	160.00	-	
Const. Survey, Monumentation, SWPPP/BMP's		LS	20,000.00	20,000	
Sub-Total				50,000	50,000
<b>DEMO/EARTHWORK/GRADING</b>					
Finish Grading for Bulbouts Subgrade (extension of existing sidewalk)	1,620	SF	1.00	1,620	
Concrete Curb Alterations	360	LF	7.00	2,520	
Concrete Paving Demo (under new bulb outs)	1,620	SF	2.75	4,455	
Sub-Total				8,595	8,595
<b>ROAD RESTRIPIING</b>					
Repaint Lanes and Bike Lanes	5,740	LF	0.75	4,305	
Repaint Pedestrian Crossings	624	LF	4.00	2,496	
Sub-Total				6,801	6,801
<b>CONCRETE</b>					
Bulbouts w Tree Wells	1,210	SF	25.00	30,250	
Bulb Outs w Access Ramps	1,620	SF	15.00	24,300	
Colored Concrete Frame for Brick or Stamped Concrete Crosswalks	1,120	SF	10.00	11,200	
Sub-Total				65,750	65,750
<b>MASONRY</b>					
Brick or Stamped Concrete Crosswalks	5,600	SF	8.00	44,800	
Sub-Total				44,800	44,800

Job Name: Main Street  
 Job Number: 1826.02  
 Date: March 8, 2011

**Preliminary  
 OPINION OF PROBABLE CONSTRUCTION COST  
 (Main Street Improvements from SW 4th Avenue to NW 1st Avenue)**

DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT COST	ITEM COST	SUB TOTAL
<b>SITE AMENITIES</b>					
Trash Receptacle	8	EA	800.00	6,400	
Benches	12	EA	1,000.00	12,000	
Sub-Total				18,400	18,400
<b>ELECTRICAL</b>					
12'-14' Acorn Ped Street Light (stub out conduit & adj. pullbox)	24	EA	4,000.00	96,000	
Sub-Total				96,000	96,000
<b>PLANTING AND IRRIGATION</b>					
48" Box tree	18	EA	1,000.00	18,000	
1 Gal. Shrub	26	EA	6.00	156	
5 Gal. Shrub	26	EA	15.00	390	
15 Gal. Shrub	12	EA	65.00	780	
Tree Grates	18	EA	500.00	9,000	
Tree Guards	18	EA	400.00	7,200	
Irrigation System	1	LS	25,000.00	25,000	
Sub-Total				60,526	60,526
<b>TOTALS</b>					
	<b>SUB-TOTAL</b>				<b>350,872</b>
	<b>20% CONTINGENCY</b>				<b>70,174</b>
	<b>ESTIMATED CONSTRUCTION COST</b>				<b>421,046</b>
	<b>20% Architectural/Engineering Fees</b>				<b>84,209</b>
	<b>TOTAL</b>				<b>505,256</b>

*This is a rough planning level cost estimate and does not reflect the unique conditions that individual blocks may have. The existing utility location and potential impacts is based on GIS maps provided by the County.*

Job Name: Main Street  
 Job Number: 1826.02  
 Date: March 8, 2011

Preliminary  
**OPINION OF PROBABLE CONSTRUCTION COST**  
 (Main Street Improvements from OR 224 to SW 4th Avenue)

DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT COST	ITEM COST	SUB TOTAL
<b>MOBILIZATION</b>					
Mobilization		LS	10,000.00	10,000	
Utility Relocation*	-	LF	160.00	-	
Const. Survey, Monumentation, SWPPP/BMP's		LS	10,000.00	10,000	
Sub-Total				20,000	20,000
<b>DEMO/EARTHWORK/GRADING</b>					
Finish Grading for New Roadway	36,000	SF	1.00	36,000	
Concrete Paving Demo	24,000	SF	2.75	66,000	
Sub-Total				102,000	102,000
<b>ROAD STRIPING</b>					
Paint Lanes and Bike Lanes	4,760	LF	0.75	3,570	
Sub-Total				3,570	3,570
<b>CONCRETE</b>					
Main Street/Currin Realignment				200,000	
Sub-Total				200,000	200,000
<b>MASONRY</b>					
Brick or Stamped Concrete Crosswalks	500	SF	8.00	4,000	
Sub-Total				4,000	4,000

Job Name: Main Street  
 Job Number: 1826.02  
 Date: March 8, 2011

**Preliminary  
 OPINION OF PROBABLE CONSTRUCTION COST  
 (Main Street Improvements from OR 224 to SW 4th Avenue)**

DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT COST	ITEM COST	SUB TOTAL
<b>SITE AMENITIES</b>					
Trash Receptacle	2	EA	800.00	1,600	
Benches	2	EA	1,000.00	2,000	
Sub-Total				3,600	3,600
<b>ELECTRICAL</b>					
12'-14' Acorn Ped Street Light (stub out conduit & adj. pullbox)	6	EA	4,000.00	24,000	
Sub-Total				24,000	24,000
<b>PLANTING AND IRRIGATION</b>					
48" Box tree	8	EA	1,000.00	8,000	
1 Gal. Shrub	10	EA	6.00	60	
5 Gal. Shrub	10	EA	15.00	150	
15 Gal. Shrub	8	EA	65.00	520	
Tree Grates	8	EA	500.00	4,000	
Tree Guards	8	EA	400.00	3,200	
Sub-Total				15,930	15,930
<b>TOTALS</b>					
	<b>SUB-TOTAL</b>				<b>373,100</b>
	<b>20% CONTINGENCY</b>				<b>74,620</b>
	<b>ESTIMATED CONSTRUCTION COST</b>				<b>447,720</b>
	<b>20% Architectural/Engineering Fees/CM</b>				<b>89,544</b>
	<b>TOTAL</b>				<b>537,264</b>

Fire Signal on OR 224 (optional)	1	EA	124,000.00	124,000	124,000
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*This is a rough planning level cost estimate and does not reflect the unique conditions that individual blocks may have. The existing utility location and potential impacts is based on GIS maps provided by the County.*

Job Name: Acacia Realignment  
Job Number: 1826.02  
Date: March 15, 2011

Preliminary  
OPINION OF PROBABLE CONSTRUCTION COST  
(Acacia Street Realignment south of 224)

TOTALS	ESTIMATED CONSTRUCTION COST		181,200
	20% Architectural/Engineering Fees/CM		60,400
	20% Contingency		60,400
	TOTAL		302,000

*This is a rough planning level cost estimate and does not reflect the unique conditions that individual blocks may have. The existing utility location and potential impacts is based on GIS maps provided by the County.*

**Job Name:** Broadway/Beech  
**Job Number:** 1826.02  
**Date:** March 8, 2011

**Preliminary**  
**OPINION OF PROBABLE CONSTRUCTION COST**  
**(Broadway/Beech Improvements from Lakeshore to SW 2nd Ave)**

DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT COST	ITEM COST	SUB TOTAL
<b>MOBILIZATION</b>					
Mobilization		LS	40,000.00	40,000	
Utility Relocation*		LF	160.00	-	
Const. Survey, Monumentation, SWPPP/BMP's		LS	25,000.00	25,000	
Sub-Total				65,000	65,000
<b>DEMO/EARTHWORK/GRADING</b>					
Finish Grading for Sidewalk Subgrade (extension of existing sidewalk)	11,060	SF	1.00	11,060	
Finish Grading for Parking Pavement Subgrade	34,760	SF	1.00	34,760	
Concrete Curb Alterations	1,580	LF	7.00	11,060	
Concrete Paving Demo (under new bulb outs)	6,480	SF	2.75	17,820	
Sub-Total				74,700	74,700
<b>ROAD RESTRIPIING</b>					
Repaint Lanes	1,580	LF	0.75	1,185	
Repaint Parking Stalls	2,502	LF	0.75	1,877	
Sub-Total				3,062	3,062
<b>CONCRETE</b>					
Concrete Sidewalk Paving (extension of existing sidewalks)	3,160	SF	9.00	28,440	
PCC 6" Curb	2,108	LF	40.00	84,320	
Bulb Outs w Access Ramps	6,480	SF	15.00	97,200	
Colored Concrete Frame for Brick or Stamped Concrete Intersections	1,120	SF	10.00	11,200	
Sub-Total				221,160	221,160

Job Name: Broadway/Beech  
 Job Number: 1826.02  
 Date: March 8, 2011

**Preliminary  
 OPINION OF PROBABLE CONSTRUCTION COST  
 (Broadway/Beech Improvements from Lakeshore to SW 2nd Ave)**

DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT COST	ITEM COST	SUB TOTAL
<b>MASONRY</b>					
Brick or Stamped Concrete Intersections	14,400	SF	8.00	115,200	
Brick or Stamped Concrete Parking Stalls	28,474	SF	8.00	227,792	
Sub-Total				342,992	342,992
<b>SITE AMENITIES</b>					
Trash Receptacle	12	EA	800.00	9,600	
Benches	16	EA	1,000.00	16,000	
Sub-Total				25,600	25,600
<b>ELECTRICAL</b>					
12'-14' Dbl. Acorn Ped Street Light (stub out conduit & adj. pullbox)	42	EA	5,000.00	210,000	
Sub-Total				210,000	210,000
<b>PLANTING AND IRRIGATION</b>					
48" Box tree	52	EA	1,000.00	52,000	
1 Gal. Shrub	100	EA	6.00	600	
5 Gal. Shrub	80	EA	15.00	1,200	
15 Gal. Shrub	30	EA	65.00	1,950	
Tree Grates	52	EA	500.00	26,000	
Tree Guards	52	EA	400.00	20,800	
Irrigation System	1	LS	25,000.00	25,000	
Sub-Total				127,550	127,550
<b>TOTALS</b>					
	<b>SUB-TOTAL</b>				<b>1,070,064</b>
	<b>20% CONTINGENCY</b>				<b>214,013</b>
	<b>ESTIMATED CONSTRUCTION COST</b>				<b>1,284,076</b>
	<b>20% Architectural/Engineering Fees</b>				<b>256,815</b>
	<b>TOTAL</b>				<b>1,540,891</b>

*This is a rough planning level cost estimate and does not reflect the unique conditions that individual blocks may have. The existing utility location and potential impacts is based on GIS maps provided by the County.*

**Job Name:** Main Street  
**Job Number:** 1826.02  
**Date:** March 8, 2011

**Preliminary  
 OPINION OF PROBABLE CONSTRUCTION COST  
 (SW 2nd Avenue Improvements from OR 224 to Broadway)**

DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT COST	ITEM COST	SUB TOTAL
<b>MOBILIZATION</b>					
Mobilization		LS	30,000.00	30,000	
Utility Relocation*		LF	160.00	-	
Const. Survey, Monumentation, SWPPP/BMP's		LS	20,000.00	20,000	
Sub-Total				50,000	50,000
<b>DEMO/EARTHWORK/GRADING</b>					
Concrete Curb Alterations	790	LF	7.00	5,530	
Concrete Paving Demo (under new bulb outs)	2,916	SF	2.75	8,019	
Sub-Total				13,549	13,549
<b>ROAD RESTRIPING</b>					
Repaint Lanes	2,108	LF	0.75	1,581	
Paint Parking Stalls	1,110	LF	0.75	833	
Sub-Total				2,414	2,414
<b>CONCRETE</b>					
PCC 6" Curb	790	LF	40.00	31,600	
Bulb Outs w Access Ramps	2,916	SF	15.00	43,740	
Colored Concrete Frame for Brick or Stamped Concrete Crosswalks	855	SF	10.00	8,550	
Sub-Total				83,890	83,890
<b>MASONRY</b>					
Brick or Stamped Concrete Corsswalks	5,400	SF	8.00	43,200	
Sub-Total				43,200	43,200

Job Name: Main Street  
 Job Number: 1826.02  
 Date: March 8, 2011

**Preliminary  
 OPINION OF PROBABLE CONSTRUCTION COST  
 (SW 2nd Avenue Improvements from OR 224 to Broadway)**

DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT COST	ITEM COST	SUB TOTAL
<b>SITE AMENITIES</b>					
Trash Receptacle	12	EA	800.00	9,600	
Benches	12	EA	1,000.00	12,000	
Sub-Total				21,600	21,600
<b>ELECTRICAL</b>					
12'-14' Acorn Ped Street Light (stub out conduit & adj. pullbox)	24	EA	4,000.00	96,000	
Sub-Total				96,000	96,000
<b>PLANTING AND IRRIGATION</b>					
48" Box tree	24	EA	1,000.00	24,000	
1 Gal. Shrub	48	EA	6.00	288	
5 Gal. Shrub	36	EA	15.00	540	
15 Gal. Shrub	24	EA	65.00	1,560	
Tree Grates	24	EA	500.00	12,000	
Tree Guards	24	EA	400.00	9,600	
Irrigation System	1	LS	25,000.00	25,000	
Sub-Total				72,988	72,988
<b>TOTALS</b>					
	<b>SUB-TOTAL</b>				<b>383,641</b>
	<b>20% CONTINGENCY</b>				<b>76,728</b>
	<b>ESTIMATED CONSTRUCTION COST</b>				<b>460,369</b>
	<b>20% Architectural/Engineering Fees</b>				<b>92,074</b>
	<b>TOTAL</b>				<b>552,442</b>

*This is a rough planning level cost estimate and does not reflect the unique conditions that individual blocks may have. The existing utility location and potential impacts is based on GIS maps provided by the County.*

Job Name: Gateway Property  
 Job Number: 1826.02  
 Date: March 15, 2011

Preliminary

TOTALS	ESTIMATED ACQUISITION & CONSTRUCTION COST		75,000
	20% Architectural/Engineering Fees/CM		25,000
	20% Contingency		25,000
	TOTAL		125,000

Job Name: Market Plaza  
 Job Number: 1826.02  
 Date: March 15, 2011

Preliminary

TOTALS	ESTIMATED CONSTRUCTION COST		175,000
	20% Architectural/Engineering Fees/CM		35,000
	20% Contingency		35,000
	TOTAL		245,000

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*This is a rough planning level cost estimate and does not reflect the unique conditions that individual blocks may have. The existing utility location and potential impacts is based on GIS maps provided by the County.*

**Job Name:** Riverfront Trail  
**Job Number:** 1826.02  
**Date:** March 8, 2011

**Preliminary  
 OPINION OF PROBABLE CONSTRUCTION COST  
 (Riverfront Trail Improvements from OR 224 to Estacada Bridge)**

DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT COST	ITEM COST	SUB TOTAL
<b>MOBILIZATION</b>					
Mobilization		LS	15,000.00	15,000	
Utility Relocation*		LF	160.00	-	
Const. Survey, Monumentation, SWPPP/BMP's		LS	5,000.00	5,000	
Sub-Total				20,000	20,000
<b>DEMO/EARTHWORK/GRADING</b>					
Finish Grading for Trail	35,800	SF	0.75	26,850	
Existing Trail Demo	47,960	SF	0.75	35,970	
Sub-Total				62,820	62,820
<b>ASPHALT</b>					
Access Ramps	216	SF	15.00	3,240	
4" Thick Asphalt Trail	47,960	SF	0.80	38,368	
Sub-Total				41,608	41,608

Job Name: Riverfront Trail  
 Job Number: 1826.02  
 Date: March 8, 2011

Preliminary  
**OPINION OF PROBABLE CONSTRUCTION COST**  
 (Riverfront Trail Improvements from OR 224 to Estacada Bridge)

DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT COST	ITEM COST	SUB TOTAL
<b>SITE AMENITIES</b>					
Trash Receptacle	12	EA	800.00	9,600	
New Fencing (Wrought Iron)	4,796	LF	20.00	95,920	
Benches	12	EA	1,000.00	12,000	
Sub-Total				117,520	117,520
<b>ELECTRICAL</b>					
12'-14' Basic Pathway Light (stub out conduit & adj. pullbox)	16	EA	2,500.00	40,000	
Sub-Total				40,000	40,000
<b>TOTALS</b>					
	<b>SUB-TOTAL</b>				<b>281,948</b>
	<b>25% CONTINGENCY</b>				<b>70,487</b>
	<b>ESTIMATED CONSTRUCTION COST</b>				<b>352,435</b>
	<b>20% Architectural/Engineering Fees/CM</b>				<b>70,487</b>
	<b>TOTAL</b>				<b>422,922</b>

*This is a rough planning level cost estimate and does not reflect the unique conditions that individual blocks may have. The existing utility location and potential impacts is based on GIS maps provided by the County.*

**APPENDIX B – GRANTS AND LOW INTEREST LOAN  
PROGRAMS SUMMARY**

Funding Program / Source	Program Description	Cycle	Contact
<b>Grants</b>			
Transportation Enhancement Program	Reimbursement is provided for projects that strengthen the cultural, aesthetic or environmental value of a transportation system. Projects must relate to Pedestrian and Bicycle access, Historic Preservation, Landscaping & Scenic Beautification or Environmental Mitigation as it relates to runoff and wildlife protection. <a href="http://www.oregon.gov/ODOT/HWY/LGS/enhancement.shtml">http://www.oregon.gov/ODOT/HWY/LGS/enhancement.shtml</a>		Pat Rogers Fisher (503) 986-3528
Pedestrian and Bicycle Improvement Grant Program	A competitive grant awarded to Oregon cities, counties and ODOT offices for improvement of pedestrian and bicycle facilities. Qualified projects include: ADA upgrades, improved crossings, widened sidewalks or bike lanes and completing short sections of unfinished bike lanes or sidewalks. <a href="http://www.oregon.gov/ODOT/HWY/BIKEPED/grants1.shtml">http://www.oregon.gov/ODOT/HWY/BIKEPED/grants1.shtml</a>	New cycle begins in spring 2012	Sheila Lyons (503) 986-2555 Rodger Gutierrez (503) 986-3554
Economic Development Administration Community Development Block Grants	Provides grants that work to the benefit of low to middle income citizens. Programs funded must provide improved economic opportunities, suitable housing and living environment over one to three years. Qualified plans include infrastructure, especially improved ADA and pedestrian accessibility. <a href="http://www.hud.gov/offices/cpd/communitydevelopment/programs">http://www.hud.gov/offices/cpd/communitydevelopment/programs</a>	Annual	Doug Carlson (971) 222-2612
Oregon Immediate Opportunity Program	ODOT grants up to 50% of project (\$500,000) based on job creation. <a href="http://www.oregon.gov/ODOT/CS/EA/reports/Immediate_Opportunity_Fund.pdf?ga=t">http://www.oregon.gov/ODOT/CS/EA/reports/Immediate_Opportunity_Fund.pdf?ga=t</a>	Periodic (ODOT makes a funding decision within 30 days of request)	ODOT District 12 office (541)276-1241
Special Public works Fund	Grants can be obtained by contacting a regional coordinator. They are available for construction projects that create or retain jobs. A grant is limited to \$500,000 based upon up to \$5,000 per job created or retained by the project.	Ongoing	Tawni Bean (503)986-0149
Oregon Community Block Grant Program	Available funding depends on project type ranging from \$48,000 to \$750,000. Projects must benefit low and moderate-income individuals, aid in the elimination of blight, or address an immediate threat to the health or welfare of a community.	Quarterly (refer to website)	N/A

Funding Program / Source	Program Description	Cycle	Contact
USDA Grants	A variety of grants and loans for purposes, which include rural infrastructure and community enhancement. The revolving nature of the grants/loans means many are closed at any given time and an eye must be kept on the website <a href="http://www.csrees.usda.gov/fo/funding.cfm">http://www.csrees.usda.gov/fo/funding.cfm</a>	Periodic depending on grant	Periodic
USDOT TIGER III Livability Grants	A series of competitive grants for transportation infrastructure investment, eligible projects include highway bridge projects, public transit projects, rail projects and port infrastructure in an effort to encourage sustainable growth. <a href="http://www.dot.gov/recovery/ost/tigeriii/">http://www.dot.gov/recovery/ost/tigeriii/</a>	Last deadline was 08/23/10	Robert Mariner (202)366-8914
HUD Community Challenge Grants	Grants are available for integrated regional planning for sustainable development and investment in sustainable housing and community development <a href="http://www.grants.gov/search/search.do?mode=VIEW&amp;oppld=56236">http://www.grants.gov/search/search.do?mode=VIEW&amp;oppld=56236</a>	Last deadline was 8/23/10	HUD: (202)402-5297
HUD DEI Special Projects	Only entities named by the Congressional HUD report may apply for grants under this program and the activities must be approved by congress. <a href="http://www.hud.gov/offices/cpd/economicdevelopment/programs/">http://www.hud.gov/offices/cpd/economicdevelopment/programs/</a>	N/A	N/A
EPA Smart Growth Technical Assistance	A program that helps communities manage their growth, helping foster economic progress and environmental protection. Approved communities are given technical assistance from a team of national experts in either policy analysis or public participatory processes. <a href="http://www.epa.gov/smartgrowth/sgia.htm">http://www.epa.gov/smartgrowth/sgia.htm</a>	Annual	
USDA Rural Cooperative Development Grants	Targeted towards rural areas, this grant helps establish operating centers for the development and improvement of cooperatives. This grant must be applied for by a non-profit organization. <a href="http://www.rurdev.usda.gov/rbs/coops/rcdg/rcdg.htm">http://www.rurdev.usda.gov/rbs/coops/rcdg/rcdg.htm</a>	Annual	Gail Thuner: (202)690-2426

Funding Program / Source	Program Description	Cycle	Contact
<b>Low Interest Loans</b>			
Oregon Business Development Fund (OBDF)	Several programs, including those targeted at “distressed” areas, which include most of the state, provide loans at interest rates of 4% or higher, depending on the market. The loans target businesses of 100 employees or fewer which must specialize in products for which national or international competition exists. Projects must assist in manufacture, distribution or processing. Preference will be given to those projects that produce or maintain one job for every \$30,000 loaned out. <a href="http://www.oregon4biz.com/assets/docs/OBDF_biz_app.pdf">http://www.oregon4biz.com/assets/docs/OBDF_biz_app.pdf</a>	Periodic (proposals will be evaluated at bi-monthly meetings of finance committee of Business Oregon)	Business Oregon: 503-986-0123
Oregon Transportation Infrastructure Bank	A revolving loan fund Designed to provide innovative financing for transportation. Most authorities below the state level are eligible to apply for the loans. Eligible projects include highway projects, public transit, Maintenance, passenger facilities, bicycle or pedestrian accessibility projects on highways. Loans may cover up to 100% of project costs. Interest rates vary with loan length. <a href="http://www.oregon.gov/ODOT/CS/FS/otib.shtml">http://www.oregon.gov/ODOT/CS/FS/otib.shtml</a>	Periodic (applications will be processed within 60 days of receipt)	Tom Meek (503)986-3921
Special Public Works Fund	Provides funds for publicly owned facilities that support economic and community development. Loans are available for <i>the Planning</i> and implementation of construction projects that qualify. <a href="http://www.orinfrastructure.org/Learn-About-Infrastructure-Programs/Interested-in-a-Community-Development-Project/Special-Public-Works-Fund/">http://www.orinfrastructure.org/Learn-About-Infrastructure-Programs/Interested-in-a-Community-Development-Project/Special-Public-Works-Fund/</a>	Ongoing	Tawni Bean (503)986-0149
USDA Loans	USDA Rural Development announces the availability of loans through its website. The loans are organized in three types, utilities, business and housing. Each loan carries its own requirements and stipulations. <a href="http://www.rurdev.usda.gov/RD_NOFAs.html">http://www.rurdev.usda.gov/RD_NOFAs.html</a>	Periodic	N/A