MEETING NOTICE FOR THE

CITY OF HUBBARD

TUESDAY **MAY 17, 2016**

.....

PLANNING COMMISSIONERS: HOLUM, ANDERSON, NICHOLS, ESTES, NELSON

.....

The Hubbard Planning Commission will meet for a planning meeting at the Hubbard City Hall at 6:30 p.m.

The City will, upon request, endeavor to arrange for the following services to be provided. Since these services must be scheduled with outside service providers, it is important to allow as much lead time as possible. Please notify the City of your need by 4:00 p.m. on the Monday of the week preceding the meeting date.

X **Qualified sign language interpreters for persons with speech or hearing impairments; and**

X **Qualified bilingual interpreters; and**

X **Assisting listening devices for persons with impaired hearing.**

Additional agenda items may be accepted until 4:00 p.m. on the Monday of the week preceding the meeting date. Please contact the Director of Administration/City Recorder, Vickie L. Nogle, MMC, at 981-9633. (TTY / Voice 1-800-735-2900)

SEE ATTACHED AGENDA

Posted 5/11/2016
4:00 p.m.

Vickie L. Nogle, MMC
Director of Admin/City Recorder

CITY OF HUBBARD
PLANNING COMMISSION
MEETING AGENDA

TUESDAY, MAY 17, 2016 - 6:30 PM
LOCATION: HUBBARD CITY HALL
3720 2ND STREET, HUBBARD

1) **CALL TO ORDER.**
   a) **Flag Salute.**

2) **APPROVAL OF APRIL 19, 2016, PLANNING COMMISSION MEETING MINUTES.**

3) **PUBLIC HEARING.**
   LA #2016-02/ Legislative Zone Change in the Commercial Center.

4) **ADJOURNMENT.** **(Next regular scheduled Planning Commission meeting June 21, 2016, at 6:30 p.m.)**

CITY OF HUBBARD PLANNING COMMISSION MINUTES
APRIL 19, 2016

CALL TO ORDER. The Hubbard Planning Commission meeting was called to order at 6:32 p.m. by the Planning Commission Chairman Dan Estes at the City Hall, 3720 2nd Street, Hubbard.

Planning Commission Present: Dan Estes, Glenn Holum, Kevin Nelson, Byron Nichols.
Excused Absence: Harold Anderson.

Staff Present: Director of Administration/City Recorder Vickie Nogle; City Planner Joseph Shearer, MWVCOG; Administrative Assistant Lucy Astorga.

FLAG SALUTE. Planning Commission Chairman Dan Estes led the group in reciting the Pledge of Allegiance.

APPROVAL OF THE FEBRUARY 16, 2016, AND MARCH 15, 2016, PLANNING COMMISSION MEETING MINUTES. MSA/Planning Commissioner Byron Nichols/Planning Commissioner Glenn Holum moved to approve the minutes as presented. Planning Commissioners Dan Estes, Kevin Nelson, Glenn Holum, and Byron Nichols were in favor. Motion passed.

PUBLIC HEARING.
KEVIN CHAPPELL – SDR #2015-05 CONSTRUCTION OF 5,950 SF STORAGE BUILDING FOR EXISTING NURSERY BUSINESS. (2625 PACIFIC HWY 99E).
City Planner Joseph Shearer stated the applicant is re-evaluating his options.

D. Estes opened the public hearing.

MSA/Planning Commissioner Glenn Holum/Planning Commissioner Kevin Nelson moved to continue SDR 2015-05 to an undetermined date. Planning Commissioners Dan Estes, Kevin Nelson, Byron Nichols, and Glenn Holum were in favor. Motion passed.

SETBACK REQUIREMENT – 3501 7TH STREET. City Planner Joseph Shearer reported the request was to amend previous Planning Commission decision Partition 03-01. He said the partition approved in 2003 created two flag parcels, but the layout of the northern parcel (Parcel 1) created unintended consequences to what a flag lot is. He said the house placed on that lot should have faced East, but it faces South. Because of this, it doesn't meet the setback requirement. J. Shearer said staff recommends the amendment to change the front property line of the southern lot (Parcel 2) to the East so it matches the northern lot.

Planning Commission Chairman Dan Estes asked if the proposed structure is one or two story.

Phil Kartal, 13826 Whiskey Hill Road, Hubbard, said the proposed structure is a one story house and if it sits on the property the way the lot is currently designed, it wouldn't match the other houses on 7th Street.

MSA/Planning Commissioner Byron Nichols/Planning Commissioner Glenn Holum moved to amend Partition 03-01 Condition "C". Planning Commissioners Dan Estes, Kevin Nelson, Byron Nichols, and Glenn Holum were in favor. Motion passed.

OPEN HOUSE – LEGISLATIVE ZONE CHANGE IN COMMERCIAL CENTER. City Planner Joseph Shearer said he would like to have an informal exchange of information. He said the proposed changes affect a number of structures in the commercial core.

Planning Commission Chairman Dan Estes asked for background information.

J. Shearer reported over the past year and a half, a business was interested in opening along 3rd Street. While researching zoning for the business, it was discovered there are discrepancies in the Zone and Comprehensive Plans. He said over the past 10-15 years, zoning has changed and it no longer matches the Comprehensive Plan designation. J. Shearer explained the City received a grant opportunity from Marion County to match them and come up with a win-win situation for the City and property owners. He said the City is not trying to impose a Commercial Zone on residential properties, but want to look at changing properties being used as commercial to Commercial Zone from Residential Commercial Zone.

Planning Commissioner Byron Nichols asked if property owners don't want to change their zoning now, but do later, would they have to pay for it.

J. Shearer replied if they do it now, it would be covered with the grant funds, but if they wait, they will have to pay for it. He said costs for zone change varies based on circumstances, but it can easily be a couple thousand dollars.

Al Martin, 3030 E Street, Hubbard, said he doesn't want to change his zoning.

J. Shearer reiterated the intention is not to force property owners to change zones.

Barbara Ruiz, unknown address, said according to the notice, property owners are being forced to change.

J. Shearer stated he believes people misunderstand the maps on the notice. He said the maps on the notice show what the current designations are for the Zone and Comprehensive Plans. He said they're different because there are discrepancies, exactly what the City is trying to fix.

D. Estes asked what the timeline is.

J. Shearer responded it has to go through the public hearing process, both before the Planning Commission and again before the City Council. He said to stay on the timeline for the grant, everything needs to be wrapped up by the beginning of July.

ADJOURNMENT. (The next scheduled Planning Commission Meeting will be May 17, 2016, at 6:30 p.m.) MSA/Planning Commissioner Glenn Holum/Planning Commissioner Kevin Nelson moved to adjourn the meeting. Planning Commissioners Dan Estes, Kevin Nelson, Byron Nichols, and Glenn Holum were in favor. Motion passed. Meeting was adjourned at 7:21 p.m.

_____
Dan Estes, Planning Commission Chairman

ATTEST:

_____	_____
Vickie L. Nogle, MMC	Lucy T. Astorga, Admin Asst.
Director of Administration/City Recorder	Recording & Transcribing

CITY OF HUBBARD PLANNING COMMISSION
STAFF REPORT

REPORT DATE: May 10, 2016

HEARING DATE: May 17, 2016

FILE NUMBER(S): LA 2016-02

APPLICANT: City of Hubbard

REQUEST: Legislative zone change of 13.2 acres within the 20.3 acre Hubbard Commercial Center, specifically as follows:

7.6 acres of Residential-Commercial (RC) rezoned to Commercial (C); and 5.6 acres of Industrial (I) rezoned to Industrial Commercial (IC)

CRITERIA: **Hubbard Development Code (HDC)**
Section 3.102 Comprehensive Plan and Development Code Text Amendments, Comprehensive Plan Map Amendments, and Zone Changes

ATTACHMENTS:
Exhibit A: Existing Zoning Map
Exhibit B: Proposed Zoning Map
Exhibit C: Residential Use Map
Exhibit D: Development Code Excerpts (RC, C, I, IC Zoning Districts)
Exhibit E: Resource Team Report for Hubbard (2003)

I. BACKGROUND

The City Council has authorized a legislative rezone of the Hubbard Commercial Center in conjunction with grant funding awarded by Marion County. The Comprehensive Plan identifies the Commercial Center as the blocks bounded by A Street to the north, G Street to the south, 3rd Street to the west, and Hwy 99E to the east. To minimize confusion regarding directions, plan north (for purposes of this review) is considered to be parallel with Hwy 99E. Within this approximately 20.3 acre area, 62% of the land is zoned Residential-Commercial (RC), 28% is zoned Industrial (I), and less than 4% is zoned Commercial (C). Per HDC Section 2.104.01, the RC zone is consistent with the High Density Residential Comprehensive Plan designation, and allows only limited retail and office uses. Manufacturing, processing, assembly, or compounding of products is not permitted in the RC zone, which effectively makes the majority of the designated Commercial Center off limits to a brewery, winery, distillery, bakery, pottery studio, custom woodworker, or other small-scale manufacturer.

In 2003, the City of Hubbard adopted a Resource Team Report prepared by the Oregon Downtown Development Association (ODDA) as part of its Comprehensive Plan. The ODDA report includes a number of recommendations intended to improve the viability of Hubbard's historic Commercial Center. The report recommended expanding the diversity of retail and

related commercial uses to, as well as pedestrian and streetscape improvements. The City has continuously reaffirmed its support for its Commercial Center through analysis of economic opportunities, establishment of Comprehensive Plan policies, and investment in infrastructure improvements.

Hubbard has a charming downtown area including the land "across the tracks" on 3rd Street. 3rd Street has a fairly contiguous line of storefronts, both historic and new infill. This street has a distinct charm due to its scale, architecture, and the line of street trees and green space directly across from it. While the Hubbard Comprehensive Plan designation for this area is "Commercial," much of the commercial center, including 3rd Street, is zoned as residential and does not allow the full range of commercial uses.

The ODDA report found that Hubbard has both a shortage of viable commercial properties and strong redevelopment potential of a historic downtown with a special "sense of place". The report concludes that an important component of Hubbard's overall downtown revitalization should be reclaiming 3rd Street as an important commercial/retail component of downtown. Currently, 3rd Street contains primarily residential and commercial service uses, which reflects the RC zoning. Under current zoning small-scale "craft" or "artisan" processing operations are not permitted along most of 3rd Street. These types of commercial uses, which often include a compelling retail component, are strong economic drivers for small towns in the region.

The centerpiece of the proposed zone change, a product of the March 15, 2016 work session with the Hubbard Planning Commission, is as follows:

- Properties zoned residential (RC) **and** containing commercial uses or structures would be rezoned to commercial (C).
- Properties zoned industrial (I) would be rezoned to Industrial Commercial (IC).

The existing and proposed zoning for the Commercial Center is shown in Exhibit A and Exhibit B, respectively. The following table summarizes the existing and proposed acreage of each zone district in the Commercial Center:

	EXISTING		PROPOSED		
ZONE	**ACRES**	**% TOTAL**	**ACRES**	**% TOTAL**	**DIFFERENCE**
RC	12.6	62.1%	5	24.6%	-7.6
C	0.8	3.9%	8.4	41.4%	7.6
IC	0	0.0%	5.6	27.6%	5.6
I	5.6	27.6%	0	0.0%	-5.6
PU	1.3	6.4%	1.3	6.4%	0
TOTAL	20.3	100%	20.3	100%	0

Currently, the full range of commercial uses are permitted on less than 4% (0.8 acres) of the Commercial Center. Upon adoption of the proposed zone change, the full range of commercial uses would be permitted on 69% (14 acres) of the Commercial Center.

Finally, it's important to note that the proposed zone change does not intend to change the zoning of any properties within the Commercial Center that currently contain a single-family dwelling or a primary residential use. Staff conducted an on-the-ground land use inventory of each property, and properties containing a single-family dwelling were identified (Exhibit C) and removed from the proposed zone change. This proposal does not intend to create conflicts between existing uses and the zoning, and seeks to avoid creating nonconforming uses.

HDC Sections 3.201.03 and 3.202.03 outline the review procedures and criteria for a legislative Zone Change, a Type IV Action. Public hearings are held before the Hubbard Planning Commission and City Council. The Planning Commission, in an advisory role, makes a recommendation to the City Council, which makes the final local decision.

Measure 56 Notice providing notice of the proposed amendments, the April 19 open house, and the May 17 public hearing was sent to owners of all properties within the Commercial Center on April 8, 2016. Written notice of the Planning Commission and City Council hearings is scheduled to be published in the newspaper on May 11, which does not meet the requirement that notice appear 10 days prior to the first evidentiary hearing. However, there will be at least one additional opportunity for a public hearing on these legislative amendments when they come before the City Council on June 14.

II. REVIEW CRITERIA

SECTION 3.102 COMPREHENSIVE PLAN AND DEVELOPMENT CODE TEXT AMENDMENTS, COMPREHENSIVE PLAN MAP AMENDMENTS, AND ZONE CHANGES

3.102.03 Criteria for Approval

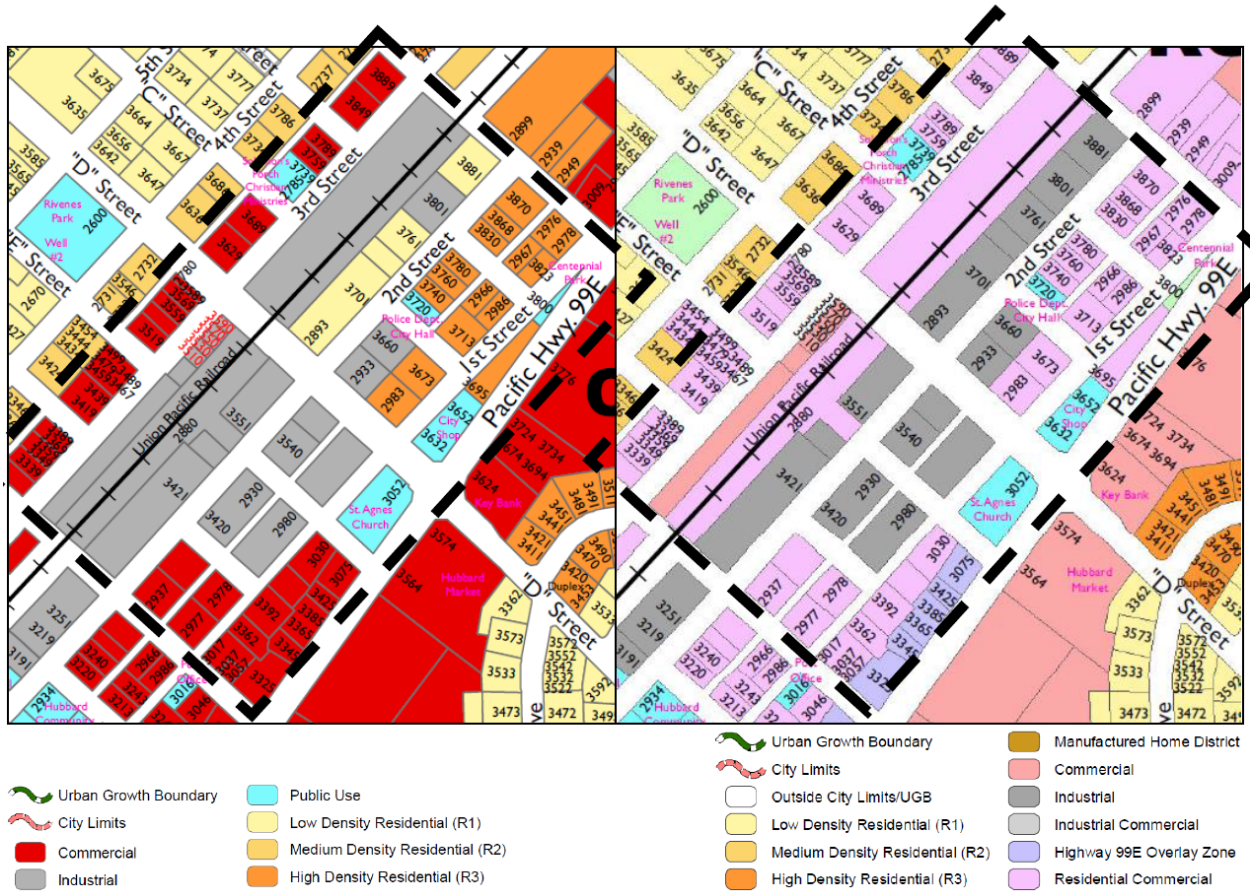
(***)

B. Development Code amendments and zone change proposals shall be approved if the applicant provides evidence substantiating the following:

1. approval of the request is consistent with the Comprehensive Plan and the Comprehensive Plan map designation and most effectively carries out the Plan goals and policies considering all alternatives, and

FINDING: The map excerpts below show the existing Comprehensive Plan and Zoning designations for the Commercial Center. The Comprehensive Plan designation map (on the left) shows that all of the land south of D Street is designated as Commercial (Red) or Industrial (Gray), except for St. Agnes Church. In contrast, the commercially designated properties at the southeast corner of the Commercial Center are zoned as residential (RC). The proposed zone change will bring the zoning of these properties into greater alignment with their designation in the Comprehensive Plan.

COMPREHENSIVE PLAN DESIGNATION **ZONING DESIGNATION**



The Comprehensive Plan also contains specific policies addressing land use and economic development which pertain to the proposed amendments.

Land Use Goals and Policies

Commercial Land

3. *Cluster type development at major intersections and a commercial center between "A" and "G" streets and Highway 99E and 3rd Street will be encouraged.*
7. *A mix of commercial activities with accessory or second-story uses is encouraged between Highway 99E and the railroad right-of-way.*

The proposed zone change will strengthen the commercial center envisioned in Land Use Policy 3 by increasing the acreage of commercially zoned land and allowing for a greater and more diverse mix of commercial uses. As a result of the proposed zone change, the amount of land which would allow the full range of commercial uses will increase from 0.8 acres to 14.0 acres. Additionally, the Commercial Zone allows dwelling units accessory to a permitted use or above a permitted use in compliance with Land Use Policy 7.

Economic Development Goals and Policies

3. *The City of Hubbard wishes to develop and maintain a central business area to serve the needs of the resident and the visitor. A specific area between Highway 99E and the railroad right-of-way will be designated for a mixture of commercial and secondary residential uses to provide housing and services within close proximity of each other.*
7. *The City of Hubbard shall encourage the development of economic activities that will provide jobs able to utilize the skills of the local labor force.*
10. *The City of Hubbard will support projects and development in commercial areas consistent with the City's adopted 2003 Resource Team Report for Hubbard Oregon prepared by the Oregon Downtown Development Association.*

As stated above, the proposed zone change develops the Commercial Center as the envisioned central business area with ground floor commercial and the potential for upstairs or accessory residential uses. This aligns with Economic Development Policy 3. Expanding the types of permitted commercial uses in the Commercial Center to include processing and small-scale manufacturing lays the groundwork for a broader job base. The term "artisanal manufacturing" is often used to describe the production of quality products by skilled workers. Attracting and employing skilled workers helps create a sustainable and healthy economy, and in turn a more vibrant city. This aligns with Economic Development Policy 7. As stated above, the proposed zone change is necessary to attract and sustain commercial development consistent with the Resource Team Report, consistent with Economic Development Policy 10.

2. *the property and affected area is presently provided with adequate public facilities, services, and transportation to support uses allowed within the requested zone, or such facilities, services provided concurrently with the development of the property.*

FINDING: The City Engineer and Public Works were notified of the proposed amendments on March 8, 2016. Neither expressed any concerns about the amendments. Specifically, the Public Works Director responded in a March 12, 2016 email: "I do not see any infrastructure or facilities obstacles that would prohibit the rezoning. The only thing that I see as a possible issue would be parking."

Staff does not anticipate that parking poses a significant constraint. City parking requirements are outlined in Section 2.203 of the Development Code. Development of off street parking and loading areas for commercial and industrial development is subject to the Site Development Review procedures of Section 3.105. Off-street parking is generally provided on the same lot as the primary use/structure, but may be located off-site if within 500'. New development, regardless of the underlying zone, must meet the parking requirements that apply to the specific use.

3. *The proposed amendment is consistent with the purpose of the Code's subject section and article.*

FINDING: The proposal is a zone change and not an amendment to the Hubbard Development Code. Staff finds this criterion does not apply.

C. the natural features of the site are conducive to the proposed zone district.

FINDING: The area is very nearly fully developed. No natural features within the Commercial Center were identified which would conflict with the proposed zone change.

III. SUMMARY AND RECOMMENDATION

Based on the findings contained in this report, Staff concludes that the proposed zone change complies with all of the applicable criteria. Consequently, Staff recommends that the Planning Commission recommend approval of the zone change to the City Council.

VII. PLANNING COMMISSION OPTIONS

A. Recommend approval of the zone change to the City Council and adopt the findings contained in the Staff Report.

B. Recommend approval of the zone change to the City Council with amendments.

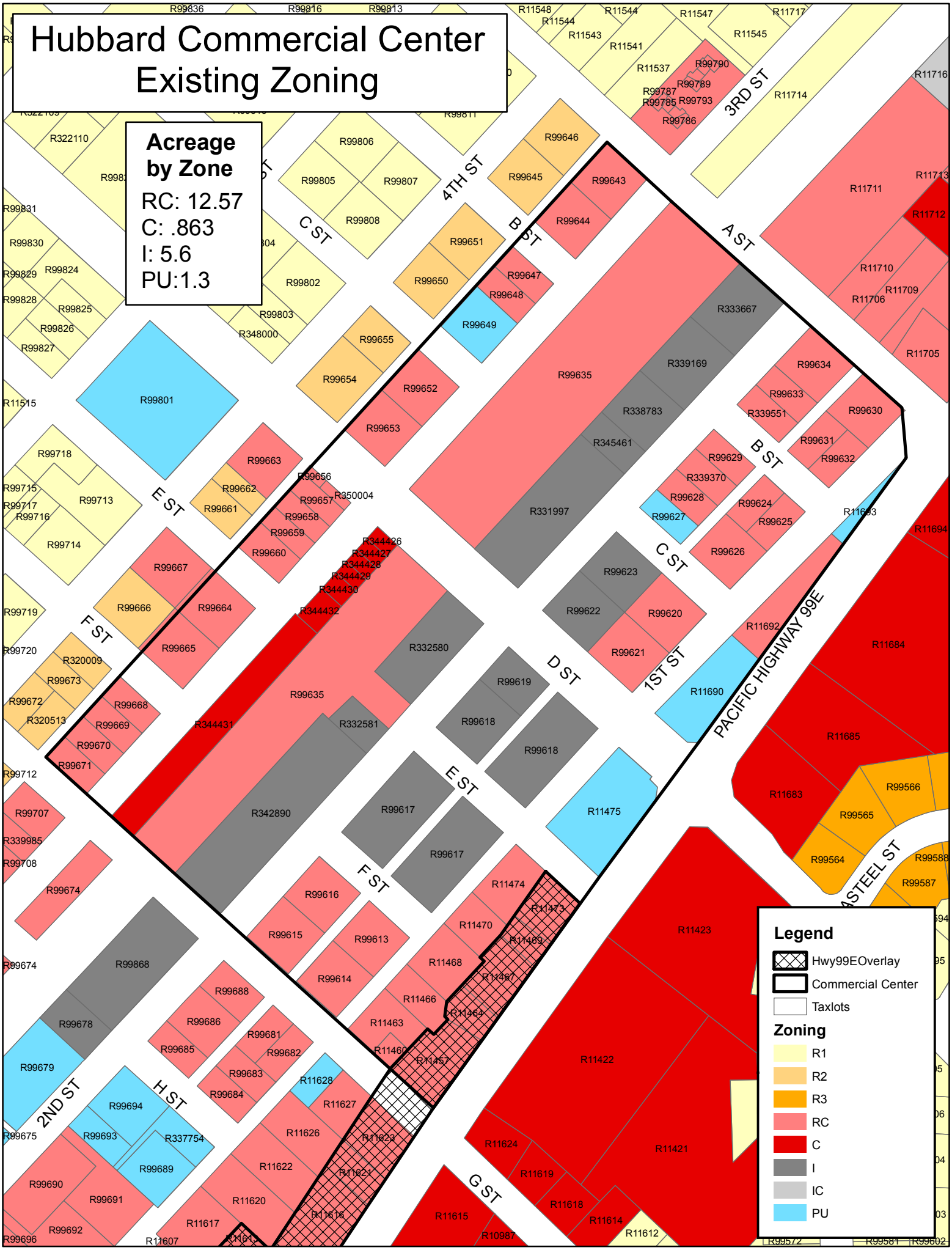
C. Recommend denial of the zone change to the City Council with amended findings that the proposal does not meet the applicable criteria.

D. Continue the hearing, to a date and time certain, if additional information is needed to determine whether applicable standards and criteria are sufficiently addressed.

Hubbard Commercial Center Existing Zoning

Acreage by Zone

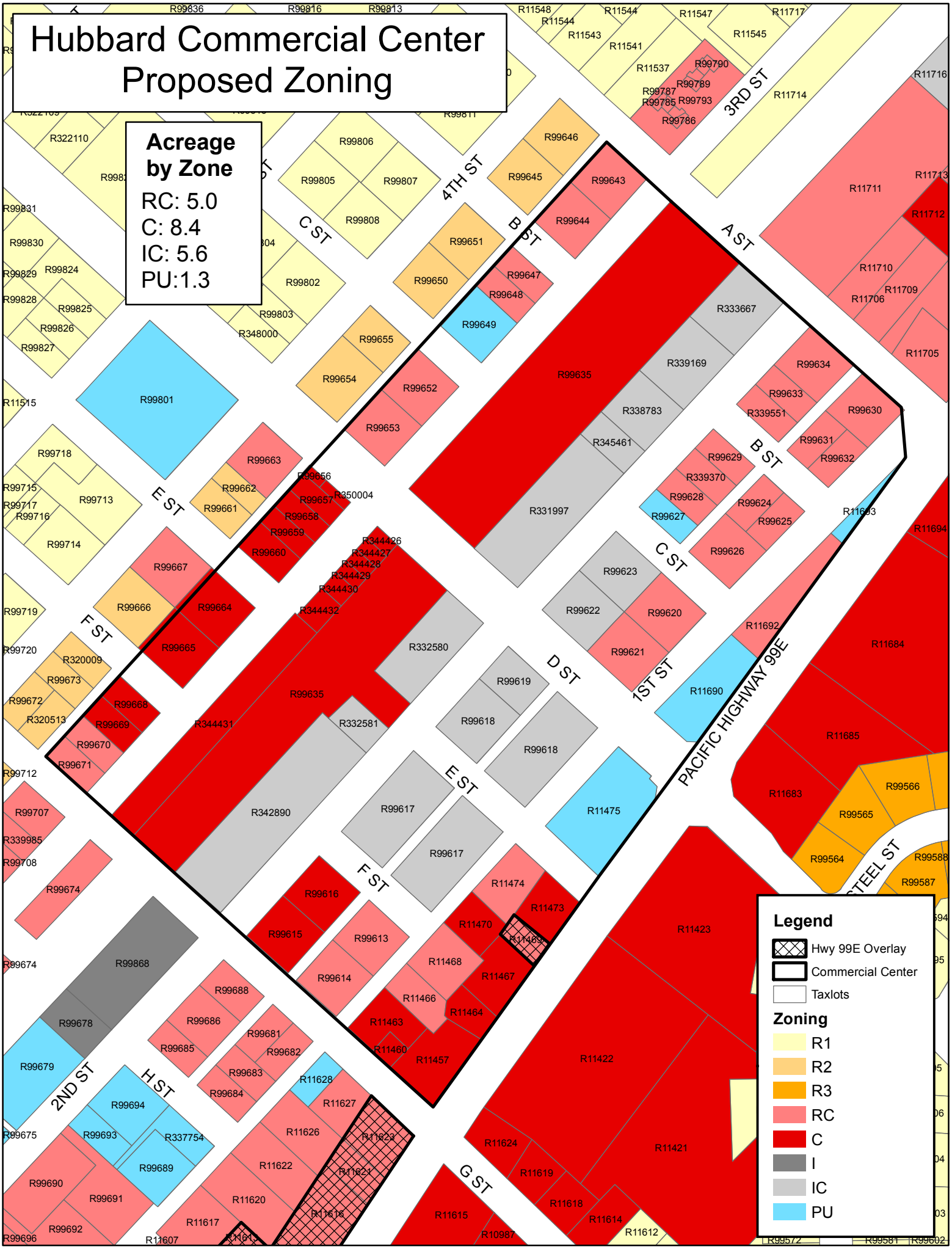
RC: 12.57
C: .863
I: 5.6
PU:1.3



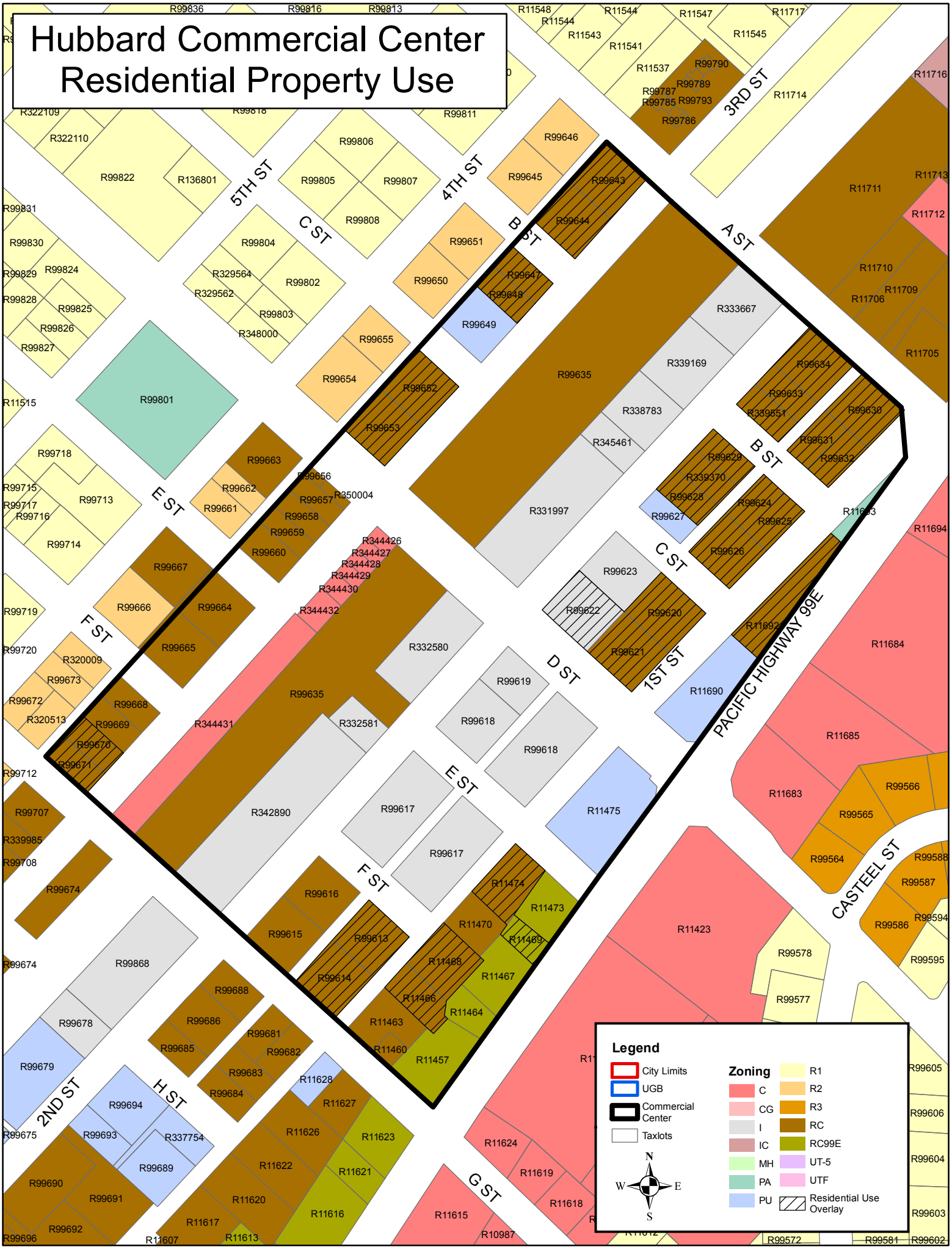
Hubbard Commercial Center Proposed Zoning

Acreage by Zone

RC: 5.0
C: 8.4
IC: 5.6
PU:1.3



Hubbard Commercial Center Residential Property Use



2.104 RESIDENTIAL-COMMERCIAL DISTRICT (RC)

2.104.01 Purpose

The purpose of the RC District is to provide for a mix of housing types and limited commercial activities. The residential density shall be no greater than 12 units per acre. The RC District is consistent with the High Density Residential Comprehensive Plan designation.

2.104.02 Permitted Uses

Unless otherwise subject to Conditional Use provisions or requirements of this Ordinance, the following uses are permitted in the RC District:

A. The following residential and non-commercial uses are permitted in the RC District:

1. Single family dwelling unit, including a manufactured home except that a manufactured home shall not be placed within an acknowledged historical district nor adjacent to a historic landmark

2. Duplex

3. Multi-family housing, including apartments, townhouses, and condominiums at a density no greater than 12 units per acre, subject to the Site Development Review procedures of Section 3.105

4. Bed and breakfast establishment, subject to the Site Development Review procedures of Subsection 3.105

5. Residential care home and facility

6. Day care facilities operating as group child care homes and centers

7. Home occupation, subject to the provisions of Section 2.303

8. Residential accessory structure or use

9. Parks and open space areas

10. Church

11. Residential Planned Unit Developments, subject to the provisions of Section 3.107

B. The following commercial uses are permitted, subject to the Site Development Review procedures of Section 3.105 and the development standards listed in Section 2.300:

1. Professional office

2. Retail trade and service operation having a maximum floor area of 2,500 square feet

3. Restaurant, except those with drive-through facilities

2.104.03 Conditional Uses

The following uses are permitted as conditional uses, provided that such uses are approved in accordance with Section 3.103:

A. Uses operating before 7:00 AM or after 10:00 PM

B. Public facility, government structure, or communications towers for emergency services

C. Cemeteries

2.104.04 Dimensional Standards

The following dimensional standards shall be the minimum requirements for all development in the RC District except for modifications permitted under Section 2.402, General Exceptions.

A. Minimum Lot Area and Density Standards

1. Single-family dwelling	5,000 square feet
2. Two-family dwelling (duplex)	7,000 square feet
3. Townhouse (not on a corner lot)	3,500 square feet
4. Multi-family dwelling (three or more units)	3,630 sq. ft. per unit
5. Commercial Use	5,000 square feet

6. Public utility structures: Lot area shall be adequate to contain all proposed structures within the required yard setbacks.

7. All other uses (including townhouse on a corner lot)	5,000 square feet

8. Commercial uses on properties located within the 99E overlay zone shall comply with lot area requirements according to the Commercial General (C) zone district.

B. Minimum Yard Setback Requirements

1. All principal structures shall maintain the following minimum yard setbacks:

a. Front Yard	15 feet
-- Setback to garage	20 feet

b. Rear Yard
-- One Story 10 feet
-- More than one story 15 feet

c. Side Yard (interior) 5 feet
--Setback from homes 1 ½ or 2 stories in height 7 feet
--Setback from homes 2 ½ or 3 stories in height 9 feet
Side Yard
(adjacent to street – including townhouses) 15 feet
-- Setback to garage 20 feet
-- Setback for townhouses 8 feet on one side of dwelling unit with zero setback (0 ft) on opposite side

2. All detached accessory structures shall maintain the following minimum side and rear yard setbacks:

a. Rear Yard 5 feet

b. Side Yard (interior) 5 feet
Side Yard (adjacent to a street) 15 feet

3. Commercial uses on properties located within the 99E overlay zone shall comply with setback requirements according to the Commercial General (C) zone district.

C. Maximum Structure Height

1. Principal Structure 35 feet

2. Accessory Structure 20 feet, except that no accessory structure shall exceed the height of the principal structure

3. Commercial uses on properties within the 99E overlay zone shall comply with height requirements according to the Commercial General (C) zone district.

2.104.05 Development Standards

All development in the RC District shall comply with the applicable provisions of Section 2.200 of this Ordinance. In addition, the following specific standards shall apply:

A. Off-Street Parking. The required number of parking spaces shall be as specified in Section 2.203. Parking requirements for residential units, including "stick-built" and manufactured homes, require the construction of a garage. Manufactured homes located in manufactured home parks are required to install either a garage or carport.

Commercial uses on properties located within the 99E overlay zone shall comply with parking requirements according to the Commercial General (C) zone district.

B. Subdivisions and Partitions. Land divisions shall be reviewed in accordance with the provisions of Section 2.208.

C. Lot Coverage. The following shall mean the maximum permitted lot coverage, maximum coverage of public and private parking areas or garages, and/or combined maximum lot and parking combined coverage allowed.

Maximum lot coverage by structures:	50%
Maximum parking area coverage:	30%
Combined maximum lot and parking area coverage:	70%

The lot coverage standard only applies to residential dwellings.

D. Multi-family residential uses (three units or more) shall comply with the following standards:

1. Multi-family developments shall be subject to the Site Development procedures in Section 3.105.

2. All multi-family residential structures within a development shall maintain a minimum horizontal separation distance of 15 feet.

3. Access points to public streets shall minimize traffic congestion and avoid directing traffic onto local access streets.

E. Play Area Requirements. Multi-family dwellings with four (4) or more units - minimum 500 square feet, fenced and equipped play area, plus 50 square feet for each bedroom, or a like-sized adult leisure area if the development accommodates no children under 16 years of age. Play areas shall be separate from front and side yard set-back requirements.

F. Detached residential accessory structures shall not exceed 1,400 square feet in area, or the area covered by the main building, whichever is less. Detached accessory structures may be located within the side or rear yard area, and shall comply with maximum lot coverage requirements.

G. Commercial Uses shall comply with the following standards:

1. The activity shall be conducted wholly within an enclosed structure.

2. The maximum lot size for any commercial use shall be one acre.

3. The lot shall abut a collector or arterial street.

4. Uses operating before 7:00 AM or after 10:00 PM shall be a conditional use subject to the provision of Section 3.103.

5. Commercial uses shall not engage in the manufacturing, processing, assembly or compounding of products other than those clearly incidental to the business conducted on the premises.

6. The conduct of any business activity shall not generate or produce noise, odor, dust, smoke, vibration or other similar impact.

7. Access points to public streets shall minimize traffic congestion and avoid directing traffic onto local access streets.

8. A minimum of 10 percent of the gross site area shall be devoted to landscaping in commercial developments.

9. Commercial uses in the RC District shall be subject to the Site Development Review procedures of Section 3.105.

H. Signs. Signs shall conform to the requirements of Section 2.206.

I. Yards and Lots. Yards and lots shall conform to the standards of Section 2.209.

J. Parking for recreational vehicles, trailers, boats and other similar vehicles shall comply with the following standards:

1. Recreational vehicles, trailers, boats and other similar vehicles may be parked in the side yard, rear yard and front yard allowed for each dwelling unit in the driveway area leading to its garage. Also, one additional space shall be allowed in that area in front of the required side yard located closest to the driveway subject to the following conditions:

   a. The additional space shall not be allowed if it creates a traffic sight obstruction.

   b. The additional space has an all-weather surface and be drained to prevent standing water.

2. Parking for recreational vehicles, trailers, boats and other similar vehicles may be permitted in other portions of the front yard area subject to review and approval of the Planning Commission in accordance with the Variance procedures of Section 3.104.

3. Recreational vehicles, trailers, boats and other similar vehicles shall not be parked within public rights-of-way.

4. All driveways shall be designed and constructed in conformance with the most current Public Works Design Standards.

2.106 COMMERCIAL DISTRICT (C)

2.106.01 Purpose

The purpose of the Commercial District is to provide areas for the broad range of commercial operations and services required in the central business district and other areas to meet the economic needs of the City of Hubbard. The Commercial District is consistent with the Commercial Comprehensive Plan designation.

2.106.02 Permitted Uses

Unless otherwise subject to Conditional Use provisions or requirements of this Ordinance, the following uses are permitted in the C District:

A. Retail trade establishments engaged in selling goods or merchandise to the general public for personal or household consumption such as retail groceries, hardware stores, department stores, gas stations and sporting goods stores

B. Retail service establishments offering services and entertainment to the general public for personal or household consumption such as eating and drinking establishments, motels, hotels, banks, real estate and financial services

C. Business service establishments engaged in rendering services to other businesses on a fee or contract basis such as building maintenance, employment services and consulting services

D. Offices and clinics such as doctor and dentist offices, veterinary clinics and law offices

E. Dwelling units accessory to a permitted use or above a permitted use

F. Group day care homes and centers

G. Residential care home and residential care facility

H. Amusement and recreational services

I. Public and private utility buildings and structures such as electric substations, telephone exchanges, and communications antennas or towers

J. Church

K. Automobile sales, both new and used, recreational vehicles, recreational unit, and light trailer sales.

2.106.03 Conditional Uses

The following uses are permitted as conditional uses, provided that such uses are approved in accordance with Section 3.103:

A. Church

B. Except as provided in Section 2.304, any commercial service or business activity otherwise permitted, involving the processing of materials which is essential to the permitted use and which processing of materials is conducted wholly within an enclosed building

C. Public and private utility buildings and structures such as electric substations, telephone exchanges, and communications towers and/or antennas

D. Automotive repair

2.106.04 Dimensional Standards

The following minimum dimensional standards, with the exception of modifications permitted under Section 2.402, shall be required for all development in the Commercial District.

A. Minimum lot area: No limitation

B. Minimum yard setbacks:

1. Front Yard	None*
* - Abutting Highway 99E	20 feet
2. Rear Yard	
-Abutting a non-residential district	None
-Abutting a residential district	15 feet
3. Side Yard	
-Abutting a non-residential district	None
-Abutting a residential district	15 feet

C. Maximum structure height: 45 feet

2.106.05 Development Standards

All developments in the Commercial District shall comply with the applicable provisions of Section 2.200 of this Ordinance. In addition, the following specific standards shall apply:

A. Off-Street Parking. Off-street parking shall be as specified in Section 2.203.

B. Signs. Signs in the Commercial District shall be subject to the provisions of Section 2.206.

C. Landscaping. All development is subject to the landscaping provisions in Section 2.207.

D. Subdivisions and Partitions. All subdivisions and partitions shall be reviewed in accordance with the provisions of Section 2.208.

E. Design Review. All new development and expansion of an existing structure or use in the Commercial District shall be subject to the Site Development Review procedures of Section 3.105.

F. Outdoor Display. There shall be no outdoor display or storage of materials or merchandise within a designated alleyway, roadway or sidewalk that would impede pedestrian or vehicular traffic except during community retail sales events. Safety precautions shall be observed at all times. Outdoor display shall only be permitted between the hours of 7am and 10pm unless the display items are screened pursuant to Section 2.207.

G. Access. Approaches and driveways shall be subject to provisions of Section 2.202.

2.107 INDUSTRIAL DISTRICT (I)

2.107.01 Purpose

The purpose of the Industrial District is to provide areas for general industrial activities which do not produce excessive smoke, dust, noise, vibration, smell or harmful substance to meet the economic needs of the City of Hubbard. The Industrial District is consistent with the Industrial Comprehensive Plan designation.

2.107.02 Permitted Uses

Unless otherwise subject to Conditional Use provisions or requirements of this Ordinance, the following uses are permitted in the Industrial District:

A. Establishments engaged in manufacturing, processing, packing, assembly, distribution, repair, finishing or refinishing, testing, fabrication, research and development, warehousing and servicing activities. Examples of uses that would be appropriate include: aircraft or auto parts, bottling plants, bakery products, communication equipment, drugs, fabricated textile products, office machines, building materials, recycling centers, and motor freight terminals; and

B. Warehouse and outdoor storage activities.

C. Automotive repair

D. Manufactured home sales

E. Place of worship, club lodge, or fraternal organizations.

2.107.03 Conditional Uses

The following uses may be permitted in the Industrial District when authorized by the Planning Commission pursuant to Section 3.103.

A. Extraction and processing of minerals, rock, or other earth products

B. Automotive dismantling, wrecking and salvage yard

C. Fuel oil distribution

D. Manufacturing, processing or storage of explosive, flammable or toxic products

E. Welding operations

F. Public and private utility buildings and structures such as electric substations, telephone exchanges, and communications towers and/or antennas.

G. Caretaker residence subject to the following requirements:

1. Establishment of caretaker residence shall be subject to the Site Development Review requirements of Section 3.105.

2. Only one residence is allowed per tract of land.

3. The residence is limited to a manufactured or mobile home or a park trailer or recreational park trailer as defined by this ordinance or the residence is incorporated into the building design for an associated business on the property.

4. Installation of a park trailer or a recreational park trailer shall comply with the requirements of Oregon Administrative Rules Chapter 918, Division 530 and shall be connected to public utilities.

5. No variance shall be granted for any of the requirements in this section.

H. Large-scale amusement facilities, such as a gymnasium, skating rink, pool or race track.

I. Other uses determined by the Planning Commission to be of similar character to those specified above

2.107.04 Dimensional Standards

The following dimensional standards, with the exception of modifications allowed under Section 2.200, shall be required for all development in the Industrial District.

A. Lot Size: None

B. Setback Requirements:

1. Front yard	20 feet
2. Side yard	
-Abutting a residential or commercial district	25 feet
-Abutting an industrial district	10 feet
3. Rear Yard	
-Abutting a residential or commercial district	25 feet
-Abutting an industrial district	10 feet

C. Maximum Building Height: 80 feet

2.107.05 Development Standards

All development in the Industrial District shall comply with the applicable provisions of Section 2.200 of this Ordinance. In addition, the following specific standards shall apply:

A. Off-Street Parking. Off-street parking in the Industrial District shall conform to the standards of Section 2.203.

B. Signs. Signs in the Industrial District shall conform to the provisions of Section 2.206.

C. Landscaping. All development is subject to landscaping provisions in Section 2.207.

D. Subdivisions and Partitions. All subdivisions and partitions shall be reviewed in accordance with the provisions of Section 2.208.

E. Design Review. All new development or expansion of existing structure or use in the Industrial District shall be subject to the Site Development Review procedures of Section 3.105.

F. Outdoor storage. Outdoor storage shall be screened pursuant to the landscaping standards listed in Section 2.207.

G. Access. Approaches and driveways shall be subject to provisions of Section 2.202.

2.108 INDUSTRIAL-COMMERCIAL DISTRICT (IC)

2.108.01 Purpose

The purpose of the IC (Industrial-Commercial) District is to provide areas suitable for light industrial uses, light industrial uses with related commercial sales, commercial retail uses and wholesale commercial sales. The IC District is appropriate in those areas designated Industrial in the Comprehensive Plan where the location has access to a collector street, arterial street or highway, and permitted uses will not adversely impact local streets or residential districts.

2.108.02 Permitted Uses

Unless otherwise subject to Conditional Use provisions or requirements of this Ordinance, the following uses are permitted in the Industrial-Commercial District:

A. all uses permitted in the Industrial (I) District;

B. building material, hardware and garden supply sales;

C. retail sales accessory to a permitted industrial use;

D. other retail uses which are permitted in the Commercial District; and

E. wholesale commercial sales.

2.108.03 Conditional Uses

The following uses may be permitted in the Industrial-Commercial District when authorized by the Planning Commission pursuant to Section 3.103:

A. all uses permitted conditionally in the Industrial District; and

B. office uses not associated with a permitted use.

2.108.04 Dimensional Standards

The following dimensional standards, with the exception of modifications allowed under Section 2.201, shall be required for all development in the Industrial-Commercial District.

A. Lot Size: None

B. Setback Requirements:

1. Front yard 20 feet

2. Side yard

-Abutting a residential or commercial district	25 feet
-Abutting an industrial district	10 feet

3. Rear Yard

-Abutting a residential or commercial district	25 feet
-Abutting an industrial district	10 feet

C. Maximum Building Height: 80 feet

2.108.05 Development Standards

All development in the Industrial-Commercial District shall comply with the applicable provisions of Section 2.200 of this Ordinance. In addition, the following specific standards shall apply:

A. Off-Street Parking. Off-street parking in the Industrial-Commercial District shall conform to the standards of Section 2.203.

B. Signs. Signs in the Industrial-Commercial District shall conform to the provisions of Subsection 2.206.

C. Landscaping. All development is subject to landscaping provisions in Section 2.207.

D. Subdivisions and Partitions. All subdivisions and partitions shall be reviewed in accordance with the provisions of Section 2.208.

E. Design Review. All new development or expansion of existing structure or use in the Industrial-Commercial District shall be subject to the Site Development Review procedures of Section 3.105.

F. Access. Site access points shall be located to minimize traffic hazards and development is subject to provisions in Section 2.202.

Oregon Downtown Development Association's

Resource Team Report

for

Hubbard, Oregon

OREGON
DOWNTOWN
DEVELOPMENT ASSOCIATION

June 24-26, 2003

The Hubbard Resource Team Report

prepared by:

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The Hubbard Resource Team and Report were funded through a partnership between Hubbard Businesses and the Mid-Willamette Valley Council of Government's Regional Strategies Funds.

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Project Introduction

Discussions for downtown revitalization assistance for Hubbard began with an opportunity to create a community cluster approach to downtown planning in association with the Oregon Downtown Development Association (ODDA) and communities within the Mid-Willamette Valley Council of Government's region. Communities who were good candidates for this approach included Willamina, Scotts Mills, Gervais and Hubbard. The on-site Resource Team for Hubbard consisted of downtown specialists in the areas of public space and circulation design, architectural design, and business mix analysis. A staff member from ODDA served as the Team's coordinator. The Resource Team convened in Hubbard on May 24, 2003. While on-site, the downtown planning process included a public "kick-off" meeting; interviews with local stakeholders; a thorough examination of issues affecting the downtown district through walking and driving tours and collected information; analysis of issues that needed to be addressed; and recommendations relating to those issues. A public presentation on the Team's findings and recommendations completed the on-site portion of the work. This report serves as follow-up to the final presentation.

The recommendations contained in this report are broad brush and conceptual in nature. The aim of this project is to bring the community together to discuss a shared vision of downtown's future, then articulate those ideas into conceptual drawings and supporting text. The ideas contained in this report are not written in stone; they should be used as a springboard for further discussion as to which projects should be implemented and to assist in project prioritization and phasing.

This report is a summary of information collected and synthesized by the ODDA Resource Team while working in Hubbard May 24-26, 2003. It is based on the information presented at the May 26th final presentation. The recommendations in this report are broken into sections based on the team members' specialties: Public Space and Architectural Design; Downtown Business Mix and Clustering; and Next Steps.

Project Goals

The members of the Hubbard Resource Team approached this project with five overarching goals that served as the framework for their recommendations. The goals included:

1. Improve the community *for* the community.

2. Celebrate the community's unique assets.

3. Make the whole commercial district more inviting, walkable, *connected* and economically vibrant.

4. Offer more reasons for visitors and residents to shop in Hubbard.

5. Offer the community a downtown plan that can be implemented in phases.

Each member of the Resource Team undertook their tasks with these goals in mind. The differing disciplines each Team member brought to Hubbard allowed them to address these goals in their own tailored way. Team recommendations and strategies will be laid out in the sections that follow.

Downtown revitalization can seem like a daunting task for a small, rural community to undertake. Nevertheless, it is a critical component of a livable, economically viable community. The recommendations contained in this downtown conceptual plan will allow the community to concentrate on long range, strategic outcomes through a variety of projects that have both short and longer-term results and impacts. It will take an integrated vision of what downtown could be, coupled with a group of downtown 'champions' and good public and private partnerships to help Hubbard's commercial district become all it can be. Tough job? Yes. Doable? Very much so. Hubbard has great architectural 'bones,' a growing target market, and other positives that are working in its favor.

Community revitalization is a long-term, incremental process that is dependent on a commonly shared vision, an implementable plan, leadership, collaboration, 'stick-to-it-ness,' and calculated risk-taking. The process of revitalizing a community is not for the

faint of heart, but its rewards can make a positive difference in a community for generations to come.

Hubbard is poised and ready to take on downtown revitalization. A recently completed strategic planning effort was a great success. That effort, along with the Resource Team report, should serve to help launch revitalization activities. The Resource Team public input process was a good forum for interested community stakeholders to talk about the future and their support for, and participation in, local revitalization efforts. These stepping stones, along with the Resource Team report, should allow the community to successfully move ahead with a variety of downtown revitalization projects and activities. The only thing that could make this good situation even better would be an improved partnership role between the city and the community in undertaking revitalization activities. While working on-site, members of the Resource Team heard time and again about a disconnect between City Hall and community.

In closing, the recommendations contained in this report are broad brush and conceptual in nature. The aim of this project was to bring the community together to discuss a shared vision of downtown's future, then articulate those ideas into conceptual drawings and text. The ideas and recommendations contained in the report are not written in stone; they should be used as a springboard for further discussion – to determine which projects should be implemented and to assist in project prioritization and phasing.

Design Recommendations: Public Space & Architecture

<u>Topics covered in this section include:</u>

Introduction
Framework for Downtown Design
- *The 3Cs of Public Space Design*
- *Traditional Downtown Storefront Features*
- *Historic Considerations*
- *Downtown's Built Environment*

The Big Picture: Hubbard Concept Plan
The Downtown Plan: Highway 99 Improvements
- *Public Space Improvements*
- *Architectural Improvements*

The Downtown Plan: Reinvigorating Old Town Hubbard
- *Public Space/Streetscape Improvements*
- *Architectural Upgrades and Retrofits*

INTRODUCTION

This section of Hubbard's Downtown Conceptual Plan addresses the physical and aesthetic design of downtown's public and private spaces (streetscape and facades). The enhancements discussed in this section are meant to seamlessly integrate with each other to make the whole downtown district look and function better. The character and aesthetic of these spaces will help set the theme of, and tone for, Hubbard. Creating a unified look through these design elements will also help visually connect the Highway 99 commercial district with the traditional downtown district.

One goal of the design portion of this project is to help create a stronger downtown commercial district for Hubbard through the enhancement of open and public spaces. These spaces serve as conduits for pedestrian circulation, provide a more cohesive and

inviting whole, and create a more pleasant and safe environment. Another goal is to improve pedestrian circulation patterns as they are critically important and functional elements in a successful downtown environment. Another goal of the design component is to offer a more vital downtown experience through the reuse of existing downtown stock (buildings) and infill of vacant lots where appropriate.

FRAMEWORK FOR DOWNTOWN DESIGN

The Designers on the Resource Team based their recommendations on a framework that supports a pedestrian friendly, vital downtown district. Design, both public space and private, plays a very important role in a downtown's vitality. The following sections provide a description of the framework and why each component is vital in downtown revitalization.

THE THREE 'C'S OF PUBLIC SPACE DESIGN

Three primary elements served as the basis for the public space design component of this downtown plan: Connectivity, Continuity, and Celebration of Place. The design recommendations that are discussed in detail later in the report were based on this framework. Local input from the community as to their desires for downtown public space improvements was ultimately 'sifted' using this framework as a basis for inclusion into the plan. The three 'Cs' of public space design are discussed below.

CONNECTIVITY: Good pedestrian *connectivity* and circulation patterns are critically important, functional elements in a successful downtown environment. This is particularly true in small communities where walking is important -- and having a safe and inviting walking environment is even more important. Good pedestrian connections throughout the community are an important part of downtown revitalization. Connectivity can also be enhanced by a contiguous line of downtown buildings that directly address the street (rather than set back behind parking lots) and the presence of large, transparent shop windows filled with appealing displays. These elements help 'pull' shoppers down the street. Large parking lots and blank walls in a downtown environment work directly in opposition to a pedestrian friendly environment.

CONTINUITY: Active, inviting downtowns have a combination of elements that give them a feeling of consistency and *continuity.* Many casual observers would never really think about how design consistency in sidewalks, streetscape furnishings (benches, trash receptacles, bike racks, etc.), plantings and lighting help bring a visual uniformity to downtown, but these elements help make downtown much more visually cohesive - - much more of an integrated whole.

CELEBRATION OF PLACE is the final element in the framework of design recommendations. Hubbard has a long, rich history that includes early settlers, the railroad, agriculture and a traditional downtown commercial district that developed along

the railroad. The recommendations contained in this report celebrate what makes Hubbard special, instead of trying to layer irrelevant themes on it. Hubbard has much to be proud of and the Resource Team's recommendations support the celebration of what makes this community unique.

TRADITIONAL DOWNTOWN STOREFRONT FEATURES

One of the goals of downtown revitalization is to have a continuous line of storefronts that encourage browsing through the design of the buildings, coupled with interesting and appealing shop windows.

The following is a list of building features that help contribute to a walkable, pedestrian friendly downtown environment.

Building features that contribute to inviting downtowns include:

- Respect for history: rehabilitating existing historic buildings by keeping true to their original character; and by *referencing* Hubbard's historic commercial style in new infill development (but not exactly replicating it).
- Buildings that directly address the sidewalk, rather than set back behind a parking lot.
- Buildings that offer sidewalk protection for pedestrians, i.e. canopies or awnings.
- Transparent storefronts at the street level, i.e. large clean, appealing windows.
- Bulkheads below the storefront windows (visually "anchoring" the building to the site).
- Recessed storefront entries.
- Breakup of the horizontal building lines with vertical structural elements.
- Upper levels of buildings punctuated with rhythmic use of vertically proportioned windows.
- Articulated parapets that vary in height and character from building to building.
- Absence of blank walls or empty lots. Studies show that pedestrians will not walk along long empty lots or blank walls in a downtown setting, they will cross the street or turn around to avoid these areas. For maximum *browsibility*, a downtown needs a consistent, continuous line of storefronts that is not broken up by vacant lots, blank walls, parking lots and drive-thrus.

HISTORIC CONSIDERATIONS

Often the architectural integrity of downtown historic buildings is compromised by covering over, or remodeling, facades with inappropriate materials and/or styles; by the removal of historic building elements and signage; and even by the removal of historic buildings and their replacement with contemporary buildings that do not have the same qualities as pedestrian friendly downtown buildings.

Hubbard has several historic commercial buildings in the 'Old Town' core that would play a major role in downtown's renaissance if they were rehabbed and filled with active businesses. The City may want to consider creating design guidelines for both redevelopment of existing buildings and infill of vacant lots to help guide how downtown redevelops. There seems to be a strong respect for history and architecture, both commercial and residential, within the community. It is the Resource Team's hope that Hubbard will begin celebrating its historic commercial and residential architecture and restoring it to its formal glory. It would be a shame if any more deterioration of local historic architecture occurred.

Many communities have design guidelines to help keep the historic district intact. Historic design guidelines could include the following:

☒ New building construction fronting streets should keep with the original architectural character, color, mass, scale and materials of neighboring historic buildings.
☒ Additions to existing buildings should be in keeping with the original architectural character, color, mass, scale and materials. Wherever possible, new additions or alterations to existing buildings should be completed in such a manner that if they were to be removed in the future, the essential form and integrity of the original building would not be impaired.
☒ New construction should fill in gaps in the urban fabric and be adjacent to the sidewalk or vertical edge, reinforcing the enclosure of the street.
☒ Existing additions to historic buildings should be evaluated for their compatibility and their contribution to the character of the downtown area.
☒ Every reasonable effort should be made to provide a compatible use for existing historic buildings that will require a minimum alteration to the building and its environment.
☒ Rehabilitation work on historic buildings should not destroy the distinguishing qualities or character of the property and its environment. Deteriorated historic architecture should be repaired, rather than replaced, whenever possible.
☒ Distinctive stylistic features, or examples of skilled craftsmanship which characterize older structures and often predate mass produced building materials, should be conserved.
☒ Many changes to buildings have taken place in the course of time and are evidence of the history of both the building and the downtown. If these changes have developed significance in their own right, this significance should be recognized and respected.
☒ All buildings should be recognized as products of their own time. Alterations to create an appearance inconsistent with the actual character of the building should be discouraged.

☒ Contemporary design for new buildings, and additions to existing buildings, should be permitted only if such design is compatible with the size, scale, color, material and historic character of the area.
☒ A structural soundness survey should be obtained prior to any substantial rehabilitation.

DOWNTOWN'S BUILT ENVIRONMENT

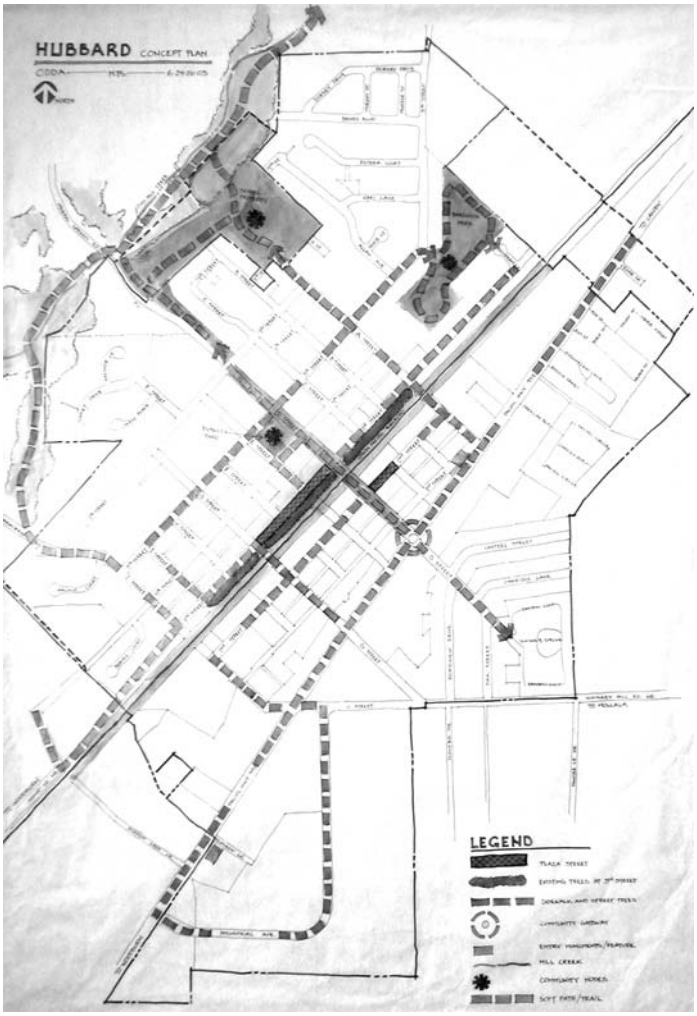
Hubbard has strong downtown commercial district fabric, although it varies from most downtowns in that it lines only one side of the street, due to the adjacent railroad. Hubbard's downtown core is also small in scale, but it presents a strong, visually interesting façade line as it is primarily intact (meaning that there are few gaps or inappropriate infill buildings). That said, members of the Resource Team believe that Hubbard is in danger of losing this wonderful downtown asset due to a long history of deferred maintenance. Many of downtown's buildings are in bad repair and are in desperate need of attention.

Following are suggestions to help reclaim this important downtown asset.

- Stabilize deteriorating buildings. REPAIR & REFURBISH. Restore buildings back to original whenever possible; stripping away the layers of inappropriate façade treatments to expose the building's original architectural character
- Repair buildings to match existing (original) details. Open, transparent storefronts send the following message: 'We're open for business.' They are also more attractive and inviting; they put 'more eyes on the street' to discourage vandalism, etc.; are more welcoming to out-of-towners; and are in keeping with the original building design.
- Reclaim important (original) storefront features. Using a complementary 3-color paint scheme on a building will help bring out important architectural details.
- Implement appropriate infill for underutilized downtown sites.

Hubbard has good architectural 'bones' when it comes to downtown commercial storefronts. General maintenance and façade upgrades will really help make downtown more visually pleasing and attractive to shoppers. Cleaning, repairing and repainting buildings will also make a big difference in how downtown is perceived.

THE BIG PICTURE: HUBBARD CONCEPT PLAN



The color version of this plan is included in the Appendix.

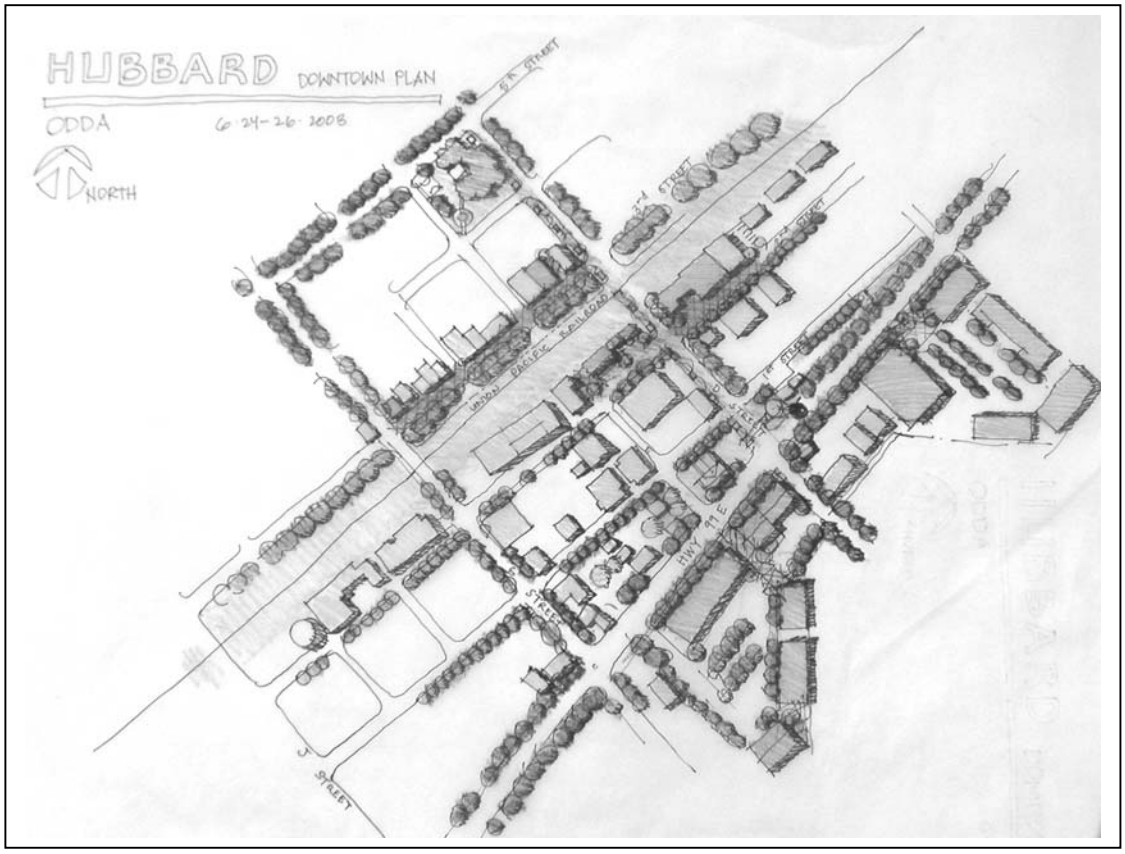
In order for the Resource Team to fully grasp potential solutions for downtown, they needed to understand the overall layout and context of 'Old Town' in relationship to the commercial development along Highway 99. From this 'birds-eye view,' the Team also found new potential pathways to better connect the community and a possible link with a regional trail system to be developed in the future.

The overall concept plan shows how a developed sidewalk system, with street trees, will help not only link the community to downtown and the wonderful local parks, but would have the potential to connect to a trail system along Mill Creek that could ultimately tie into a regional trail network. The community was very interested in a walking trail through a natural area. Many communities throughout the state have been successful at developing trails of this type as a wonderful community amenity. The opportunity to develop this trail as part of a larger regional network should be explored further. Initial discussions have begun and Hubbard should become an active partner at the regional level to develop this project.

The concept plan also shows proposed locations for entry features at Schmidt Lane and Hwy. 99 and at the narrow park area at A Street and Hwy. 99. A community gateway is suggested for the area at the intersection of D Street and Hwy. 99 as well. (Detailed discussions on the entry and gateway features will take place further in the report.)

THE DOWNTOWN PLAN: HIGHWAY 99 IMRPOVEMENTS

PUBLIC SPACE IMPROVEMENTS

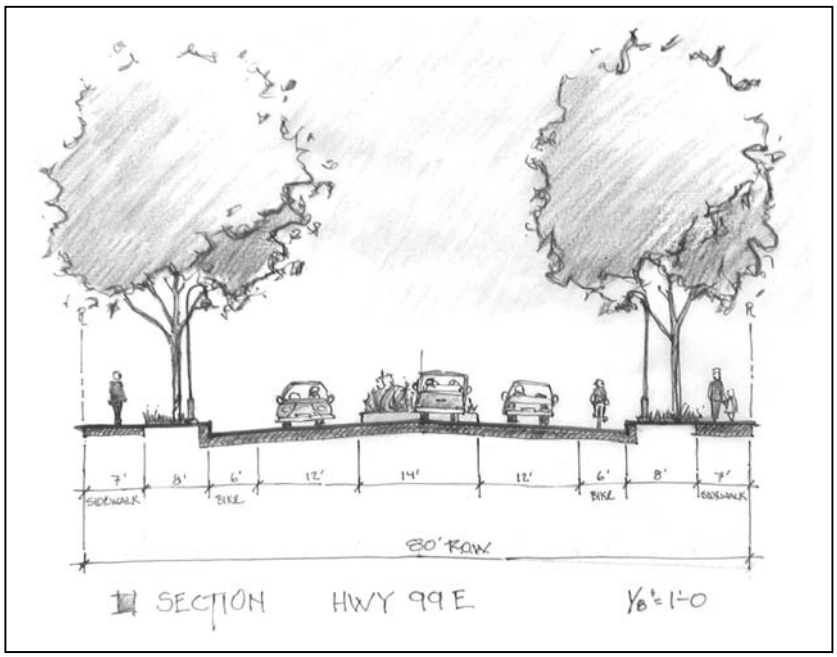


The color version of this graphic is included in the Appendix.

The Downtown Plan illustrates the next level of detail after the Concept Plan. It focuses in on the commercial areas of Hubbard that are located along Hwy. 99E and in the 'Old Town' area. Although the Resource Team and community consider these two district areas as 'the downtown,' the report will address each area independently, as one area has more of a traditional downtown ambiance to it and the other a highway/commercial feel. Although discussed individually, the recommended design solutions were developed within the context of the whole downtown area to make it more cohesive, integrated and function more effectively as a whole.

One of the most pressing issues the community discussed with the Resource Team was the lack of a safe (and attractive) pedestrian environment along the Hwy. 99E commercial

area extending to the mobile/manufactured home parks at the north end of town. While on-site, the ODDA was able to participate in a public meeting with an ODOT (Oregon Department of Transportation) representative and the City to discuss needed improvements along the highway. The specific areas the community discussed with ODOT included: pedestrian safety (continuous sidewalks & good cross walks); speed – and having the posted speed dropped; the need for the extension of the center turn lane to the north end of town; and the need for an additional stoplight at G Street and 99E. The ODOT representative informed the community how to move forward with getting these issues on ODOT's 'radar screen,' and ultimately solved. He also recommended that the Resource Team show their recommended solutions along Hwy. 99E in the Downtown Plan. The following drawing is what an 'improved' Hwy. 99E could look like. It is based on the existing 80' right of way and incorporates pedestrian amenities to help make this harsh environment safer and more attractive.



The proposed improvements could include the following:

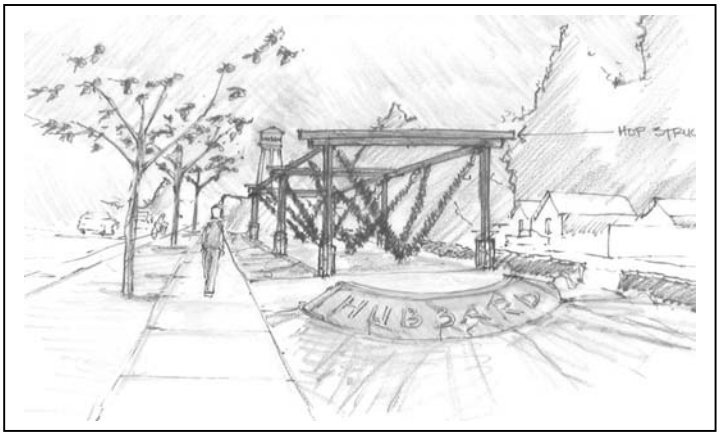
- Sidewalks: 7' wide on both sides of the highway.
- Tree/streetscape furnishing zone: 8' wide on both sides to allow an adequate planting area for street trees and space for pedestrian-scaled lighting.
- Bike lane: 6' wide on both sides of the road.
- Travel lanes: two 12' wide travel lanes (one in each direction).
- Center turn lane: one 14' wide center turn lane that might also contain a center median (where appropriate and it would work).

The proposed streetscape improvements along Hwy. 99E will make this area much safer for pedestrians. They could also serve to help 'calm,' or slow, traffic as the vertical height of street trees and marked bike lanes helps 'enclose' the area visually, causing

drivers to slow down. The inclusion of a center median is a concept only. Appropriately placed and constructed, center turn lanes offer pedestrians a 'safe haven' and they also serve to help calm traffic. The community will need to work with ODOT on these proposed improvements and build a strong local coalition to help ensure their issues are heard and addressed along the highway as this section of highway should function in a much broader capacity than to simply move vehicular traffic through town.

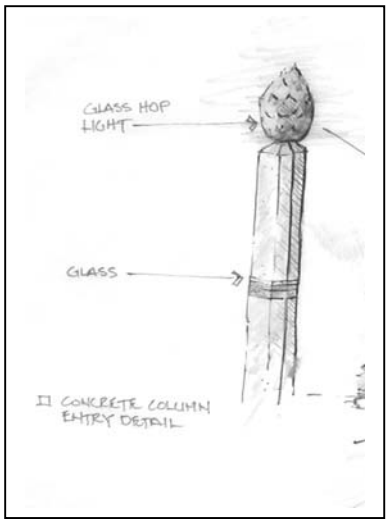
The perspective sketches, above, show what some of the proposed streetscape improvements along Hwy. 99E might look like. (*They are also included in color in the Appendix.)*

Entry features and a gateway treatment are also recommended as part of the overall streetscape plan for downtown. Entry features are recommended at Schmidt Lane and 99E, and at the narrow park area at A Street and the highway. The sketch, below, illustrates what an entry feature could look like. The Resource Team used this feature to help celebrate one aspect of Hubbard that makes it unique - - hops.



The entry element could, and should be, so much more than a simple 'Hubbard' sign. It should be interesting, unique and help 'explain' what makes the community special. The Team recommends the creation of a structure to support growing hops (and be interesting enough in design to look good when hops aren't growing.) A interpretive component could also be part of this feature. An attractive 'Hubbard' sign should also be part of the overall design. It will be important to have a good plan developed before moving forward with any component of the entry element, as it would be too easy to 'miss the mark' without one.

A gateway ‘announcing’ Old Town Hubbard is suggested for the area at the intersection of D Street and 99E. The Resource Team recommends a art deco-style element made up of concrete, with glass insets, topped with lights fashioned in a hops’ design.



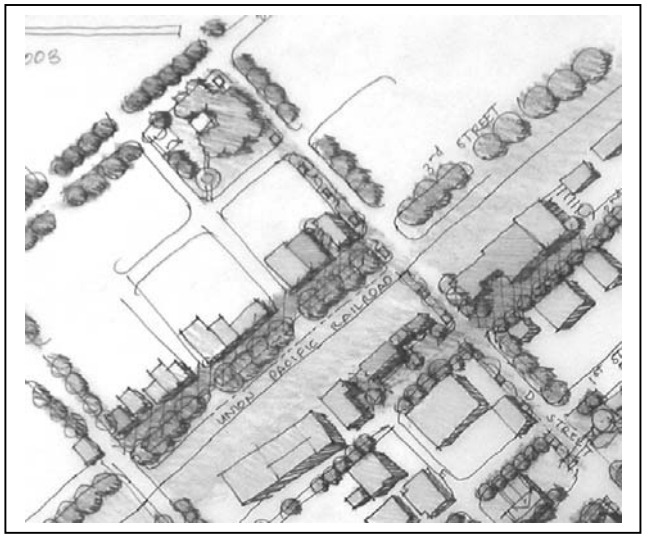
When creating a unique community identifier like entry features and gateways, it will be important to ensure that they are the highest quality possible, as these elements convey much about the community and its standards for quality. As these gateway and entry design recommendations are on and/or adjacent to ODOT right of way, the community should make sure ODOT is aware of and on board with entry features and gateway treatments they plan to implement.

ARCHITECTURAL IMPROVEMENTS ALONG HWY. 99E

In addition to streetscape improvements along Hwy. 99E, there is a real opportunity to begin ‘reshaping’ the urban fabric along the highway so that it better supports pedestrian activity and has a more cohesive look and feel. The Furniture Outlet is considering building a new facility north of their present site on the highway. They could be a pacesetter in developing a new ‘Hubbard’ style along the highway that is attractive, engaging and is set apart from

the typical (less than inspiring) highway commercial-style development that currently exists. The Resource Team recommends that the new Furniture Outlet building be sited close to the sidewalk and have large display windows. It should also have a welcoming 'porch' element. The building could be constructed of simple, vernacular materials that recall Hubbard's tie to agriculture. By locating the parking behind the building, the site could be developed with a drive way entry between the new Furniture Outlet building and another, complementary group of businesses. Developing this site with an overall plan and engaging design style could set a much higher benchmark for highway commercial development in Hubbard.

THE DOWNTOWN PLAN: REINVIGORATING OLD TOWN HUBBARD



This portion of the design component addresses recommended improvements for Old Town Hubbard. As with the previous section, it is broken out by public space and architectural design components. The suggested design solutions are intended to integrate well with each other and with the recommended improvements along 99E. They also support downtown vitality and livability within the framework of a traditional downtown commercial district.

PUBLIC SPACE / STREETSCAPE IMPROVEMENTS

The overall Concept Plan and Downtown Plan show proposed locations for sidewalks and street trees. Within the Old Town district, sidewalks are generally deteriorating where they exist, and they are often narrow - - with some blocks completely missing sidewalk sections. For this reason, pedestrians often walk in the street in this part of downtown. As part of overall downtown revitalization efforts, the community should strongly consider a sidewalk/streetscape improvement program to make downtown more walkable, safe and inviting.

In addition to developing an upgraded, contiguous sidewalk system with street trees and furnishings within the Old Town core, the Resource Team recommends the community consider a special treatment for the street and sidewalk in two areas of Old Town. A

shared, or plaza street should be considered along Second Street, beginning at D and continuing to City Hall, and on Third Street between D and G Streets.

The term *Shared Street* refers to commercial streets that are designed to meet the needs of both pedestrians and vehicle operators, without physical separation between the uses. Design elements are used to forcibly slow traffic dramatically, causing drivers to operate in a manner more consistent with driving in a driveway or parking lot, or other areas where pedestrians are present without separation. The purpose is to create a street within a limited right of way that enable pedestrians to safely walk, browse, access destinations, etc., while traffic utilizes the same space for travel and access, but at very low speeds.

Shared streets are not appropriate for every situation, but they can be very successful when implemented in appropriate situations. These streets are excellent locations to hold festivals, farmers' markets and other types of activities where they can be occasionally closed off. Implementing the shared street concept along portions of Second and Third Streets will help identify these particular areas as unique, with more focus on pedestrian-oriented activity.

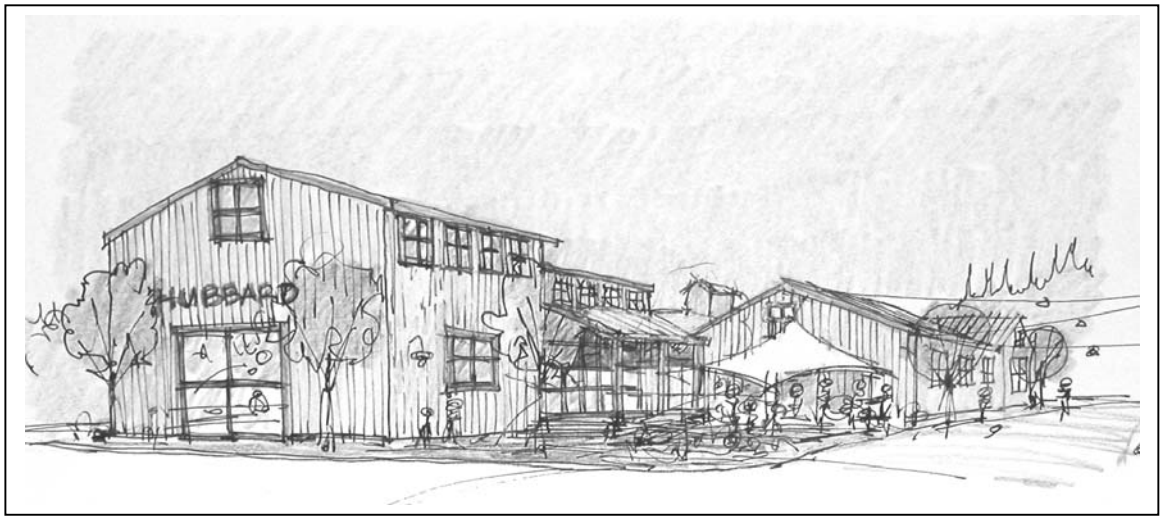
The above sketch of the proposed shared street treatment to Third Street, shows how it could be laid out. The street along this section should be slightly raised and constructed of textured paving materials. The street and sidewalk area should also be at the same grade, as described in the section above. The details of the proposed shared street on Third, shown above, begins at the storefront side of the street and continues to the railroad right of way:

- Sidewalk: 15'wide that includes lighting and pedestrian amenities (benches, trash receptacles, etc). The sidewalk would be separated from parking by bollards
- Parking: 8' parallel parking stalls
- Bike lane: 6' wide
- Travel lanes: two 11' travel lanes
- Street tree/furnishings zone: 9' wide and should include pedestrian scaled lighting along with mature street trees that add a wonderful ambiance to the street and shade parking.
- Railroad Right of Way: through an agreement with the railroad create angle-in parking that is more organized than it is now.

ARCHITECTURAL UPGRADES & RETROFITS

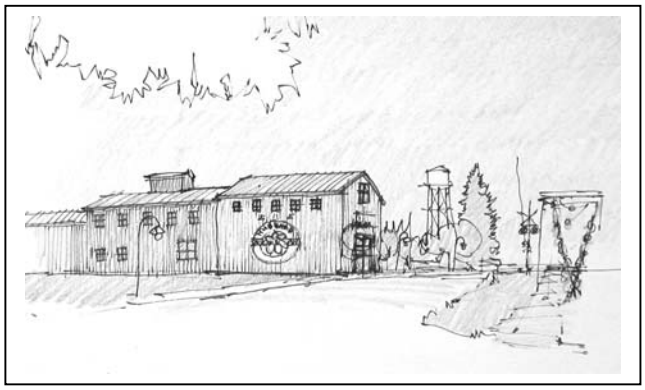
Old Town Hubbard is different than most traditional downtown districts in that it has an unusually large amount of warehouse/industrial type buildings sprinkled throughout the district. The good news is: many of these buildings are filled with active businesses. The downside is: most of them do not have a retail or storefront presence and function independently rather than as part of a district where the businesses create a synergistic effect that supports pedestrian activity. The recommendations in this section of the report look at reusing some of the existing warehouse-type buildings for public and private uses; adding an outdoor use at an existing business; and rehabbing and infilling the historic commercial area along Third Street. The goal of the Team Architect was to work with and enhance, the existing urban structure of Old Town - - integrating warehouse stock and traditional downtown architecture rather than layering an incongruous design 'theme' on the district.

HUBBARD COMMUNITY CENTER



Through the course of conversations with the community during the Resource Team process, it became evident that creation of a community center was high on the 'want' list. The Resource Team considered a couple of potential sites, but settled on the vacant Hubbard Seed Supply warehouse facility as the prime candidate for a retrofit into a community center facility. The size, condition, and location of the property lends itself to an adaptive reuse that would generate more 'energy' for downtown and provide space for important community activities.

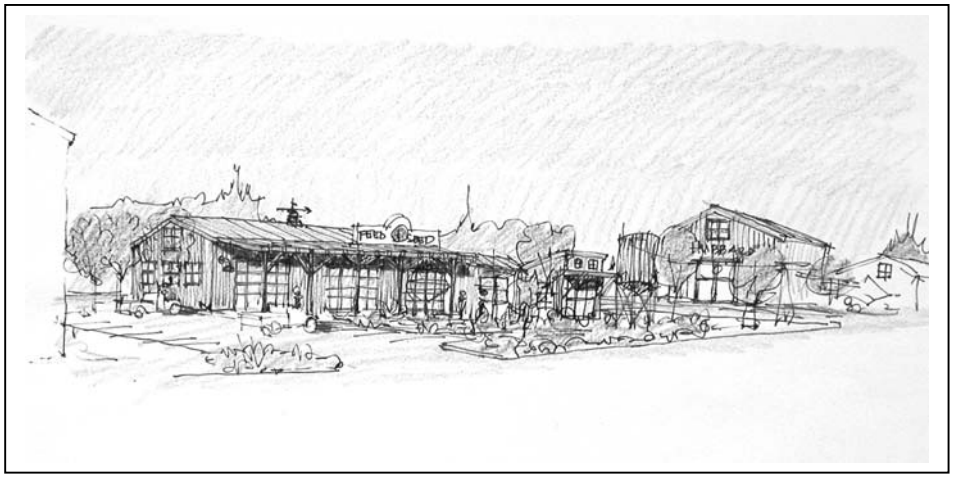
The plan would 'open up' the large warehouse building with windows, doors and porches that complement the utilitarian look of the building. The addition of trees, lighting, landscaping and inviting public plaza spaces would bring all the elements together into a unified and uniquely attractive look. The idea behind keeping the original warehouse form and materials for the community center supports the idea of agriculture as an important part of Hubbard's past, present and future.



The backside of the community center building could have a wonderful old fashioned advertising-type 'Hubbard' sign that could be highly visible and engaging.

A RETAIL RETROFIT

In addition to retrofitting the empty seed warehouse into a community center, there is an opportunity to reuse other warehouse-type buildings in downtown for other purposes - - helping generate more foot traffic and customers for Old Town. The following sketch is one concept of how an existing storage facility that is located directly south of the proposed community center, could be adapted into an inviting retail space.
As with the proposed community center, the idea behind this retrofit is to keep and enhance the utilitarian look of the building. The addition of large storefront windows, porches, interesting displays, signage and landscaping would help make this a very desirable retail space. The 'right' business could make this location a destination.



VOGET'S MEATS

Voget's Meats is a very successful and well- established destination business in downtown Hubbard. To better integrate this 'stand-alone' business into the downtown urban fabric, the Resource Team came up with ways to help 'soften' the stark appearance of the building and offer complementary, expanded offerings. An outdoor covered dining area /deli grill would be a great addition to the corner of the property - - adding activity to the 'dead' corner. A good example for this can be found at the BBQ 'shack' located in Portland near the intersection of Killingsworth and 33rd in the Natures' Market parking lot. In addition to the covered dining/grill area, trees and landscaping would make this area much more 'friendly' in appearance and would help off-set the effect of the heat-sink caused by the large areas of asphalt paving in the parking lot.

THIRD STREET REHABS AND INFILL

Hubbard has a very charming downtown area located 'across the tracks' on Third Street. This street has a fairly contiguous line of storefronts, both historic and new infill. This street has a distinct charm about it due to its scale, architecture, and the fact that it has a wonderful line of street trees and green space directly across from it.

An important component of Hubbard's overall downtown revitalization should be the 'reclaiming' of Third Street as an important retail component of downtown. Currently, this street is mixed in use with ground floor residential blending in with service and manufacturing. In order for an area to encourage pedestrian activity (aka: shopping), there needs to be enough businesses to cater to the customer so that they browse and circulate through the district (parking once and walking often rather than parking often and walking once). The scale and ambiance of Third Street would lend itself to this type of shopping experience with the right kind of building rehabs, infill and businesses located there. Revitalizing Third Street will be a long-term project, but the results could yield a small, unique, destination shopping/dining district.

The Resource Team recommends the community explore the development of a façade grant/loan program to rehab downtown buildings. It will be important with a program of this type that there are conditions and guidelines in place to ensure the rehabs are completed in a historically sensitive way that contributes to the district as a whole.

There is also an opportunity to infill one of the vacant lots along Third Street with a building that is complementary in scale and design to the vacant historic building (next to the old bank building). The sketch on the previous page shows what an appropriate infill project could look like and how it could add more activity though its use.

As part of the overall revitalization strategy for Third Street, the community should support the policy of 'downtown uses in downtown spaces' - - knowing that it will take time and effort to ensure this outcome. However, it will be an important component in reclaiming and revitalizing Third Street into an outstanding downtown asset and destination for residents and visitors alike.

Market Dynamics, Business Mix and Clustering

INTRODUCTION

This section of the Hubbard Resource Team report focuses on market factors and business mix and provides Hubbard community leaders, business owners, volunteers and the City with direction and guidance as they seek to achieve the goal of creating a more economically vibrant commercial area. Both Hubbard's historic downtown and its main commercial area on Highway 99 will be addressed in this section.

Among the key questions to address in creating a strong business district are:

- Who are Hubbard's customers?
- What are their shopping needs and interests?
- What shopping is available to them? What is the current 'supply' of retail/services?
- What are the market voids or niches that Hubbard can fill?
- How can Hubbard compete for the shopping dollars available in the trade area?
- What are the most profitable locations for businesses?
- How can this information be 'packaged' to strengthen existing businesses and to recruit new businesses?
- How do small towns organize for successful economic development?

The findings and conclusions of the market assessment and business analysis are based upon the following: community input during the Oregon Downtown Development Association's resource team visit June 24, 25 and 26, 2003; an analysis of demographic data; small group meetings during the team visit; and in-store interviews with selected business owners. The findings are divided into the following sections:

⌦ Current Business Profile
⌦ Trade Area and Market Segments
⌦ Competitive Advantages, Disadvantages, Challenges and Opportunities
⌦ Business Mix
⌦ Next Steps for Hubbard

CURRENT BUSINESS PROFILE

TYPES OF ACTIVITIES

A successful business mix in virtually any size downtown or commercial district will have a balance and mix of uses that includes housing, professional and government services, entertainment and retail shopping.

Professional and Financial Services
This category includes banks, savings & loans, physicians, insurance agencies, financial advisors, attorneys, certified public accountants, home designers, and any other office situation that provides professional services. The function of this category is to provide downtown with employees that will use, and are able to pay for, other available services. This category tends to pay higher rents and have fewer turnovers than the retail and entertainment categories.

Among the professional and financial service industries represented within Hubbard's commercial area are: a bank, chiropractor, realtor and a number of small practitioners.

Retail
The retail category includes grocery, pharmaceuticals, apparel, dry goods, hardware, cards and gifts, home furnishings, and any other category that provides goods with or without services. Successful small downtowns offer a mix of largely convenience and specialty goods. In many instances, the best-suited retailer for the downtown core will be a home-owned, sole proprietorship or small local corporation. National corporate chains prefer mall locations.

Currently Hubbard has only a small number of retail operations including, most of them destination businesses: meat shop, RV sales, motorcycle sales, boats, auto, furniture and beds, two small convenience stores and three gas stations.

The automobile dealers and the furniture store are important retail anchors for the entire community. They draw 'comparison' shoppers from well beyond the immediate area, giving Hubbard good exposure to a broad geographic trade area.

Entertainment/Restaurants
This category is closely related to retail except that businesses function as attractors for customers seeking entertainment venues. Entertainment establishments include restaurants, video stores, theatres, bars and taverns, coffee shops and any other business that attracts customers for social or entertainment purposes. This category supports the retail services category by offering the downtown customer an opportunity for entertainment and refreshment. It also helps retain employees in the central core area.

Hubbard is home to five eating establishments (two of which are also bars), deli foods at the Hubbard Market and an espresso stand.

Convenience Services
Hubbard is fortunate to have a number of other small businesses that meet some of the basic needs of local residents and employees alike. These include: gas stations, convenience stores, a hair salon, nail salon, a laundry/dry cleaner, banking/ATM services and other businesses.

Government Services
Downtown has been the traditional location for government offices and services such as the post office, the fire station and City Hall. Together, these anchors attract hundreds of people to town to conduct business each week.

TRADE AREA AND MARKET SEGMENTS

Trade Area Definition

The trade area is the geographic area from which the great majority of regular customers originate. A key factor in Hubbard's market pull is its very limited retail base and its close proximity to Woodburn retail centers; both work against the community drawing a large base of out of town shoppers. The trade area for this analysis is focused primarily on Hubbard residents.

Target Markets

Market segments represent the consumers who currently or potentially shop in your downtown. Understanding who these consumers are, and knowing each segment's shopping habits and needs can help drive promotional campaigns, business recruitment and retention policies and business mix.

Hubbard's *primary* customers are year-round trade area residents that shop there because of its convenience, location, and selection. The table on the next page shows the current demographics for the Hubbard trade area market.

Exhibit 1: Trade Area Demographics, 2003

	Hubbard, (2003)	Hubbard (2008)	State of Oregon ('03)
Population	2,573	2,743	3.5 mil
Average annual population growth	1.29%	1.3%	
Households	772	821	1.4 mil
Median Age	30.5	31	37
Percentage Age 19 or younger	35.2%	34.3%	26.8%
Percentage Age 65 or over	7.5%	7.9%	13%
Percentage Hispanic	32.8%	42.5%	8%

Source: U.S. Census, ESRI Business Information Solutions, 2003

- Particularly significant among the variables noted above is the relatively large portion of Hubbard residents under the age of 19 (35%) compared to the state average (26.8%). The large number of youth and the very small senior population, (7.5%) are reflected in the low median age of 30.5 compared with 37 years for all Oregonians.

- Hubbard's youthfulness is tied in part to the large Hispanic population which in Oregon is generally young and family-oriented. Today, reports indicate 32% of the population as Hispanic, growing to 42% by 2008.

- Median household income is very healthy at $44,670, somewhat above the state median household income of $44,438.

Lifestyle Characteristics

Lifestyle or psychographic data for Hubbard were analyzed to add dimension to the above demographic characteristics. Lifestyle data are derived from households within the trade area that are grouped into clusters, the names of which are meant to convey a type of neighborhood or lifestyle. Psychographic data from the ACORN Lifestyle Reports provided by ESRI Business Information Solutions for Hubbard characterize area households by two large groups which are described below.

<u>Baby boomers with children, 65%</u>

- Two-thirds are married couples with children
- Many are mobile, moving to find the best job
- High rates of employment, with dual income families
- Live in owner-occupied, single-family homes
- Consumer spending is home-oriented
- Enjoy home projects, camping, fishing, hunting and gardening
- Own grills, campers, pets, multiple cars/sport utility vehicles

Young, frequent movers, 33%

- Young families dominate this segment
- Employed in skilled or unskilled blue-collar jobs, earning low to moderate incomes
- Live in non-farm, rural areas most often in mobile homes
- Have loans mostly for personal or autos
- Hunt, fish, watch videos, listen to country music
- Top-ranked market for pet ownership

Other Target Markets

Other potential markets for downtown Hubbard are highway travelers, area workers and Willamette Valley visitors. Below are data that illustrate the size of some of these market segments.

- Traffic volumes are very high on Highway 99 through Hubbard, with 2002 estimates of average daily traffic at 16,600. Highway traffic provides the chance to lure customers to businesses, if drivers slow down enough to look.

- Visitors spend over $235 million annually in Marion County, a figure that has steadily increased in the last ten years.

- Workers employed by Hubbard businesses are estimated to total nearly 1,000.

Local residents, employees and area visitors offer significant untapped market potential for downtown Hubbard businesses. More information on customer behavior is provided in Appendix A, "Buyers vs. Browsers."

DOWNTOWN HUBBARD'S ASSETS AND CHALLENGES FOR BUSINESS DEVELOPMENT

The Market Assessment asks: *How is Hubbard doing compared to other comparably sized communities working to strengthen their downtown business district?* The response is organized into: Competitive Advantages/Assets, Challenges and Opportunities for future development.

Competitive Advantages or Assets

Hubbard has an extensive list of positive attributes or assets to build upon in its efforts to strengthen the business district.

1. Hubbard's location close to I-5 and in close proximity to jobs and amenities in Salem and Portland make it a highly desirable family community.

2. A growing local market of over 2,500 people. An expanding housing stock will contribute to the growth trend.

3. A relatively large employment base exists in Hubbard, unlike many small towns. Seventy-five businesses are on the City's 2003 business list. Hubbard's industrial park is home to 17+ businesses, many with skilled jobs offering pay above minimum wage. Employment options 'at home' allow Hubbard to promote itself as a community where you can 'Live, Work and Play!'

4. An existing business base that offers most of the convenience shopping goods and services needed. This includes grocery items, banking, laundry, gas, auto service, restaurants and related.

5. Investors and risk takers are locating in and/or expanding within Hubbard. This is a very positive indicator of overall confidence in the future of the community. A few of those businesses are: Kriegsco Manufacturing, A&D Chiropractic, Furniture Outlet, Tip Top Nails, Hubbard Market Chevron and the Homestead Restaurant.

6. Hubbard has a large cluster of auto-related businesses: new and used car/truck sales, several service businesses, a motorcycle shop, gas and service stations and parts stores. Collectively, these could be promoted to make Hubbard a destination for those looking to buy or service a vehicle.

7. Hubbard also has a cluster of recreation equipment businesses: boats, RVs, motorcycles. These could also be used to promote Hubbard as a destination for sporting/recreation vehicle sales.

8. Hubbard's Hop Festival is a unique community event that could be expanded and better promoted to draw visitors and outsiders well beyond the area to town. Beer tasting

and outdoor eating and entertainment are big business in Oregon. With easy access to the Portland and Salem metro markets, over time, Hubbard could grow this into a multi-day, multi-venue event.

9. Energy, optimism, enthusiasm! The majority of business owners and community stakeholders interviewed during the resource team visit were very positive about the future of Hubbard and their participation in making change. Positive attitude can be contagious and is essential to successful community salesmanship.

10. Hubbard's history is an untapped asset. The many beautiful historic homes for one could be part of an ongoing walking/driving tour or home tour. Historic downtown properties and perhaps nearby century farms and the cemetery could be included in a historic tour.

Challenges

Hubbard faces a variety of market or economic challenges in expanding its commercial base. A brief synopsis follows:

1. Hubbard's existing retail base is very limited and retail leakage or out shopping to Woodburn and other areas is significant. Positioning Hubbard as a convenience retail center, even for local shoppers, will take hard work and time.

2. Available commercial properties in town are few and those that exist are not in a 'ready for occupancy' condition.

3. The Highway 99e commercial strip is an extraordinarily busy, pedestrian-unfriendly environment, dangerous to vehicles, bikers and walkers.

4. Hubbard's diverse population with a large and fast-growing Hispanic population will challenge businesses to serve a variety of consumer needs.

5. Hubbard's downtown and other community assets such as its parks are not signed from the highway. The average passer-through, or even Hubbard employees, may not know these special places exist. A simple sign, "Picnic and Playground" would draw visitors.

6. Numerous businesses expressed concern with the seemingly 'business-unfriendly' practices of the City of Hubbard. One issue of particular concern is the perception that Hubbard's development fees are very high.

7. Franchises and chain stores (fast food businesses in particular) are being invited or are seeking out Hubbard as a potential location. While these businesses add to the overall business and job base, it is well known that most of the profits of chains go back to company headquarters. The addition of these businesses to Hubbard may detract from the special home town feel that its locally owned, mom and pop businesses create.

8. Creating a viable retail base downtown is challenged by the location of a manufacturing occupant on the 'historic' main street. This situation would be easier to overlook in a large downtown, but with only a small three block area to work with, every square foot of ground floor space needs to be devoted to retail, restaurant and related services in order to create a shopping destination.

Opportunities

Opportunities represent 'best bets' for enhancing the commercial environment and growing the business base. Many of these opportunities may take numerous years to develop.

1. The Hubbard employment base is estimated at 1,000 people. Nationwide, research demonstrates that workers will spend up to 15% of their income near the workplace, if appropriate goods and services are available.

2. Building on Hubbard's strong retail anchor, the Furniture Outlet, and the several large spaces available in town (aluminum warehouses), Hubbard should consider developing a 'Touch of Home' retail theme, working to attract other complementary businesses to town. Hubbard could become a regional home furnishings destination, serving the middle marketplace. Examples of other businesses include: Appliances; Home Accessories, lighting, etc, Rugs and Carpets; Electronics; Art & Frame; Fabrics; Garden Shop, nursery, garden accessories, etc; Quilt shop; Window treatment; Antiques; and Paint & wallpaper.

3. Business expansion is another valuable approach to commercial growth. Voget's Meats is well known for its fine quality meat products. Presently, it mainly operates a meat counter but could expand into a small lunch time deli, a business that is sorely needed in Hubbard.

4. Hubbard businesses should be mindful of local youth interests and needs. Youth spending is significant across the US and this market segment should not be discounted for its contribution to retail sales.

5. Hubbard's historic downtown blocks offer a very special 'sense of place' that over the long term could develop into a special eating and shopping district—a welcome escape from Highway 99. Two restaurant/bars are there now. A third one could be enticed and then the district could begin to develop a niche as Restaurant Row.

BUSINESS MIX

Hubbard's commercial areas will never be able to compete with large malls and strip centers in providing a large variety of retail goods, long and predictable shopping hours, and the image of low-cost retail items. However, the local customer will respond favorably when he or she feels that they are receiving good value for money spent, have a convenient and safe place to spend time, and consider the downtown area an interesting and attractive place to be.

Both Hubbard's downtown and Highway 99 commercial areas have the capability to serve local full-time residents, area workers and visitors with a range of goods and services. The keys will be:

- Providing excellent service
- Offering unique, quality merchandise
- Targeting high dollar volumes per square foot for a business to succeed--in other words, smaller spaces with in-depth, high turnover inventory.
- Working with Hubbard's existing business community to provide complementary product lines.

The appropriate retail business mix for Hubbard depends on the following factors:

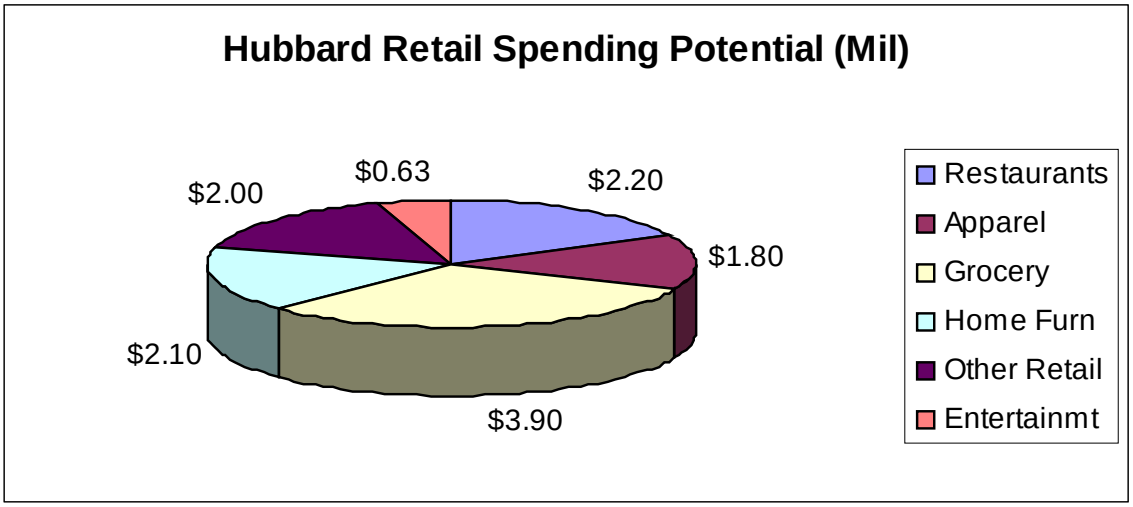
- Market potential—the target markets and the amount of money they have to spend.
- Existing business base—the current assets of downtown
- Business location to make it easy for customers
- Continuous marketing
- Retail trends

Recommended Businesses Mix

The two primary goals for Hubbard related to commercial business development should be to:

1) Retain, strengthen and expand the business base in downtown Hubbard and on Highway 99e.
2) Recruit businesses that will complement and improve the existing commercial mix and will enhance downtown's attractiveness to its target markets.

Residents and employees are the principal target markets as they are year round customers for Hubbard. Potential retail spending based solely on Hubbard's resident population and household incomes totals $14 million annually (source: US Census and ESRI Business Information Services). This figure does not include transportation-related retail. The $14 million of retail spending is distributed as follows:



Source: ESRI Business Information Solutions, 2003

Based upon Hubbard's very small retail base, it can be assumed that at least 90% of that spending is occurring outside the community. This fact should be promoted as an opportunity to potential business owners and developers.

Below are listed the merchandise and business types with the greatest chance for success that build upon existing business anchors and responding to the needs identified by local residents during the site visit and by the resource team:

Potential Businesses

- More food! Family restaurant, pizza & Italian, deli
- Fruit/produce stand/fresh foods market with take out dinner specials
- Professional services: CPA, attorney, veterinary clinic
- Multi-faceted hardware store: *convenience* farm/garden, hunting/fishing, office supply, pet supplies
- Liquor store (can be adjoining the hardware business)
- Video rental
- Barber
- Bike/skateboard shop
- Jewelry, accessories
- Ice cream/yogurt/candy
- Bakery
- Infant/young children's apparel
- *Quality* second-hand shops
- Home furnishings-related goods, as earlier noted
- Recreation activities and services, such as a multi-faceted sports complex

with basketball courts, exercise rooms, weight rooms, etc

Keys to success in creating a cohesive business base in Hubbard are businesses that:

- Serve both visitors and area residents
- Aggressively market to these target customer groups
- Offer multiple, complementary product lines of good quality
- Start small and grow to fill niches
- Have focus, imagination and strive to meet the needs of the customer
- Seek to generate a high dollar volume/square foot
- Find a space that suits their needs--small, boutique spaces are sufficient for many
- Have a clear market/product identity
- Emphasize quality and value
- Are in the RIGHT location

Features of Successful Downtown Businesses

Retail and business standards are just as important as the types of businesses attracted to downtown Hubbard. The focus should be on superior retail standards when qualifying and recruiting a prospective downtown business. They include:

Strong Business Values

- *Planning*
- *Commitment*
- *Passion*
- *Tenacity*
- *Understanding*

Strong Merchandising Elements

- *Up to date point-of-sale practices*
- *Appropriate turnover of goods*
- *Interesting visual displays*
- *Emphasis on value over price*

Superior Customer Service

- *Developing human relationships*
- *Determining customer needs*
- *Servicing customer needs*
- *After-sale contact*

Appendix B includes a more detailed summary of considerations for qualifying a prospective business for Hubbard.

NEXT STEPS FOR HUBBARD

This section of the report responds to market and related issues raised by community and business leaders during the resource team visit and provides specific recommendations for short and long term steps related to economic development, such as *How do we expand our business base?*

Keep in mind that economic development is a long term process and the most successful communities take bite-size pieces and celebrate their success as they go. Growing Hubbard's business base will take time, patience and great salesmanship. The four ways to grow your business base include:

- Expand existing businesses
- Attract established businesses from within trade area
- Attract established businesses in other cities
- Attract entrepreneurs for start-up

Hubbard is fortunate to have resources nearby like the Chemeteka Small Business Development Center that provides training and technical assistance to local start-up and established businesses. Working with established businesses or investors to come to Hubbard will require vision, focus and persistence!

1. Package your Assets.

- Promote the economic and market vision for downtown and Highway 99 to existing business and property owners as well as realtors. Put together an executive summary of the downtown plan and market data from the resource team report and get it on the street.
- Target key properties and businesses for redevelopment. Work with a small team interested in the business location process. Hubbard has both professionals and volunteers eager to help with this.

2. Always Put your Best Foot (*or Face*) Forward!

Do the simple things that develop community pride and a positive image. Remember that elbow grease is free! Get in the habit of:

- Daily- pick up trash, clean front door, check store lights
- Weekly- wash windows, throw out temporary signs, vacuum/dust display area & clean up flies, take care of planters
- Monthly-change window displays, scrub sidewalk, rinse awnings, hose down façade to make properties Squeaky Clean!
- Seasonally-add colorful plantings or flower baskets.

Recognize and reward Hubbard businesses that set a great example. Several already have nice landscaping. How about a Business of the Month Recognition Program to get the clean up juices flowing?

3. Aggressively marketing to area workers.
Build from what you have—a number of restaurants eager for more business. Owners should distribute lunchtime menus, offer free delivery to Hubbard locations, provide weekly specials and monthly discounts to get MORE business from the local employment base. Survey them about their needs. Ideally, Hubbard volunteers together with local high school youth will conduct a customer survey of local workers (and residents) to find out their shopping habits and how Hubbard businesses can better serve them. Other ideas include:

- Prepare business rack card of what's available in Hubbard
- Have all businesses develop lunchtime promotions
- Create *employee passport*—for shopping discounts

4. Focus on creating commercial development nodes or activity centers. That is, encourage new develop to cluster near existing development so that Hubbard's commercial base becomes concentrated and not sprawled out over time. For example D Street and Highway 99 is an 'activity center.' Downtown Hubbard can and should be. Keep in mind the adage of commercial development and that is: *"A larger concentration of retail will most always outperform (in $ales volume) a smaller concentration of retail."*

5. Take an objective look at Hubbard's development process and fees.
Developers are looking for a hassle-free process. Work to turn Hubbard's image around to become a *Business Friendly* city. Begin by preparing a fact sheet on comparable development fees and charges to show where Hubbard stands. City staff should contact the League of Cities and other Willamette Valley communities of a similar size to get specific figures. If there are issues related to specific codes or regulations, a similar process should be undertaken. Consider forming an ad hoc Business Development Team made up of a city official and some business representatives. Whenever a business prospect comes to the city they should be directed to a team member who will not only help sell Hubbard but will also help guide them through the development process.

6. Expose Hubbard to new ideas! Go on field trips to other nearby communities dealing with similar issues as Hubbard. Get inspired and learn from the hard work of many other towns seeking to improve their downtowns, including: *Corvallis, McMinnville, Dallas, Canby, Molalla, Sweet Home, Detroit, Brownsville, Carlton, Coburg, Coquille and others.* Part of this process is networking at economic development conferences and through organizational participation, such as the Salem's Visitor's Association.

7. Get Hubbard on the Map! Hubbard has no marketing literature to promote itself as a great community with many wonderful assets. Start with a simple community

brochure. Also consider building on your assets to expand awareness about what Hubbard offers. Examples include:

- Promote your parks: EX: Send out info on Barendse Park to soccer and softball organizations, to other dog clubs, for other outdoor events.
- Support biker events such as the September 27th motorbike event that begins in Hubbard. Create your own motorcycle show!
- Expand the Hop Festival. Here are some ideas.
  - *Enjoy Hubbard's Hops: 50s style*
  - *Hopped up car show!*
  - *Sock hop!*
  - *Hop harvest demonstrations*
  - *Hop tasting/recipes*
  - *Add a comedy club…"Check out Hubbard's Brew Ha Ha fun!"*
  - *Promote to Portland, Salem, Corvallis, etc*
- Organize a Historic Tour: homes, downtown, cemetery, etc.

8. Organize a business group! It's time for Hubbard businesses to start talking to each other and working together.

- Survey businesses to determine interests and needs
- Start small…..one or two promotions or events/ year.
- Meet quarterly. Set priorities for action and advocacy.

9. Maintain (and promote to others) Hubbard's positive attitude, summarized in the following comment:

"Hubbard has the ability and willingness to grow and change with the times!"

Hubbard Business Owner

We've Got the Plan, Now What?

Creating the downtown conceptual plan is the easy part! Now is the time for the City, downtown business and property owners and other stakeholders to begin partnering on its implementation. Following are steps to help move the process forward.

- *Have a "Town Hall" community meeting to discuss the plan, recommendations and next steps.*

- *At this meeting closely examine the local capacity that's needed to carry out the various pieces of the plan. Is there energy, commitment and capacity to move forward successfully? How can capacity be increased and volunteer burnout avoided? Discussing these issues and finding solutions is a key ingredient to successful implementation of the plan. It is also critical to define the various roles & responsibilities associated with the plan's implementation...who will take responsibility for implementing different pieces of the plan? It is critical to coordinate, collaborate and cooperate in putting together the framework for implementation. Create a collaboration matrix that details who's doing what, and when.*

- *Create short-term and long-range categories for implementation. Decide which projects have the highest level of community support, the best chance of success and are the highest priorities. Then create the short-term (1 year) workplans and long-range plans (2+ years) based on what can realistically be accomplished.*

- *One year workplans should be action-oriented and implementation based with specific timelines, names of persons responsible, budgets, and a check-off when the project is completed. It is important to do fewer projects very well, than too many projects haphazardly! Keep this in mind when creating the workplan. More projects can be added to the workplan as others are crossed off when completed.*

- *Bring all the groups working on revitalization projects together on a regular basis to report on implementation progress. Keep these meetings focused on the workplan and its implementation.*

- *Evaluate your progress and make adjustments as needed! No plan or workplan is static; it should be adjusted to address issues and opportunities that arise.*

- *CELEBRATE YOUR SUCCESSES! Keep the community informed on the plan and its implementation!*

KEEP MOVING FORWARD!

Partnering for Success

In order for community revitalization to be truly successful in Hubbard, it is critical that partnerships and collaborations are the vehicles used to move the community's vision forward. Downtown revitalization should be a community effort. The more groups and people involved in the process, the more pride and ownership will be evident in the results.

The work of the ODDA Resource Team serves as a springboard for community discussion as to the future of downtown and how revitalization efforts should move forward. Hubbard is full of opportunities to create a more attractive and livable community that serves as a gathering place, commercial center, hometown and visitor destination. Success can only come about by building consensus, becoming champions for the community's vision of downtown, then moving forward with implementation in an organized and cohesive way.

"To bring an idea to life, the community must get behind it."

APPENDIX

OREGON
DOWNTOWN
DEVELOPMENT ASSOCIATION

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Appendix A
Buyers vs. Browsers

Customers in each market segment act in one of two ways: buyers and browsers.

Buyers are those who are prepared to make a purchase and are looking for the right item to buy. ***Browsers*** are those who may buy only if they find the item that fits their needs.

To support buyers, a commercial district needs ample and convenient parking; a large selection of merchandise; and service that supports buyer needs. To support browsers, a downtown commercial district needs available long-term public parking; well-designed merchandise displays; and service that is oriented to the comfort of the customer.

Businesses that serve ***browsers*** should be encouraged to cluster together.

A successful ***browser retail*** cluster will have:

· No interruption in the visual building line of the street;

· Storefront design features that are at a human rather than automobile scale;

· Merchandise that is oriented towards value rather than price.

A successful ***buyer oriented*** cluster will have:

· Low building density vs. the land area (strip malls, for example);

· Design features that maximize automobile usage;

· Stores that compete through niche specialty, price and selection.

Comparing Needs of Browsers and Buyers

Browsers *prefer:*	***Buyers*** *prefer:*
long-term public parking	short term, convenient parking
interesting streetscape	easy access
high value	low price
time to browse	immediate service
buying for entertainment	buying to fulfill a need
attractive store design	functional store design
fun displays	clear displays
unique selection	large selection
• comfortable environment	clearly defined sections

Appendix B

Asking the Right Questions of Start-up and Expanding Businesses

The Tillamook Downtown Association can assist downtown businesses by providing information specific to downtown, such as demographics and visitor counts. This is different from a Business Assistance Team (BAT) or the Small Business Development Center (SBDC) in that it provides general information about the business environment downtown rather than specific business advice. The Small Business Development Center is an excellent resource for businesses needing specific technical or other assistance.

The following questions should serve as a checklist of details that every businessperson should consider as they embark on a new downtown business venture.

What are the **industry categories** of the business?
(Refer to *Downtown Market Analysis & Business Recruitment Made Easy* handbook.)

What **trade organizations** will support the business?
(Trade shows, product reps, training programs, published material)

What are the anticipated **gross sales** of the business?
(Annual gross sales divided by days open, sq ft, employees)

What are the anticipated annual **sales per square foot**?
(Refer to *Downtown Market Analysis & Business Recruitment Made Easy* handbook.)

What is the anticipated merchandise **turnover**?
(Annual turnover as an industry standard)

What are the anticipated **sales per employee**?
(Percentage of employee cost to gross sales)

What is the **cost of sales**?
(Defined as activities that create sales)

What is the anticipated **overhead cost**?
(Defined as all costs not related to sales)

Rate each of these business **values**:

Commitment:	_ high	_ med	_ low	How serious is the owner?
Passion:	_ high	_ med	_ low	Does the owner truly like the business?
Tenacity:	_ high	_ med	_ low	Are they committed for the long haul?
Understanding:	_ high	_ med	_ low	What he does vs. the industry?
Planning:	_ high	_ med	_ low	Is there a written, flexible business plan with long & short term goals?

How is the business **organized**?
(As sole proprietorship, partnership, corporation, LLC?)

To what extent is the business **customer driven**?
(vs. management driven)

To what extent does the business cater to **browsers?** To **buyers**?
(Does management know the difference?)

What is the **market area** for the business?
(Geographic market, tourist trade?)

What **demographic segment** is most likely to support the business?
(What is the life-style and age of customer? What percentage of the population?)

How will the business **position** itself in the market?
(What is the identity of the business to the customer?)

How will the business **market** itself?

- Image (How it presents itself)
- Advertising (Direct mail, print, radio, TV)
- Public Relations (This ranks higher than advertising)

What will be the strategy for **merchandising**?
(Value vs. price)

What is the **exit plan** for the business?
(Sell or close?)

Expanding Businesses should consider these questions:

What **training program** is in place for employees?
(Part of the cost of expansion)

What aspect of your business will be **replaced** in expansion?
(Will customers see the change as a negative?)

How will your **position** in the market change with the expansion?
(Will it feel like the business has closed and reopened?)

How will you **promote** the changes in your business?

What are the **positive elements** of the change?

Funding Sources & Programs for Downtown Revitalization Activities

Downtown revitalization programs and activities are typically funded by a multitude of sources. This report provides a synopsis of popular public and private funding sources that can be tapped for various aspects of downtown/community/economic revitalization initiatives. They are listed below together with websites that provide detailed program descriptions and contact information.

✱Note: this list is current at the time this report was published (2/27/02); sources and guidelines may change.

Private/Nonprofit Funding Sources

Often, in order to access funding from foundations, the organization requesting funding must have 501c3 tax exempt status, or be a city. Check each source for their specific requirements and programs.

- The Ford Family Foundation & The Ford Institute for Community Development
http://www.tfff.org/

- Meyer Memorial Trust
http://www.mmt.org/

- Northwest Grantmakers
http://www.lib.washington.edu/gfis/resources/pnw-links.html

- Oregon Community Foundation
http://www.ocf1.org/Default.htm

- Philanthropy Northwest
http://www.pngf.org/grantseeker.htm

For a full listing and description of Oregon Foundations, see the Oregon Foundation Data Book, www.FoundationDataBook.com.

- Cascadia Revolving Fund is a non-profit financial institution that provides loans and technical assistance to entrepreneurs and non-profit organizations unable to access traditional financing and support. Cascadia lends to businesses owned by low-income people, women or minorities; and to childcare businesses, businesses that restore or improve the environment or have strong potential to crate family wage jobs. Cascadia provides intensive, one-on-one business counseling to borrowers at no additional cost. Contact Cascadia Oregon office at (503) 235-9635 or visit www.cascadiafund.org.

- The Oregon Microenterprise Network (OMEN) is a statewide association of microenterprise development programs and their supporters. These programs provide training, lending and other enterprise opportunities to entrepreneurs with limited access to economic resources. They offer an excellent free publication called *The Microenterprise Development Resource Guide*.
  http://www.oregon-microbiz.org/

- Rural Community Assistance Corporation, RCAC, is a major resource for the rural west. Core services include technical assistance and financing for affordable housing, environmental infrastructure and community facilities. In 1996 the U.S. Treasury certified RCAC as a Community Development Financial Institution (CDFI). RCAC believes rural citizens can better control their own future by creating healthy and sustainable communities. Oregon office: 503.228-159 or http://www.rcac.org.

- SOLV, provides materials, planning assistance and small grants to communities/organizations who want to organize a restoration, enhancement, cleanup or beautification project.
  http://www.solv.org

Public Funding Sources

The State Community Solutions Team (CST) is made up of the directors of five state agencies serving as a cabinet-level advisory board on community development. The CST directors meet regularly to coordinate policies, programs, and investments for the following state agencies:

- Economic & Community Development
- Environmental Quality
- Housing & Community Services
- Land Conservation & Development
- Transportation

Many of the relevant funding resources are listed in this section. Visit the CST website for a complete listing of funding sources associated with these departments: www.communitysolutions.state.or.us/funding

Oregon Arts Commission has several small grant programs which are summarized below.
http://art.econ.state.or.us/programs.htm
800.233.3306 (in Oregon) oregon.artscomm@state.or.us

Arts Build Communities grants are part of an initiative designed to recognize and support the arts in building and strengthening Oregon communities. The program acknowledges the Commission's belief that the arts are integral to community development in Oregon and the expanding role arts organizations are taking in the broader social, economic and educational arenas of those communities. The program provides $3,000 - $7,000 grants for arts and community development projects in rural and under-served urban communities.

Arts Industry Development Grants. Postmark deadline for applications: April 1 annually. The Commission provides funding for the operations of approximately 100 non-profit arts organizations offering programs, presentations and services to the public through its Arts Industry Development Grant program. Grants are a small percentage of an organization's overall budget; state funds should be matched many times over with earned and contributed dollars.

Arts Reaching Youth Initiative Grants. The purpose of Arts Reaching Youth grants is to demonstrate the range of ways in which experiences in the arts can help at-risk youth. The program provides funds to support several substantive projects across the state that serve high-risk youth and their families, in both community-based and institutionally-based settings.

Business Financial Services division of OECDD has a number of funding programs. Though most are not geared toward small commercial business, a few are worth exploring. http://www.econ.state.or.us/businessfinance/index.htm

Community Development Block Grants are federal funds used to provide grants to cities and counties for projects that principally benefit low and moderate income people. The State of Oregon receives about $15 million annually, largely for rural parts of state. Year round application process for public infrastructure, community facilities, and downtown revitalization projects. http://www.econ.state.or.us/cdbg.htm

The Oregon Entrepreneurial Development Loan Fund has made more than 140 loans to help companies get started in Oregon. The fund, administered by the OECDD, offers initial direct loans up to $25,000 and additional follow-up loans up to $15,000 to qualified applicants. Contact: Mike.D.Foresee@state.or.us.

State Historic Preservation Office Programs, in the form of grants and/or Federal Historic Rehabilitation Tax Credits are available for improvements to historic property and other activities related to local preservation efforts. The Federal Historic Rehabilitation Tax Credit Program provides a 20% income tax credit for qualified rehabilitation of depreciable, income-producing, certified historic properties.
http://www.shpo.state.or.us/services.php
Grants Program: kimberly.dunn@state.or.us
Federal Historic Rehabilitation Tax Credit Program: david.skilton@state.or.us

Housing Grant & Tax Credit Programs are often used to bring housing into downtown settings, either through the redevelopment of existing property or new development. For more information on what these programs are, how they work and their timelines:
http://www.hcs.state.or.us/housing/grants_taxcredits.html

Community Incentive Funds are part of the Oregon Livability Initiative. This $20 million state resource is designed to help local communities meet four main goals:

- Create more jobs in distressed communities that want economic growth;
- Increase the supply of affordable housing near jobs and transportation;
- Reduce sprawling development patterns;
- Revitalize urban centers, downtowns, and main streets

This fund is located in the Oregon Department of Housing and Community Services. For more information and timelines:
http://www.hcs.state.or.us/communityincentivefund.html

Old Growth Diversification Funds. Discretionary grants to assist rural, timber-dependent and resource dependent communities with projects that could aid in averting decline of the community and stabilize and diversify their economies. U.S. Forest Service (via Economic & Community Development Dept. OECDD)

State Pedestrian & Bicycle Grants are for pedestrian or bicycle improvements on state highways or local streets. Grant amounts up to $200,000, local match encouraged. Projects must be situated in road, street or highway right-of-way. Project types include sidewalk infill, ADA upgrades, street crossings, intersection improvements, minor widening for bike lanes. Oregon Dept. of Transportation (ODOT)
http://www.odot.state.or.us/techserv/bikewalk/funding.htm

The State receives about $550,000 per year. Grants are normally small--$30,000 or less. Grant awards are rarely used for construction projects. However, communities have established façade improvement programs with these funds. A number of federal regulations apply to the funds. Toll-free In State/TDD (800) 233-3306.

The Rural Investment Fund is distributed to regional investment boards to help develop their rural economies; provides a flexible source of funds needed to fill gaps in funding not available from other locally determined funding sources. Boards prepare a Rural Action Plan to guide the use of the funds. Project decision-making and processes are decentralized to Regional Investment Boards.
http://www.econ.state.or.us/RIPlist.htm

TEA-21 (Transportation Efficiency Act for the 21st Century) is a federal grant program administered through state Departments of Transportation. For more information on this program contact Pat Rogers Fisher at the Oregon Department of Transportation: patricia.r.fisher@odot.state.or.us

The Oregon Tourism Commission (OTC) Matching Grant Program was created to help strengthen Oregon's tourism infrastructure by providing seed money to municipalities, non-profits, tribes, and ports for tourism-related projects for tourism marketing and development projects. The program is managed by the Commission's Tourism Development Manager, who is assisted by a Project Review Committee that screens and scores applications.

In the 2000/01 biennium, $50,000 in Commission funds was made available, augmented by $50,000 from USDA Forest Service Rural Community Assistance Program to total $100,000 in awards. The maximum award amount is currently set at $10,000. The 2000-2001 Matching Grants Program Award Recipients will be listed on this website on or before March 1, 2002. Contact: info.oregontourism@state.or.us

The Transportation Growth Management (TGM) Program is a joint effort between the Department of Transportation and Department of Land Conservation & Development. TGM mission is to: "To enhance Oregon's livability, foster integrated land use and transportation planning and encourage development that results in compact, pedestrian-, bicycle-, and transit-friendly communities." The TGM program has several tools to fulfill this mission. The program offers planning Grants to local governments. Grants help local communities plan for streets and land use in a way that creates livable, transportation-efficient communities and makes the best use of state highway infrastructure.

TGM consultants provide transportation efficient design alternatives to development proposals. On request, a team helps a community or developer meet Smart Development design objectives. Code Assistance is provided to local governments to prepare or amend development codes for transportation systems and land use plans, and apply urban growth management tools. The TGM Outreach program is aimed at increasing the understanding and acceptance of smart development principles through workshops, a partnership program and technical assistance for practitioners.
http://www.lcd.state.or.us/tgm

Vertical Housing Development Zones are a brand new tax abatement tool to help promote redevelopment within core urban and rural community centers and transit oriented areas. The goal of this program is to provide increased residential density in concert with commercial development in targeted areas. The percentage of tax abatement is determined by the number of residential floors above the groundfloor commercial space. This program is implemented through the Oregon Economic and Community Development Department. For more info contact: Bill.Campbell@state.or.us

Federal Programs

Small Business Administration, or SBA, is “Americas small business resource.” SBA’s Office of Business and Community Initiatives administers programs and activities designed to provide information, education, and training to prospective and existing small business owners. The Office engages in co-sponsorships with private sector partners which are designed to provide small business owners with information, education and training that is cost-effective, of high quality and reflective of trends in small business development. As a result of these co-sponsorships, small businesses receive a broad variety of education and training opportunities, written materials, and other forms of assistance that are provided free of charge or at extremely low cost. Oregon office contact: marlin.mowery@sba.gov; helpful SBA websites include:
http://ww.sba.gov/aboutsba/indexprofile.html or
http:./www.sba.gov/I/programs.html.

USDA - Rural Development is another excellent resource for economic revitalization activities. USDA Rural Development Intermediary Relending Loan Program provides financing for "the establishment of new business, the expansion of existing businesses, creation of employment opportunities, saving of existing jobs, or community development projects."

Though specific grant programs are not published, USDA, Rural Development has been an active partner throughout the state in business improvement programs.
Contacts: Pendleton Office, Donald C. Hollis, (541) 278-8049, Ext. 129, don.hollis@or.usda.gov

Redmond Office, Robert K. Haase, Cooperative Development Specialist
(541)923-4358, Ext. 124 bob.haase@or.usda.gov

Public/Private Sources

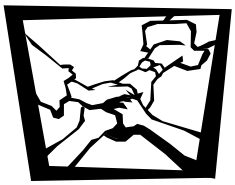
Creation of a sustainable funding district to support downtown economic revitalization activities is becoming increasingly popular in Oregon communities. Listed below is a synopsis of these special assessment districts.

Business Improvement Districts (BIDs)/ Business License Fees – implemented by city and paid by business owners for revitalization programs and projects. Fee can vary widely. Usually renewed every 5 years.

Economic Improvement Districts (EIDs) – implemented by city an assessment on property and used for revitalization programs/projects. Fees can be based on a variety of criteria. Up to 5 year duration, with option to renew.

Local Improvement Districts (LIDs) – implemented by city, paid for by property owners and focused on capital improvements. One time payment or payment over time.

Urban Renewal Districts – implemented by city, uses tax increment financing for capital improvement projects. Duration: 20-30 years.



Technical Assistance Organizations

The Association of Community Development Corporations, AOCDO, is a statewide non-profit organization supporting community development corporations, and nonprofits developers of affordable housing around Oregon committed to improving the quality of life and living conditions of poor families around the state. http://www.aocdo.org

The Oregon Downtown Development Association, ODDA, is a statewide non-profit that provides downtown revitalization assistance to communities through "Tools, Training and Technical Assistance." ODDA's *Tools* are a wide variety of user-friendly handbooks on a wide range of downtown redevelopment topics. ODDA's *Training* consists of highly successful quarterly workshops and an annual statewide conference. *Technical Assistance* is provided through on and off site work with communities; tailored to their specific needs. For more info: http://www.odda.org

Oregon Association of Minority Entrepreneurs, or OAME, is a non-profit organization formed to promote and develop entrepreneurship and economic development for ethnic minorities in Oregon. OAME provides training, technical assistance, access to credit, access to markets and asset development. http://www.oame.org

A Native American Business Network (ONABEN) provides business training, one-on-one business counseling, access to markets and access to credit through their programs http://www.onaben.org

The Neighborhood Partnership Fund, NPF, is a n Oregon non-profit that provides ideas, resource and training to community development organizations and partners to create economic opportunities and affordable housing for low-income people. http://www.tnpf.org

Rural Development Initiatives, RDI, is a non-profit organization that assists rural community leaders, the organizations they create, and those that support them. RDI's services include: leadership development, action training, strategic planning and special projects. http://rdiinc.org

The State Network Office of Small Business Development Centers can guide you to the nearest Small Business Development Center for personal hands-on help for small businesses and potential businesses. Experience d advisors and instructors address all aspects of business ownership to help create prosperous businesses. The centers are hosted by community colleges and universities throughout Oregon. http://www.bizcenter.org

Technical Assistance for Community Services, better known as TACS, provides assistance to nonprofit organizations to help them develop the people and skills they need to achieve their missions. TACS has provided training and/or consultation for over 3,000 non-profits throughout Oregon and Washington. TACS provides workshops, networks, and consultations on financial management, board development, strategic planning, building diversity, organizational development and leadership issues. http://www.tacs.ogec

The Elements of Downtown Design

The downtown's physical quality plays an important role in consumers' decisions about where to shop. In the last several decades Americans have become accustomed to shopping malls and centers — artificial environments where design elements are closely controlled, from parking lots to window displays to shopping bags. Mall designers are keenly aware of the aspects of human behavior that influence shopping habits: interior fountains are installed to mask background noises; artificial lighting gives the impression that time is passing slowly; flags and banners draw the eye through the mall, and into store windows; decorated infill panels disguise vacancies.

While shopping malls may be visually stimulating, there are no distinct qualities that differentiate one from another. A community's unique design characteristics — the elements that reflect its past and explain the ways in which it developed — are found downtown, not at the mall. City squares, parks, public buildings, monuments, alleys and traditional commercial buildings are the elements that physically define the town. Each downtown is a one-of-a-kind expression of its community's heritage, unlike any other. It cannot be duplicated. Once gone, it can never be replaced.

There is no formula for good downtown design, just an appreciation of Main Street's unique assets and an eye for improvements that are compatible with the existing environment. Years of deferred maintenance and insensitive alterations often obscure the richness and beauty of traditional commercial buildings. Heavy-handed approaches to managing parking and traffic have upset the delicate balance that exists between infrastructure and architecture. Fortunately, insensitive design treatments can usually be reversed. In many cases, it may be as simple as removing aluminum covering to reveal an original facade, or making a park more accessible. Occasionally, a building or other design element may require more extensive repair or restoration. As long as the modifications reinforce the downtown's design assets and represent good design, they almost always lead to an improved environment — one that reflects the present as well as the past.

Elements of Downtown Design

Downtown design affects a number of elements besides the buildings, such as public infrastructure, marketing materials and parking areas. All components that communicate a visual message to consumers about the downtown should be addressed by the program's design improvement efforts, including:

- *Buildings.* Buildings of all ages and architectural styles contribute to the downtown's distinctive personality. Similarities in storefront placement, building height, road setback and proportion of door and window openings give a strong sense of rhythm and continuity along the street, visually tying buildings together and creating a cohesive streetscape.

- *Public improvements.* Public improvements include sidewalks, streets, lights, fountains, benches, plantings, utility lines and poles and other elements that support downtown pedestrian and vehicular activity.

- Signs. Public information and private business signs have a significant impact on the downtown's visual image. Like all other design elements, signs should reinforce the district's style in terms of size, scale, color, materials and placement.

- *Parking.* Downtown parking areas include on-street spaces, public and private lots and parking garages. Certainly one of the most misunderstood of the downtown's design elements, parking is often blamed for many economic problems — when, in reality, it serves a secondary function.

- *Graphics.* Logos, posters, advertisements and other broadcast or printed marketing materials that convey a visual message about the downtown are also important design components. These graphics should be of high quality, reflecting the downtown's unique characteristics.

Downtown Design Principles

There are six basic principles for implementing successful downtown design improvements:

- ***Appreciate what already exists.*** Establishing a design improvement program first involves calling attention to Main Street's unique design characteristics and fostering appreciation for the downtown's

importance to the community's personality and quality of life. Once the design characteristics are identified, there are countless ways of promoting their variety and distinctiveness, from guidebooks to walking tours to investors' workshops.

- *Design with compatibility in mind.* A successful downtown design improvement program should manage visual change constructively, building on existing physical assets and encouraging innovation that supports them. Downtown design does not mean that new construction should imitate historic styles or themes,- instead, it involves making changes that are compatible with the commercial area's established characteristics, especially building height, setback from the road, use of materials and the rhythm of window and door openings.

- *Avoid formulas that work at the mall.* The design qualities that entice costumers to the shopping mall rarely work when applied to the downtown. Because malls are designed and built as single units where temperature, light and pedestrian activity can be controlled, certain design elements — such as unified facades and broadcasted music — are possible. In the downtown, though, many of these elements appear unnatural and gimmicky, detracting from the district's own special design qualities.

- *Recognize the limitations of design improvement projects.* Design improvements enhance the appearance of the downtown and make it a more appealing place for consumers. But design improvements alone will not reverse economic decline,- they must be complemented by business development activities, aggressive marketing and the structure provided by a strong organization capable of coordinating the many steps involved in the downtown revitalization process.

- *Establish unified goals for the physical and visual improvement of buildings, public improvements, parking areas and marketing materials.* All design improvements on Main Street should be unified, with improvements in one area reinforcing and coordinated with improvements in others.

- *Always stress quality.* Every visual element associated with the downtown should reflect quality and pride — characteristics that make it unique in the marketplace.

The Role of Historic Preservation in Downtown Design

One of the most critical issues in downtown revitalization is finding ways to make traditional commercial buildings economically viable once again. In the past few decades, many communities have attempted to give downtown buildings new life by altering their appearance in some way — for instance, by covering them with aluminum slipcovers, adopting false historic themes or concealing them with oversized signs. But approaches that alter the architectural features of these buildings have rarely been successful in improving their economic value.

Historic preservation, however, uses a building's distinctive architectural characteristics for economic benefit. People enjoy shopping in unique environments that offer value, quality and a high level of personal service and involvement — assets almost all downtowns have. The traditional buildings in a downtown make it absolutely unique. The degree of craft inherent in downtown buildings represents a level of quality often unmatched elsewhere in the community. And, because commercial buildings reflect a community's history, the traditional downtown environment makes shoppers feel at home. By taking advantage of these characteristics, a revitalization program can position the downtown as a unique shopping environment that offers qualities and services no shopping center or mall can provide.

Historic preservation means managing change in the built environment. Because communities constantly evolve, their building stocks evolve, too. New buildings reflect the times in which they are constructed — the community's current goals, aspirations and values. When well-designed, new buildings blend with Main Street's existing architecture, creating a rich pattern of visual clues that reflect its social and cultural values throughout time.

Preservation is not anti-change; it does not advocate restricting design improvements, reconstructing demolished historic buildings, applying historic themes to new buildings or saving all old buildings just for the sake of it. Instead, historic preservation recognizes good design from the past, maintains the built environment's unique characteristics and encourages good new design — whether in the construction of new buildings or in the modification of existing ones — that is compatible with the old.

Storefront Design

Many factors contribute to the success of a downtown commercial district. Merchandising skills, accurate marketing and availability of merchandise, for instance, are all crucial to a healthy, economically viable downtown. But improvements in storefront design—new paint, moderate renovation or full-scale rehabilitation — are often the first visible signs that something positive is happening, signaling to the community that exciting changes are taking place downtown.

Storefront buildings — traditional buildings with large display windows on the ground floor and one or more stories above—are the basic units of downtown commercial areas. Storefront buildings were, and still are, designed to facilitate retail activity. Large expanses of glass in the ground-floor facade allow pedestrians to look into shops and see displayed merchandise. Recessed entryways blur the distinction between the sidewalk, which is public space, and the private space of the store, giving shoppers the feeling that the store is a semipublic space and, therefore, inviting them to come in and browse around. The long, narrow shapes of storefront buildings make it possible to group a large number of shops on one block. In turn, these stores can display a wide variety of goods and services to shoppers as they walk down the street. Storage spaces in the rear of the buildings facilitate delivery of goods from alleys and secondary roads.

After World War One, when downtown commercial districts started experiencing competition from shopping centers and other outlying areas, downtown businesses began losing customers and sales revenues, and many buildings fell into disrepair. Maintenance was deferred indefinitely. Many downtown business owners tried to compete with shopping malls by covering building facades with aluminum in an attempt to create a unified image. Some towns even adopted phony historic themes.

Imitating the physical design of shopping malls, however, did not make downtowns more competitive. Shoppers went to malls for many reasons other than their physical appearance/ reasons like the unified hours mall businesses offered, the way businesses were clustered to group together similar goods and services and the variety of activities malls provided for members of the entire family.

Ironically, it is the unique design characteristics of traditional downtown commercial buildings that, at least in a design sense, give them a marketing advantage over shopping malls. Traditional buildings reflect the community's history and give the downtown a unique visual identity, unlike any other in the world—something shopping malls cannot offer. Concealing or neglecting architectural details that help tell the story of the community's development deprives the downtown of one of its best marketing tools: its unique image.

Good downtown design starts with a solid understanding of the ways the buildings work, the reasons they were designed the way they were and the different elements that make up the downtown's physical environment

Storefront Evolution and the Elements of Storefront Design

Regardless of their age, almost all downtown commercial buildings are composed of three basic elements: the storefront, upper facade and cornice.

- *The storefront* The storefront is the ground-floor section of the front facade. It typically contains large glass display windows with bulkheads, or kick plates, below that provide protection from breakage and elevate merchandise to eye level for pedestrians looking inside. Many storefronts have transoms above the display windows. Transom windows filter light into the ground-floor space. A structural beam spans the storefront opening, supporting the weight of the upper facade. Sometimes, the structural beam is exposed on the outside of the building and might be decorated or used as a background for sign lettering. In other instances, the structural beam might be concealed by a decorative cornice running the width of the storefront opening.

- *The upper facade.* The area above the ground-floor storefront opening — the upper facade — contains both wall material (typically brick, wood or stucco) and windows. Upper facade windows are usually arranged in even horizontal rows, sometimes accentuated by horizontal bands of a contrasting building material.

- *The cornice.* The entire facade — storefront and upper facade together — is capped by a decorative cornice. The cornice might be made of elaborate wood moldings (common during the federal and Victorian periods), pressed metal, terra-cotta, brick or other materials. In addition to giving the buildings a visual termination, the cornice sometimes conceal gutters and facilitate roof drainage as well.

These three elements can be found in downtown

commercial buildings from any period of American history. Although earlier buildings were generally not as tall as later ones and tended to have smaller storefront display windows, they nonetheless had the same basic elements.

Most changes in the design of downtown commercial buildings have taken place because of improvements in the way glass was manufactured. In the 18th century, glass was expensive and could be manufactured for practical purposes only in small panes. For these reasons, storefront display windows were small, with perhaps as many as 16 or 20 panes of glass in one window. As it became less expensive to manufacture glass in larger sections, storefront windows gradually became larger. In the mid-19th century, storefront windows typically measured five to six feet in height, with as few as four panes of glass in each window. By the late 19th century, glass could be manufactured in single sheets that filled the entire storefront window opening and, during the next several decades, storefront window openings continued to increase in size.

Other technological innovations have also modified the appearance of downtown commercial buildings. The introduction of cast iron and steel in the 19th century enabled builders to span greater distances without intermediate supports, making it possible for storefront window openings to be larger and commercial buildings wider. In the first half of the 20th century, the use of aluminum and structural pigmented glass led to the design of some very innovative Art Deco and Art Moderne commercial storefronts.

In spite of the technological advances that slightly modified the appearance of traditional commercial architecture, the commercial building's three basic design elements remained the same. These elements — storefront, upper facade and cornice — give storefront buildings visual cohesiveness. Each element is closely related to the others and, together, create a balanced architectural composition.

The Importance of Building Design to the Entire Streetscape

The significance of these elements, however, goes beyond their importance to the composition of individual buildings. Regardless of its age, a downtown building's components help make it compatible with surrounding buildings and the entire block. The way the patterns of storefronts, upper facades and cornices repeat from one building to the next along a street gives the whole Streetscape visual cohesiveness and creates a physical rhythm that provides orientation to pedestrians and motorists. Through this repeated pattern, the Streetscape itself takes on design characteristics as distinctive as those of individual buildings:

- *Height and width.* The proportions of the height and width of most buildings are relatively constant within a commercial district. Wide buildings are usually divided into separate bays, reinforcing the overall proportions of the Streetscape.

- *Setback.* Almost all downtown buildings abut the sidewalk, instead of being set back from it.

- *Color.* While color choices in downtown buildings differ considerably, depending on the materials used and the climate in which the structures are built, the use of color throughout the commercial area should be harmonious. For instance, if the colors of downtown buildings are primarily muted earth tones, a bright red or purple building would not be sympathetic - a better choice might be a soft brown or rust.

- *Proportions of door and window openings.* The proportions of door and window openings throughout the downtown area, and especially in adjacent buildings, are relatively constant. The height of upper-floor window placement is also somewhat constant, reinforcing a strong horizontal relationship between upper-story windows along the block.

- *Roof shape or profile.* Roof profiles are usually consistent throughout downtown commercial areas. Whether most buildings have flat roofs, hip roofs or another shape, consistent profiles help create a strong rhythm of design elements along the street.

Building improvements that take place downtown should be compatible with the design characteristics of the Streetscape as well as with those of the building. A building that is incongruous with its neighbors in height, color, roof profile, proportion or setback can have a significant negative impact on the overall appearance of the entire block.

Common Design Problems

During the past several decades, many downtown buildings have suffered from deferred maintenance or attempts to disguise or alter their original architectural

characteristics. Fortunately, many of these changes can easily be reversed. The first step in correcting insensitive alterations is to identify the changes and analyze their impact on the building's and streetscape's basic design elements. The most common architectural design problems found downtown include:

False Historical Themes

The difference between a good reconstruction of an original storefront and an unsuccessful one lies in its degree of authenticity. In recent years, many downtown buildings have been remodeled using false historical details, trims and moldings. The easy availability of such elements as pseudocolonial doorways and plastic snap-in window muntins has, unfortunately, led to many fine late 19th- or early 20th-century buildings being "earlied up." Fake colonial themes are not the only ones that frequently occur mansard roofs,-plastic, Spanish-like pan tiles, artificial "Swiss chalet" half-timbers; and wild West, rough-sawn, cedar saloon fronts all appear from time to time.

The problem of false historical themes downtown is a continuing one. Community members frequently confuse historic preservation, the management of existing historic resources, with the *creation* of historical images. Inevitably, it will be necessary to explain to an eager building owner, who is proud of his or her decision to "go historic," why lumberyard colonial windows, cross-buck vinyl storm doors and similar elements are not the best expressions of the past. Often, it is most effective to simply make a case for the long-term, lower cost, accurate rehabilitation; authenticity is more likely to survive than the passing fads of the lumberyard or phony themes.

Slipcovers

In an effort to compete with shopping malls in the 1960s and 1970s, many downtown groups encouraged property owners to cover their buildings with metal slipcovers, hoping that, by making a whole downtown block appear to be one single, massive building, the downtown itself would look like a shopping mall. While these programs had the best of intentions, Main Street organizations have since discovered, again and again, that making the downtown look like a shopping mall will not bring back business.

Fortunately, the aluminum or light-gauge steel panels used to slipcover downtown facades were usually installed quickly and inexpensively. Framing or brackets that attached the metal panels to the facade were often anchored in only a few places, making removal relatively easy. In many instances, all the building's original architectural features are still in place beneath the metal cover, although, the anchoring devices may have damaged masonry, woodwork or other building fabric. In some cases, window frames or even entire cornices were removed to make the metal panels fit flush against the facade. In all instances, examine how the anchors are installed before beginning to remove them. Extra care should be taken to prevent further damage.

Separating the Ground Floor from the Upper Facade

Another prevalent type of building alteration grew out of the popularity of shopping malls and strip commercial areas: treating the ground floor and upper facade as unrelated elements. Brightly lit, oversized signs were plastered across the fronts of downtown buildings in the 1950s and 1960s. Large, plastic projecting signs also appeared, often bolted right through the wall surface. The signs were intended to attract the attention of passing motorists and, because most commercial signs were being manufactured for the shopping strip, the ones that worked best on the highway were also installed downtown.

Downtowns, however, are scaled for pedestrians and slow-moving vehicles. In most instances, applying flashy, oversized signs to traditional commercial buildings destroyed the balanced relationship between the storefront and the upper facade, in effect, separating the ground floor from the rest of the building. Downtown building facades with this type of sign no longer worked as integrated design units, individually or as part of the streetscape.

Like slipcovers, though, large signs are fairly easy to remove. Before developing plans to remove a sign, thoroughly examine the anchoring system to minimize any damage that may occur. Also, try to determine whether any architectural details were altered or removed when the sign was installed, and plan ways to repair, replace or compensate missing features in the final design.

Filling in Display Windows, Transom Windows and Doors

The loss of balance between the storefront and upper-facade spaces through the use of slipcovers and oversized signs led to other building modifications. The balance between display window, transom and upper-floor windows also disappeared; and, as a result, these spaces were often boarded up or filled in. Sometimes, transom windows were covered over when suspended acoustical tile ceilings were installed. Or, if upper

floors were no longer used, windows were often sealed. Occasionally, two storefront spaces were combined when a business expanded, with one storefront opening — windows and door together — filled in completely. Filling in display, transom and upper-floor windows upsets the relationship of facade elements to one another and disrupts the rhythm of repeating patterns along the streetscape.

Using Color Inappropriately

Color was originally used on downtown commercial architecture for a variety of reasons. In hot climates, buildings were often painted pastel or pale earth tones to reflect heat. Commercial buildings from the Victorian period tended to use paint playfully to highlight elaborate moldings and other architectural details. Buildings made of soft brick were usually painted to help protect the masonry from moisture, wind and sun damage. But buildings made of more durable masonry were not typically painted.

A common problem with downtown buildings is the inappropriate use of color. In some instances, one paint color might be used not only for the building facade but also for its architectural trim, making it difficult to see the detail around windows and doors and on the cornice. In other cases, colors that clash with surrounding buildings are used, making the building stand out too boldly, thereby disrupting the streetscape.

Using Inappropriate Materials

Like unsuitable colors, the use of inappropriate materials to construct or alter downtown commercial buildings frequently severs them from their surroundings. While new materials need not replicate old ones, they should be compatible in texture, scale and color with those already found in the downtown area. Materials like cedar snakes, molded stone, rough-cut logs and stained wood rarely have precedents in the traditional downtown environment and usually should not be used.

Design Improvements and Building Rehabilitation

Once a building's design problems have been identified and an assessment has been made to determine which parts of the building are affected (and to what extent), a design improvement plan must be developed. The plan should meet several objectives:

- *It should capitalize on the building's assets.* A good design improvement plan will take advantage of a building's original architectural materials, its unique details and other existing features.

- *It should respect the relationship of storefront, upper facade and cornice.* In cases where this relationship has been upset by the use of inappropriate materials, colors, slipcovers, signs or other alterations, the incompatible elements should be removed. Any new modifications should reestablish this design relationship.

- *When appropriate, it should preserve as much of the original building fabric and significant modifications as possible.* Once gone, a building's original fabric can never be replaced. New design work should preserve as much of the original material as possible. Building modifications that have taken place in the past might be significant, as well. For instance, some storefronts built in the late 19th century were altered in the 1920s and 1930s when new materials, such as aluminum and structural pigmented glass, became available. Many of these modifications represent good examples of Art Deco design and may, therefore, be worthy of preservation. In cases like this, analyze the modification carefully. If it respects the relationship of kick plate, display window, transom, upper facade and cornice, is compatible with other buildings in the district and represents good design work of the period in which it was created, it might be best to preserve the alteration.

There are three possible courses of action to pursue in rehabilitating traditional commercial buildings. In some instances, any of the three alternatives may be possible. In other cases, only one may be. The best course of action will depend on the building's condition, its historic and architectural characteristics and the nature of the surrounding streetscape.

Restoration

Restoration involves reproducing the appearance of a building exactly as it looked at some time in the past. For commercial buildings, restoration in the strictest sense might mean removing every element that was not part of the original structure (signs, store windows, canopies, doors, air conditioners), then duplicating original parts that are now missing. Restoration can be expensive because it requires a degree of artisanship that is not common today. It also requires extensive, accurate research and a good understanding of historic construction techniques.

Sometimes, restoration is the best alternative. For instance, national landmarks, extraordinary examples of a particular style of architecture or buildings that are excellent examples of a famous architect's work may warrant the extra care and expense required for restoration. This kind of monument can — and should — be considered the exception, rather than the rule.

There is a second, and more likely, instance in which restoration might be the most appropriate design treatment. Many downtowns have buildings that have never been altered, not even on the ground floor. These buildings are often in bad repair and, at first glance, are eyesores. A more careful examination, however, will reveal their true architectural qualities. In these situations, a new coat of paint and simple maintenance can return a building to its original appearance; thus, the building is restored.

The major difference between these two types of restoration is the cost. With the unaltered building, restoration may be the least expensive and most logical option. The results of a restoration project can be astonishing. A restored building is an authentic part of the community's history and serves as a dramatic demonstration of how architectural deterioration of the downtown can be reversed.

Major Rehabilitation

When commercial buildings have been drastically altered — for instance, by the removal of substantial building elements or a replacement of the storefront — major rehabilitation is required to return the building to a form consistent with the rest of the downtown. Although many kinds of construction and materials may be used, most fall into one of two categories:

- *Reconstruction of a period storefront* When accurate restoration is truly appropriate and desirable (as in the instance of a landmark building), reconstruction of a storefront — from the period in which the building was built or in which it attained its historic significance — may be appropriate. Remember, though, that adopting a historical theme as a basis for widespread building alterations downtown is not appropriate. Historical themes cause problems by confusing people about the age of the buildings and their authenticity and by overlooking each structure's individual, intrinsic design characteristics.

- *Construction of a new, compatible storefront* In some cases, using newer materials for storefront renovation offers advantages that make this treatment more appropriate than restoration or reconstruction. Visually, the subtle contrast of new, compatible materials and old, original building fabric can create a handsome blend of the past and present. And, because new materials are usually stock items carried as regular inventory in lumber yards, they are available almost everywhere.

  Generally, if the new materials are as simple in line and form as possible, they will blend into the building better than more elaborate treatments. But, be sure to use new materials in shapes, forms, sizes and colors that are similar to, and supportive of, original building characteristics. This will help establish a functional and aesthetic consistency with the past. Storefront features like the short panels below the display windows and the transom windows above are common in many traditional commercial buildings but can be expressed in new materials. It is quite possible to create attractive, compatible new features using materials that were not available when the buildings were originally constructed.

  New materials can have significant advantages over traditional ones. For instance, some new building materials require less maintenance than the originals. There can be energy conservation benefits in using new materials, too. Many have higher "R-values" than old ones, meaning that they do not conduct heat and cold as quickly, making them more energy efficient.

Conservative Rehabilitation

Conservative rehabilitation is the design treatment most often used in downtown building improvement projects. Conservative rehabilitation involves simply improving the storefront's appearance by minimizing its less attractive features and using simple, inexpensive techniques to emphasize its positive ones.

The Incremental Nature of Design Improvements

Downtown design improvements will not be completed in one year or even two. In fact, they probably will never be finished, because the downtown will continue to grow and evolve as time passes, as new architectural styles and new building materials emerge and as better preservation techniques develop.

Initially, building owners might be willing to invest in moderate improvements, but not ready to conduct major rehabilitation projects. Remember that design improvements happen incrementally — if moderate improvements make his or her business stronger, the building owner will probably want to continue the

rehabilitation process later on. Also, initial design improvements in a downtown commercial area will call attention to the positive changes taking place. A dozen small building improvement projects can have more impact than one major one.

Implementing Common Storefront Design Improvements

Frequently, a building's appearance can be significantly improved simply by cleaning it and taking care of neglected maintenance problems or by removing inappropriate alterations and repairing architectural features. Common storefront design improvement projects include:

Cleaning Traditional Commercial Buildings

A variety of cleaning techniques are available; but choose carefully as some can be damaging.

- *Abrasive cleaning.* Abrasive cleaning techniques like sandblasting should *never* be used on traditional commercial buildings. Such harsh cleaning actually cuts into the building material, causing irreversible damage. Brick, for instance, has a hard, baked exterior surface. Inside the brick, though, the masonry is much softer. When sandblasted, the hard outer surface disappears, exposing the much softer masonry inside to moisture and wind damage. Abrasive cleaning has similar effects on wood and stone.

  If a masonry building has already been sandblasted but is not yet too severely deteriorated, painting the building might slow down the deterioration process. Avoid varnishes, enamels, polyurethane sealants and other products impervious to moisture penetration- they will lock moisture *inside* the masonry and prevent it from evaporating, ultimately causing severe moisture damage.

- *Water wash.* Most often, a gentle water wash is the most appropriate, least damaging way to clean a traditional commercial building. Water pressure should be low — not more than 200 pounds of pressure per square inch (psi). Use a soft, natural bristle brush (not metal) to gently scrub details. If necessary, use a mild detergent, then thoroughly wash to remove any residue.

- *Chemical cleaners.* In some instances, a chemical cleaner might be needed to remove paint or heavy grime. The masonry should be moistened first to soften dirt. Then, a chemical paint remover is applied and allowed to remain on the building surface for a period of time before it is rinsed off with water and, sometimes, a neutralizer. The process may be repeated several times to remove built-up paint or dirt.

  Finding the right chemical cleaner for the building material is crucial. Chemical cleaners can be either alkaline or acidic; one is appropriate for some materials, one for others. Using the wrong chemical can damage the building material.

  When using chemical cleaners, be sure the area surrounding the building is well protected and that adequate drainage is available. Also, thoroughly cover any architectural features that will not be treated with the chemical. Metal cornices, for instance, can be eroded by some types of chemicals that cause an electrolytic reaction.

  Chemical cleaning should always be done by experienced professionals. Many communities do not have professional building cleaning companies, but firms in most larger cities are willing to travel long distances. It might be possible to reduce the firm's transportation costs by having more than one building owner agree to use their services at the same time.

Regardless of whether a water wash, steam or a chemical cleaner will be used, it is always wise to clean a test patch first. Pick a section of the building that is not too visible — a side or rear wall, for instance — and treat a section about three or four square feet in area. Allow the test patch to dry thoroughly, then examine it closely for any signs of damage. Look for possible damage to the mortar joints and for any residue left on the wall surface by the cleaning process. Examine bricks closely to see if the edges are rounder than they were or if the surface feels flaky. Some masonry surfaces may be too soft to be cleaned.

Removing Inappropriate Alterations

When inappropriate alterations like oversized signs, window coverings or metal slipcovers are being removed, follow these steps in planning the work:

- *Identify elements.* From a full-facade photograph or an accurate facade drawing, note all the elements that should be removed.

- *Determine how the inappropriate elements are attached.* Examine each element that will be removed to see how it was attached to the building and to determine the condition of the building around

the anchor area. Make careful notes about each element and key them to numbers or letters on the facade photo or drawing; this will make it easier for the contractor to plan the removal of each piece.

It is often possible to see how metal slipcovers were attached by looking outside through upper-floor windows. If there is a big enough gap between the original facade and the metal slipcover, use a flashlight to look between them for anchoring devices. It is usually a good idea to remove a small section of the slipcover before planning the whole job. Metal panels were often screwed to metal or wood frames or bolted to metal flanges attached directly to the facade. In either case, a screwdriver and a small crowbar may be all that are needed to remove a section of paneling.

- *Repair original material that was damaged when alterations were made.* The most common types of damage caused by alterations include drilled holes, lost or pared decorative elements, accumulated dirt and rust stains.

  - There are several ways to treat holes drilled into the facade. If the hole was drilled into a mortar joint, it can be replaced or patched. Be sure the new mortar closely matches the original in composition and color. If the hole was drilled into brick or other masonry, a patch can be made by grinding up similar masonry, mixing it with an epoxy and filling the hole. Or, the hole can be filled with epoxy and closed with a solid plug cut from matching masonry. If the hole was drilled into wood, it can be filled with putty, sanded and painted along with the rest of the facade.

  - If a decorative element, such as a cornice or trim around a window, was removed or pared to help the slipcover fit flat against the facade, it can be replicated by a skilled artisan or replaced with a simpler element. The alternative chosen will depend largely on the extent of the damage, the owner's preference and his or her budget for the project. If the exact appearance of the original element is not known, it is usually best to substitute a more simple designed replacement part than try to invent a period design.

  - Rust stains might be present if, as in most cases, metal anchors were used to attach the slipcover to the facade. Stains can often be removed by apply ing a poultice mixed with an appropriate chemical to the stained area, letting the poultice dry, brushing it off and cleaning the area. Poultices usually have to be applied several times to remove all the stain. The poultice should be prepared by an experienced professional building cleaner who knows which chemicals to use for different types of stains on different materials.

In almost all instances, cleaning the facade once the slipcover has been removed will probably be necessary to clear away dirt and debris that has accumulated.

Adding New Materials

When missing or damaged architectural features are replaced, the new building fabric should duplicate the old or match it as closely as possible. Replacement parts should blend in with existing ones, they should not call attention to themselves. These parts should not be antiqued, however, or made to look old and worn.

One of the most common storefront elements to be replaced is the upper-floor window. Over the past several decades, an enormous amount of damage has been done to storefront buildings by insensitive window replacement. Often, aluminum storm windows have been installed outside upper-floor windows, concealing their original decorative trim and detracting from their appearance. Ironically, the cost of replacing the windows usually far exceeds any energy savings that may result from replacement. Even minor changes in form, details and materials used in new windows can significantly affect the facade's overall appearance. In many cases, windows can easily be repaired, making replacement unnecessary. When replacement is truly justified, be careful to match the building's original window treatment as closely as possible.

When a larger architectural element needs to be replaced (such as the storefront opening itself), developing an appropriate design becomes more complex. In these instances, several approaches are possible.

- The new work might involve an accurate reconstruction of all the parts that have been severely damaged or removed, restoring the building to its appearance at some previous point in time.

- The new work might follow the general form and scale of that which previously existed but differ in design characteristics

- The new work might involve a distinctly different design that complements the older building elements but has its own qualities of expression.

The approach chosen depends on the project budget and the purposes the rehabilitated building is to serve. But, before deciding on an approach, consider two additional factors:

- *The building's historic or architectural significance.* If the building is a major architectural landmark in the community or if it has historic significance, restoration is the most desirable approach. Regardless of whether literal restoration takes place, new materials should not be disguised to look old. This way, future generations will be able to tell which parts of the building are original and which are not. If the building in question is less significant as an individual architectural work, restoration still remains an option, but more latitude exists for creating a new design. In such instances, a new design is usually preferable because it enables the downtown to grow and change as architectural styles evolve. Except in the very rare cases where the downtown's appearance has remained virtually intact, design changes should reflect good design from all periods of time, including the present, The most important design considerations to keep in mind are the relationship of the three basic elements of storefront design — storefront, upper facade and cornice—and the compatibility of new design with old in terms of scale, proportion, setback, color, materials and roof profile.

- *The building's physical relationship to the rest of the downtown.* In some communities, downtown buildings are homogeneous in appearance, most having been built during the same time period with similar characteristics of form, style, shape and materials. In these instances, new building sections should visually relate to the physical environment of the entire streetscape as much as possible. A new design that contrasts sharply will call attention to itself at the expense of the downtown's overall appearance. In most downtowns, though, buildings vary considerably in size, scale, style and materials. These buildings may span a lengthy period of time and include a variety of good alterations. Under these circumstances, there can be greater flexibility when designing new work.

Stimulating Interest in Building Improvements

Initially, many business and property owners are reluctant to invest in building improvements. They have good reason to be cautious: without any guarantee that the money they invest will generate new revenues, undertaking building improvement projects can appear risky. Once the downtown revitalization program is well underway and demonstrates that positive changes are taking place, owners will be more willing to make improvements.

Ironically, one of the best ways to demonstrate positive change early in the downtown revitalization program is through building improvement projects. Seeing physical improvements take place convinces citizens that something exciting is happening downtown and helps reverse any negative perceptions they may have. Therefore, stimulating interest in building improvement activity helps generate immediate projects and creates momentum for future projects. Listed below are common ways Main Street programs have stimulated interest in building improvements:

- *Offering free design assistance.* Helping owners develop improvement plans — at no cost to them — is a tremendous incentive. Often, the assistance may be minor: help in selecting paint colors, for example, or estimating the cost to remove a metal slipcover. Some state Main Street programs offer free design assistance to downtown property owners in designated Main Street communities. In other towns, the revitalization programs purchase blocks of consulting time from local design professionals and, in turn, offer the time, free of charge, to downtown property owners. The Main Street program manager or downtown coordinator can usually help property owners by providing basic guidance and sharing technical information and publications with them.

- *Creating financial incentive programs.* Financial incentive programs help stimulate building improvements by reducing the financial risk to the property owner. Incentive programs that offer low-interest loans, incentive grants and interest buy-downs typically provide only a small percentage of the funds needed for an improvement project, but they might be the only incentive necessary to get an owner to go ahead with improvement plans. Here are some guidelines to follow when creating financial incentive programs.

- Make the first program small. If the program offers more money than is likely to be used within six months or a year, property owners will not feel they need to move quickly to take advantage of it. Incentive programs that offer large amounts of money to downtown property owners are less likely to be used than those offering small amounts.

- Assign a definite time line to the program — and stick to it. Create the illusion of a shortage and urgency by making the program available for a limited period of time. Property owners will be more likely to act quickly if the funds are offered for a short time. If funds are not used during the designated time period, use the funds for a different type of incentive program.

- Target the program for specific types of improvements. Initially, the incentive program might be made available for facade improvements. Later in the revitalization process, there might be a greater need to stimulate interest in upper-floor development or building code compliance. Incentive programs will be most effective if they are intended for specific, clearly defined types of building improvements.

- Aggressively market the incentive program. No incentive program — no matter how wonderful the incentive — will be successful unless it is marketed vigorously. Be sure that *all* downtown property owners, including absentee owners, are informed before the program begins. Then, make sure they each receive copies of promotional literature and, if appropriate, application forms when the program is launched. Finally, promote completed improvement projects that received assistance from the incentive program in local papers, the revitalization program's newsletter and special one-page profiles of each project.

- Remember that the incentive is intended to stimulate, not sustain, building improvement activity. Sometimes, when incentive programs are offered for extended periods of time, property owners begin to *expect* an incentive and resist carrying out building improvement projects without financial assistance. To avoid this situation, keep incentive programs small, offer them for limited periods of time and stipulate that the incentives can only be used for specific types of projects.

- *Conducting building surveys and maintaining information files on each downtown building.* Assembling information packets on downtown buildings will help property owners move quickly when they are ready to plan building improvement projects. For instance, a photograph that shows how a building looked when it was constructed can help in the planning of projects that involve reconstruction of missing elements. Some of the information that should be gathered includes:

  - historic photographs
  - records of past tenants and owners
  - date of construction
  - identification and description of architectural style
  - references to city and county planning maps
  - fire insurance maps showing the building's shape, materials and other characteristics at different times in the past
  - descriptions and, if possible, photos or drawings of any alterations that have taken place

- *Working to improve building code regulations and enforcement policies for traditional commercial buildings.* Building codes used throughout American communities today were written primarily to regulate new construction. Often, building codes have sections that simply cannot be applied to traditional commercial buildings or that do not take into account some of their characteristics. For example, some codes require that storefront display windows in new commercial buildings be located no less than two feet from the ground. In some communities, building code officials have applied this regulation to traditional commercial buildings, significantly altering the appearance of kick plates shorter than two feet when making window repairs.

  Working closely with local building code officials can help downtown property owners make improvements that support their buildings' original design characteristics. Let code officials know the goals of the downtown revitalization program and how traditional commercial buildings differ from new ones. Also, point out to them that most current major codes, including the BOCA Code, Universal Building Code and Southern (or Standard) Building Code, now contain provisions that give local officials considerable discretion when applying code requirements to historic buildings.

Public Improvements

Public improvements — the trees, streetlights, benches, fountains, plazas and public art that make Main Street an inviting place for pedestrians — are probably the least understood design elements. Downtown public improvements have always been essential for providing functional support to pedestrian and vehicular traffic and helping buildings function efficiently. Unfortunately, in the last few decades, public improvements have become predominant design elements in the downtown, often overshadowing the architecture that surrounds them.

Things were not always this way. Traditionally, downtown architecture was the dominant design element, with public improvements supporting building design and usage patterns and delivery of services to and from shops, offices, residential areas, industries, public buildings and parks. Public improvements were also meant to support the overall design of the surrounding urban environment. A successful public improvements system today should build upon this historic precedent by supporting, visually and functionally, the downtown's buildings and their uses.

Why have so many revitalization programs adopted heavy-handed public improvements? When shopping malls began to compete with downtowns for customers, many commercial districts responded by trying to apply some of the mall's design characteristics to the downtown environment, hoping to entice as many customers as the mall. Unfortunately, most elements of shopping mall design cannot be translated to the downtown. In particular, three factors that give mall interiors their appeal simply do not apply to the downtown at all.

- *Clearly defined entrances, exits and boundaries.* Shopping malls have definite boundaries; they are self-contained and are usually built in areas that do not have any strong design characteristics. The downtown's boundaries are not as well defined. Commercial buildings usually extend several blocks beyond the core business district; and the downtown is surrounded by buffer zones of offices, public buildings, churches and recreational areas that help create a gradual transition from a commercial to a residential environment.

  It is appropriate for a shopping mall's public improvement elements to be contained within its walls. But in the downtown, public improvements look unnatural when applied to an artificially imposed set of boundaries. Because the commercial character of the downtown extends beyond the central business district, the boundaries for public improvements are difficult to establish.

- *The ability to coordinate storefront design.* Shopping malls are built as single buildings, with all individual storefronts constructed together. For this reason, coordinating public improvements with storefront design inside a shopping mall is easy. In most downtowns, however, buildings were constructed over a long period of time. They vary in size and style — characteristics that make the downtown unique and give it a distinct marketing identity. Thus, public improvements for a downtown commercial environment must support a wide variety of individual storefronts, and coordinating them with existing buildings is a complicated process. Placing elements at regular intervals along the street, as might be done inside a shopping mall, is not effective downtown.

- *A climate-controlled environment* Because shopping malls have controlled climates, their promotional directors can schedule a wide variety of indoor activities throughout the year. Many downtowns have emulated mall furnishings, installing benches, tables with inlaid game boards, planters and other fixtures that work well in a climate-controlled environment, but can be used for only few months of the year when placed on a downtown sidewalk or pedestrian mall.

The Functions of Downtown Public Improvements

In general, the downtown's public improvements should satisfy five goals.

- *Public improvements should encourage pedestrian movement through the downtown and into shops and businesses.* The quality of the physical link between public and private spaces is crucial to the proper functioning of the downtown—and its businesses. Public improvements should help create an inviting environment for shoppers, with clearly marked streets, convenient stopping places, well-lit sidewalks and good pathways between parking areas and stores. Improvements should be designed to create an overall rhythm, establishing a consistent, comprehensible system of movement throughout the downtown. Crosswalks, sidewalks and the paths between parking areas and shops should be safe, convenient and attractive, emphasizing pedestrian scale. Pedestrian areas should be well lit and, when appropriate, served by amenities like water

fountains, benches, trees and public telephones.

Traditionally, streets, sidewalks and commercial buildings were designed and oriented to create a comfortable environment for people strolling through the downtown and browsing in shops. Today, public improvements should continue to channel pedestrian traffic into retail shops, offices and public buildings.

- Public improvements should support storefront merchandising by blurring sidewalk's public space with the recessed, semiprivate space of a store's entryway and display window.

- When possible, plantings should serve practical as well as aesthetic purposes by providing shade and shelter and acting as a buffer between the sidewalk and street. Plantings can enhance commercial buildings by drawing attention to entrances or away from unattractive areas.

- Entryways to the downtown should be marked along major access routes. Directional and informational signs should be clear, attractive and sized for the relatively slow pace of downtown traffic. Pedestrian access routes from parking areas and surrounding neighborhoods to businesses should be well designed and pleasant. A shopper who has to walk past untended public areas will form a negative impression of the downtown.

- Public buildings (city halls, libraries, etc.) are often separated from the street by plazas or open spaces. Public improvements should reinforce the special functions of public buildings by creating an appropriate physical environment for them.

❑ *Public improvements should support, not overshadow, downtown functions.* Public improvements should provide basic utilities, like water, sewage and energy. They should make it easy for pedestrians and vehicles to travel throughout the downtown and should accommodate all aspects of transportation such as parking, bus service and connections to other major roads. And, they should provide these services in a manner that is visually compatible with the nature of the functions they support. For example, the design of sidewalks, streetlights and signs should reinforce patterns of pedestrian movement along streets and into shops.

❑ *Public improvements should help create a pleasant environment.* A clean, attractive downtown is an asset to the entire community. Businesses and industries look at all sections of a community when deciding whether to locate there. A downtown represents substantial public and private investment — in commercial and residential buildings, in utilities, in business ventures. It also generates considerable municipal revenues through property and business taxes, business licenses and the re-circulation of money throughout the community. Thus, the physical appearance of the downtown indicates how well the town is protecting its investments and how residents feel about their community.

Proper maintenance of public improvements is an important factor in projecting a positive image of the downtown. Maintenance costs and responsibilities for upkeep should be included in plans for public improvements.

❑ *Public improvements should provide direction within the downtown.* Signs must be well designed and properly located to direct people to, and through, the commercial district. Entrances to the downtown should be clearly defined and inviting; passage through the district should be convenient; and exits from the downtown should provide direction tc other parts of town. If one or more roads in the downtown are state highways or other major routes, they should facilitate traffic through the district and provide easy transfer to secondary roads. The location of parking areas and transit stops should be distinctly marked, and locational maps within the downtown should be considered. Directional signs should be compatible with the area's existing design characteristics.

❑ *Public improvements should be integrated with other physical improvements.* Public improvements and private projects such as facade rehabilitations should be planned as parts of the same program; neither group alone can carry the full weight of the downtown's physical revitalization. Public improvements should be planned incrementally, with implementation of the program timed to fit the downtown's overall schedule of activity.

Planning Public Improvements

A comprehensive public improvements program should be an integral part of the revitalization process. It should be tailored to the specific needs of the downtown while reinforcing private projects. Planning for public improvements usually involves four steps.

- ❑ Conduct an inventory of existing downtown public improvements.
- ❑ Analyze each element's effectiveness and examine the possibilities for modification.
- ❑ Establish goals and priorities.
- ❑ Develop an incremental, realistic implementation plan.

Conducting the Inventory

To begin the inventory, start with a base map of the downtown area. It should show streets, sidewalks and the outlines of all buildings, and should be large enough to accommodate drawn symbols and detailed notes. Most city planning offices have this type of map.

With map in hand, walk around the downtown and note the locations of all public improvement elements. Develop a set of symbols for common elements to save space on the map. Try to be as accurate as possible in locating elements on the map; use buildings as guides for proper placement. Some of the things to look for and note on the map include:

- ❑ Directional and informational signs
- ❑ Pedestrian spaces (e.g., parks, malls, plazas)
- ❑ Plantings
- ❑ Street furniture
- ❑ Drinking fountains
- ❑ Public restrooms
- ❑ Phone booths
- ❑ Transportation stops (e.g., bus stops, cab stands)
- ❑ Loading zones
- ❑ Lighting (Note whether street lighting is designed to provide primary illumination to the street, sidewalk or both. Also, note the type of light used: mercury vapor, halogen, etc.)
- ❑ Parking spaces and parking lots (Note any time limits on parking spaces, whether they are metered, whether they are reserved for handicapped drivers and whether they are for public or private use.)
- ❑ Telephone and utility poles
- ❑ Fire hydrants
- ❑ Mail boxes
- ❑ Traffic equipment (e.g., switching boxes)

As you mark each element on the map, give it an identifying number. Then, on a separate sheet of paper, note the following characteristics for each element:

- ❑ *Condition.* Is the element in good repair? Is it being properly maintained?

- ❑ *Installation.* Has the element been properly installed? If replacement is necessary, are there any factors unique to the element or its location that might affect installation? Does it have special energy or security requirements that are not being met?

- ❑ *Placement* Is the element placed where it will be most effective? How is it integrated into its surroundings? How does it affect pedestrian or vehicular traffic?

- ❑ *Seasonal change.* How might the element be used differently or have a different impact on its environment throughout the year? For example, does a fountain that functions well during warm months become a maintenance problem or a safety hazard during winter months? How can it be secured during cold weather so that it is safe and does not become an eyesore?

Finally, be sure to write the date, the time of day and a brief description of the weather on both the map and the inventory sheet.

The inventory should be conducted several times a year to determine how different spaces are used at different times of the day, week and year. For instance, the inventory should note whether delivery trucks cause traffic congestion by double parking at certain times of day or whether are bus stops impede the flow of pedestrians along the sidewalk. To supplement the inventory, collect any existing studies on present or forecasted patterns of use in the downtown, such as pedestrian counts, traffic counts, parking usage or plans to upgrade public infrastructure.

The Analysis

The inventory and data collected should be reviewed and analyzed by the Main Street Design Committee (or a subcommittee or task force it establishes). Begin with general considerations and gradually move to specifics. In this way, the analysis focuses first on the entire downtown and general patterns so that an overall picture of circulation, high traffic areas, underused spots and so on emerges.

Next, sort and analyze the collected information *according to specific function.* For example, all elements that affect parking should be examined together, as should all elements that affect vehicular traffic or pedestrian movement. Elements will often overlap. For instance, a crosswalk affects both pedestrian and vehicular traffic. A row of trees that screens a parking lot might also provide a pleasant, shaded pathway for

pedestrians. The analysis should identify all areas where elements overlap by function so that it will be easier to determine which areas and functions might be affected by modification of any element.

Conclude the analysis by summarizing the major findings. The summary statements should note where public improvements are functioning properly as well as pinpointing areas that need improvement. Statements should be brief but explanatory, for example:

- ❑ "The crosswalk at the corner of Main and Fourth is not clearly marked, and pedestrians are cautious about crossing there."
- ❑ "Security lights at the Sycamore Street parking lot aren't working."
- ❑ 'Traffic backs up along Second Street around noon on Monday, Wednesday and Friday because the grocery store's delivery truck has to double-park in the street."
- ❑ "Use of the public parking lot behind City Hall has increased about 30 percent since plantings were installed in the alley connecting it f o Main Street."

Establishing Goals and Priorities

Consider the summary statements carefully. Where do they indicate that immediate action is needed? What improvements would make the area look better, but do not necessarily affect downtown safety or circulation? Which are likely to be most expensive?

The statements should then be prioritized. Issues related to safety should always come first to ensure that the downtown is safe for pedestrians and motorists. Prioritize the remaining concerns according to the goals for downtown design improvement developed by the Main Street Design Committee. Goals differ considerably from town to town, but might include such basic considerations as:

- ❑ Promoting downtown economic revitalization
- ❑ Enhancing the downtown's overall appearance
- ❑ Encouraging building rehabilitations
- ❑ Improving the functional characteristics of public spaces
- ❑ Making parking seem more convenient

Finally, group areas of concern according to each goal, and in order of priority.

Developing an Implementation Plan

The final step is to develop an implementation plan. Remember that public improvements need not be implemented all at once. A public improvements plan should be implemented gradually, as funds and energy permit, and in accordance with the pace of building improvements. Implementation of each improvement involves five distinct steps.

- ❑ *Choose an approach.* Does the improvement involve repairing, replacing or modifying an existing element or adding a new one? In choosing an approach, keep the following guidelines in mind:
  - Less is better than more.
  - It is best to correct problems with existing infrastructure before adding new public improvement elements to the downtown.
  - Try to find management solutions to problems before considering design solutions.
  - Major improvements should be planned and executed so as to cause the least disruption.
  - New elements should be visually compatible with existing elements and buildings.
  - Any strategy for upgrading public improvements should include maintenance considerations for both new and existing elements.
- ❑ *Select appropriate elements.* Is the design or repair of the element visually and functionally compatible with existing elements downtown? Does the element conform with established design guidelines? Some factors to consider when selecting elements include:
  - *Impact.* What impact will this change have on the downtown and its functions? How will the downtown be affected during construction or installation of the improvement?
  - Cost. What will this improvement cost? Is the benefit worth the price? How will it be funded? What are the maintenance costs? Would its removal, modification or replacement cause maintenance costs in other areas of the downtown?
  - *Responsibility.* Who will be responsible for designing, installing, maintaining and managing this improvement?
  - *Compatibility.* Is the element visually compatible with the downtown environment? Does it reinforce the design of downtown buildings?
  - *Security.* Does the element have special security requirements? If so, what are they?

- *Energy*. Does the element have any energy costs associated with it? If so, what are they, and who will be responsible for them?
- *Circulation.* How will this element affect pedestrian and vehicular circulation? Can its design facilitate movement into shops and businesses? Does it provide direction to other parts of the downtown and the rest of the community?
- *Initial cost versus long-term cost.* Will the community be saving money up front by purchasing an inexpensive item that will need to be replaced within a few years? Will it be less expensive in the long run to buy an element that will last longer or that does not require as much upkeep?

❑ *Plan appropriate locations.* Where will the element be located? If it is an existing element that is being repaired, would it be advantageous to relocate it? If it is a new element, where will it best be located to serve its function and support others?

❑ *Organize the work.* When will work begin and how long will it last? Is the work schedule timed to create as little disruption as possible for businesses and traffic? Who will be responsible for each phase of the work plan?

❑ *Plan follow-up activities.* After the element has been repaired, installed or modified, determine how well it is functioning. Is there an adequate maintenance plan in place? Who is responsible for maintenance? Has the change had the desired effect?

Because implementation of the public improvements program is incremental, funding will be incremental as well. Funding for various segments of the program may come from different sources. The downtown should consider traditional funding sources such as capital improvements programs, and less traditional sources such as public improvements gift catalogues, foundations and other private-sector sources, special taxing districts and tax-increment financing.

The Importance of a Public-Private Partnership

Both the public and the private sectors are responsible for design improvements downtown. A public improvements program by itself cannot leverage private investments. On the other hand, a program carried out in conjunction with private building improvements and within the broader framework of the Main Street approach will significantly contribute to the downtown revitalization effort and provide a more attractive environment for businesses, investors and consumers.

Design Glossary

A

Abrasive cleaning. A process for cleaning building materials, The building surface is usually blasted under pressure with sand, glass pellets or water. Unfortunately, abrasive cleaning cuts away the protective outer coating of most building materials and causes irreversible damage. Consequently, abrasive cleaning is almost never appropriate for traditional commercial buildings.

Awning. A sloping, roof-like structure that projects from a building (generally above the storefront) and covers the sidewalk. Awnings can be retractable or fixed. Although usually made of fabric stretched across a metal frame, awnings can also be made of wood or metal.

B

Bearing wall. A building wall that carries a structural load. Most traditional commercial buildings are deep and narrow; the long walls in these buildings bear loads transferred from joists and beams in the flooring and roof systems.

C

Canopy. Like awnings, canopies are roof-like structures that project from a building (usually above the storefront] and cover the sidewalk. While awnings are sloped, however, canopies are flat and are not retractable. Canopies can be made of wood, metal, glass, concrete or fabric.

Carrara glass. See Structural pigmented glass.

Certified local government (CLG). A local government *certified* by the state historic preservation office (SHPO) to undertake local historic preservation activities. To be certified, a community must establish a historic preservation commission and design a program that meets federal and state standards. Certified local governments are eligible to apply for earmarked grants distributed through the SHPO from the National Historic Preservation Fund. CLGs also receive technical assistance from the SHPO and assist in nominating local properties to the National Register of Historic Places.

Compatibility. The congruity of design characteristics. Design features of traditional commercial buildings should be compatible with the streetscape's overall design characteristics in terms of size, color, materials, proportion of window and door openings, setback from the street and roof shape.

Comprehensive plan. A plan prepared—usually by the local government — to direct community growth and delivery of services. Most communities prepare or update comprehensive plans at least once every 10 years. Comprehensive plans usually address housing needs, commercial activity, transportation, education, recreation, medical and social services and infrastructure. Many cities include sections on the needs of the downtown commercial area.

Cornice. The decorative band at the top of a building. The cornices of traditional commercial buildings can be made of wood, pressed metal, brick, decorative tile or other materials.

D

Design guidelines. Written guidelines that help designers and property owners decide how to rehabilitate a building. Often accompanied by illustrations, design guidelines should be tailored to the needs and unique design characteristics of the district in which they are to be used. They are usually provided by the local government, a private historic preservation organization or the downtown revitalization project. Programs that offer facade rehabilitation loans or other financial incentives for building improvements often require recipients to follow the design guidelines. Occasionally, a local government will adopt design guidelines as part of the design review process for a local historic district, with issuance of building permits tied to compliance with the guidelines. (See Design review.)

Design review. The process of reviewing proposed building modifications to ensure compatibility with established design guidelines. Design review can be a voluntary or mandatory process. Some communities approve ordinances requiring design review for designated areas in order to ensure design compatibility. In many instances, design review is part of voluntary financial incentive programs that offer grants, loans or other assistance to individuals or businesses who comply with the guidelines.

E

Efflorescence. A type of masonry deterioration in which moisture inside the wall evaporates and leaves a residue of soluble salts on the building's surface. If detected early, the salts can be safely removed. The source of

moisture infiltration must be identified, however, and the infiltration halted.

F

Fenestration. The arrangement of windows in a wall—usually in the upper facade of downtown commercial buildings.

H

Historic district. A delineated area containing historic buildings that are related to one another by style, historic significance, theme, cultural or other design traits. Historic districts can be designated by the city, state or federal government and are usually established to protect the architectural, historic or cultural characteristics of an area.

I

Infrastructure. The term applied collectively to water mains, sewers, underground utilities, sidewalks, streetlights and other elements that support basic activity in public areas.

K

Kickplate. The bulkhead below a storefront display window. The kickplate protects the storefront window from breakage by elevating it several feet above the sidewalk.

M

Marquee. A permanent canopy over an entrance. Usually found on hotels or theaters, marquees are generally made of metal and glass and are often brightly lit.

Masonry. Stonework or brickwork.

Mortar. A moldable material used to bond masonry (bricks, stone, etc.). Mortar consists of three elements: cement, water and an aggregate (sand is almost always used; sometimes, coarser aggregates are used as well).

Muntins. Strips that separate glass panes in a window.

N

National Historic Preservation Act of 1966. An act of Congress establishing a national program to coordinate and support public and private efforts to identify, evaluate and protect historic and archeological resources. The National Historic Preservation Act created the National Register of Historic Places, established a national Advisory Council on Historic Preservation, set up guidelines for state historic preservation offices, authorized funding through the National Preservation Fund and created other mechanisms for preserving the nation's cultural resources.

National Register of Historic Places. The official list of the nation's cultural resources, authorized by the National Historic Preservation Act and maintained by the National Park Service under the Secretary of the Interior. Listing in the National Register recognizes a building's significance to the county, state or community in which it is located. A property listed in the National Register is eligible for federal tax benefits, receives special consideration in the planning of federally assisted projects and, when available, qualifies for federal funds earmarked for historic preservation. The following types of properties are eligible for the National Register, properties associated with significant events or individuals; properties that embody unique architectural or structural characteristics, and properties that have archeological significance. National Register listing does not restrict the owner's freedom to usr or modify the property.

O

Oriel. A large bay window projecting from the upper facade.

P

Parapet. A low wall at the edge of a roof. Most traditional commercial buildings have flat roofs, with parapets along the front. The roof usually slopes away from the parapet at a slight angle, helping provide drainage for rainwater.

Pediment. The triangular space that forms a gable at the top of a classical building with a pitched roof.

Pigment. A powdered substance, which is added to paint to give it color.

R

Rehabilitation. Physically improving a building's function and/or appearance in a manner that *does* preserve and utilize the building's historic features and characteristics. Substantial rehabilitation may involve some

degree of restoration. Most rehabilitation projects, though, are relatively simple, involving minimizing a building's less attractive features and using simple, inexpensive techniques to emphasize its positive ones.

Rehabilitation tax credits. The federal government provides an income tax credit for the *certified* rehabilitation of buildings listed in (or eligible for) the National Register of Historic Places. The tax credit is equal to 20 percent of the cost of the rehabilitation; expenses must equal the adjusted basis of the building or $5,000, whichever is greater, in order for the credit to be used. Also, the rehabilitation must comply with the Secretary of the Interior's Standards. The rehabilitation tax credit provides a valuable incentive for reinvestment in traditional commercial buildings. A 10 percent credit is available for non-historic buildings constructed at least 50 years ago.

Reinforced concrete. Concrete reinforced with metal bars or mesh. The metal reinforcement gives concrete — especially concrete used in columns and slabs — greater tensile strength and durability. Sidewalks are usually made of reinforced concrete, as are all structural elements in buildings.

Renovation. Physically improving a building's function and appearance in a manner that may or may not preserve and utilize the building's historic features and characteristics.

Repainting. The repair and replacement of mortar between masonry units (bricks, stone, etc.). In traditional commercial buildings, repointing should always be done by professionals skilled in historic preservation techniques to ensure that masonry is not damaged and that the new mortar matches the original as closely as possible in composition and application. Modern mortar — which has a higher concentration of Portland cement than mortar made more than 50 years ago — can sometimes cause damage because it is usually harder than the masonry, which then becomes susceptible to deterioration.

Restoration. Restoring a building's *original* features. This option is usually most appropriate for museum-like buildings-national landmarks, for instance, or extraordinary examples of a particular style of architecture.

S

Sandblasting. See Abrasive cleaning.

Sash. The metal or wood framework that surrounds panes of glass in a window or door.

Secretary of the Interior's Standards. Guidelines developed by the Secretary of the Interior for historic preservation activities. The Standards describe recommended — and *not* recommended — treatments for restoration, rehabilitation and renovation projects. Property owners who wish to qualify for the federal rehabilitation tax credit must comply with the Secretary of the Interior's Standards.

Spoiling. A form of deterioration in which the surface of a masonry unit—usually brick—chips or flakes off. Spalling is generally caused by the freeze-thaw action of moisture trapped inside the masonry; when the ice particles melt, they expand, causing the masonry to flake apart. If moisture problems are detected early enough, spalling can be prevented.

Specifications. The list and description of specific materials used in construction. Specifications often call for brand names of prefabricated building elements. They also usually describe the types of building materials that the designer intends the builder to use. Locating a traditional commercial building's original set of specifications can help during rehabilitation by providing detailed information about mortar composition, roofing materials, architectural details and other building features.

State historic preservation office (SHPO). The public-sector office that monitors historic preservation within the state and assists communities with preservation projects. Each state has a SHPO, which is responsible for reviewing nominations to the National Register of Historic Places, overseeing historic site surveys, regulating certified local governments, reviewing projects that use public funds to ensure compliance with the National Historic Preservation Act and monitoring other related activities. SHPOs typically receive some operating funds from the federal government - most also receive funding from the state government as well as private sources.

Storefront The ground-floor, front facade of a traditional commercial building. The storefront consists of a kickplate, display windows and transom windows. It is usually spanned by a structural beam carrying the weight of the upper facade. The structural beam is sometimes trimmed with a decorative cornice. The storefront entrance is often slightly recessed. The storefront space is designed to for merchandise and helping blend the sidewalk and the store interior.

Streetscape. The sequence of buildings along the street. In downtown commercial areas, the design characteristics of the streetscape are as significant as those of individual buildings in creating a visually cohesive district.

Structuralpigmented glass. A type of decorative glass (not structural, despite its name) used to cover a building facade. Structural pigmented glass — known primarily by the brand names Carrara and Vitrolite— was developed in the 1920s and used widely in Art Deco and Art Moderne architecture and in buildings remodeled from the 1920s to 1950s. Structural pigmented glass is no longer manufactured in the range of colors once available.

T

Terra-cotta. A glazed or unglazed tile used architecturally. The facades of some traditional downtown commercial buildings are clad with terra-cotta panels, often wood or metal joist or beam inside the building. Tie rods are frequently capped on the outside of the building with small metal plates created especially for a particular building. The terra-cotta panels are usually attached to the facade with metal anchors.

Tie rod. A rod (usually steel or iron) used as a structural brace, Tie rods often help secure a building's facade to its structural framework by connecting the facade to a shaped like stars or florets.

Transom. The window area directly above storefront display windows. Transom windows filter light back into narrow traditional commercial buildings, illuminating the interior.

U

Upper facade. The area of the facade above the storefront and below the cornice. The upper facades of traditional commercial buildings consist of an infill material (such as brick or wood) and fenestration.

Z

Zoning. The process of designating different sections of a town or city for specific types of activities, such as residential, commercial or industrial.

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AN OVERVIEW OF URBAN RENEWAL

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I. URBAN RENEWAL SUMMARY

A. What Is Urban Renewal?

The purpose of urban renewal is to improve specific areas of a city that are poorly developed or underdeveloped. These areas can have old deteriorated buildings and bad streets and utilities or the areas can lack streets and utilities altogether.

Urban renewal provides three types of authority that are not otherwise available to local governments.

- First it allows for the use of tax increment financing (explained below) to finance improvement projects.
- Second, it allows for special powers to buy and assemble sites for development or redevelopment, if that is desired.
- And third, it allows for special flexibility in working with private parties to complete development projects.

For a city to use urban renewal, it must establish an urban renewal agency and it must adopt an urban renewal plan.

B. What is an Urban Renewal Agency?

Urban renewal agencies are created by state law (ORS Chapter 457) but are specifically "activated'" by the city council. The agencies are separate legal bodies from the council, but in most cases the urban renewal agency board is composed of members of the city council.

C. What are Urban Renewal Plans?

To do urban renewal projects with tax increment financing, the projects must be authorized in an Urban Renewal Plan. The plan applies to a specific geographic area of the city, which is called the Urban Renewal Area. In adopting the Plan, the city council must find that the area is eligible for urban renewal because of existing "blight, " which is defined as conditions such as deteriorated buildings and lack of adequate infrastructure.

D. How is an Urban Renewal Plan Adopted?

To adopt an urban renewal plan:

First, the city council or urban renewal agency decides that it wants to consider an area for a possible plan. This decision is usually in response to interest in the community in revitalizing the area.

Then the eligibility and feasibility of the area as an urban renewal area is studied. This "feasibility study" includes information about property values, development conditions, availability and condition of streets and utilities and other key factors.

If the area is found eligible by the Council and it wishes to proceed with urban renewal, an urban renewal plan and report is prepared. The planning must involve citizens at

every stage, and especially when it comes to determining what projects and activities are to be undertaken.

An urban renewal plan must be presented to the Planning Commission for its recommendations and then must be adopted by the City Council after a public hearing is held. Notice of the public hearing must be sent to each individual household in the city.

E. What Can Happen Under An Urban Renewal Plan?

Urban renewal agencies can do certain projects or activities under an adopted urban renewal plan. These activities include:

1. Construction or improvement of streets, utilities and other public uses.

The most common type of urban renewal project is infrastructure development, including streets and utilities. Urban renewal also commonly funds parks, plazas and pedestrian facilities.

2. Rehabilitation or conservation of existing buildings

An urban renewal agency can assist in rehab projects of any type (residential, commercial, industrial) typically through loans and grants to private property owners.

3. Acquisition and improvement of property

An urban renewal agency can acquire property, typically for re-sale for private or a combination of public/private development. The agency has the power of eminent domain (condemnation) for redevelopment purposes, which is not a clear power of cities or counties themselves. The agency must identify properties to be acquired in the urban renewal plan. Properties must be acquired at fair market value. Once acquired, urban renewal agencies can clear and improve the properties prior to resale or lease. Any persons or businesses displaced by agency acquisition are entitled to relocation assistance.

4. Re-sale or lease of property

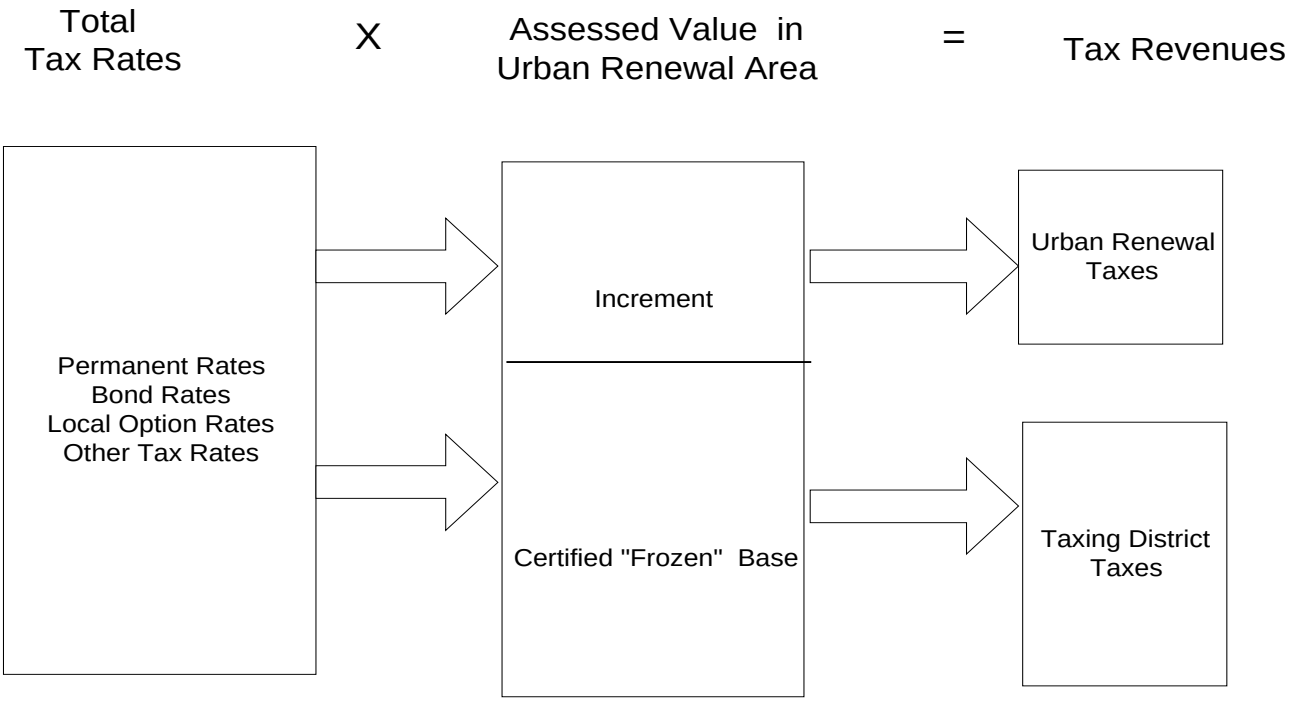
An urban renewal agency can sell or lease property it owns for redevelopment. Unlike cities and counties, the agency can legally sell for less than fair market value. Property can be sold for its “fair re-use value” which is the value for a specified use required in the urban renewal plan.

F. How are Urban Renewal Plans Financed?

Urban renewal is unique in that it can be financed by urban renewal taxes or tax increment financing. Urban renewal taxes are the taxes generated by the *increase* in total assessed values in the urban renewal area from the time the urban renewal area is first established. The assessed value of an urban renewal area at the time the plan is adopted is called the “frozen base”. Growth above the base is called the “increment.”

The diagram below shows how this works.

Urban Renewal Taxes for New Urban Renewal Plans



II.

DISCLAIMER

ON DECEMBER 20, 2001, THE OREGON SUPREME COURT ISSUED A DECISION IN THE *SHILO V. PORTLAND* CASE THAT AFFECTS HOW TAX INCREMENT REVENUES ARE COLLECTED. THE CASE IS PENDING AT THE TIME OF THE WRITING OF THIS OVERVIEW AND THE OUTCOME IS UNKNOWN. WHILE THE DIAGRAM ABOVE STILL ACCURATELY SHOWS HOW THE AMOUNT OF TAX INCREMENT REVENUE IS CALCULATED, IT MAY NOT REPRESENT THE WAY THAT REVENUE WILL BE COLLECTED IN FY 2002/2003 AND SUBSEQUENT YEARS.

HOW TO ESTABLISH AN URBAN RENEWAL PROGRAM

Many communities wish to approach the establishment of an urban renewal program in two stages or phases. The first phase consists of a feasibility study that provides the governing body with a factual basis for deciding whether and/or how to proceed. The second phase consists of preparing an urban renewal plan and report and going through the adoption process. The tasks that commonly are included in the two phases are described below.

A. Phase One: Urban Renewal Feasibility Study

A feasibility study may include the following tasks:

1. Review Existing Plans and Studies

Review comprehensive plan, facilities plans (Water, Sanitary Sewer, Storm Sewer, Transportation, Parks) and other relevant documents.

2. Meet with City Council/County Commission, Staff, Planning Commission Members and Others to Discuss Urban Renewal

Meet with representatives of the governing body, Planning Commission, property and business owners and others to gain a better understanding of the community. This could also be an opportunity to talk about urban renewal and discuss how it has been used in other municipalities.

3. Assess Conditions of "Blight" Required to Establish Urban Renewal Area

Within an overall study area, generally assess conditions of "blight" which must be found by the governing body in order to establish an Urban Renewal Area. Blighted conditions include substandard buildings, inadequate streets or utilities and underutilized property, as evidenced by the value of improvements to the value of land.

4. Determine Tentative Urban Renewal Area Boundary in Conformance with Assessed Value and Area Limitations

Based on the general assessment of conditions and discussion with the City regarding identified project needs, make a preliminary recommendation of an urban renewal boundary that meets statutory limits on assessed value and area (no more than 25% of the city total in either).

5. Estimate Potential Revenue Capacity of Urban Renewal Area

Prepare a preliminary estimate of urban renewal tax revenues from the tentatively defined area.

6. Evaluate Options for Proceeding

Based on the previous work, evaluate options for proceeding with an urban renewal plan.

B. Phase Two: Urban Renewal Plan and Report

State law [ORS 457.085(2)and(3)] describes in detail the required contents of an urban renewal plan and urban renewal report. Only the plan itself is adopted by the municipal

ity; the report accompanies the plan and provides background information, analysis and support for the findings that must be made in adopting a plan. The urban renewal agency must provide for public involvement in all stages of the preparation of an urban renewal plan.

1. Urban Renewal Plan Contents

An urban renewal plan is required to contain:

- A description of each urban renewal project to be undertaken
- An outline of the major project activities planned for the urban renewal area or areas. (A "project" may be a site specific undertaking, a series of related undertakings or a program of activities.)
- A map and legal description of the urban renewal area.
- An explanation of how the plan relates to local objectives, such as relevant objectives of the comprehensive plan, target area plans and other public policy statements.
- An indication of proposed land uses (which must conform to the comprehensive plan and zoning code).
- A description of relocation methods for residents or businesses that must move because of Agency projects
- If public acquisition of property is required by the plan, a description of property to be acquired by the Agency (if any) and how it will be disposed of (e.g. sale or lease), along with a schedule for acquisition and disposition.
- If the plan calls for the use of tax increment financing, a limit on the maximum amount of indebtedness to be issued to carry out the plan.
- A description of what types of changes to the plan are to be considered substantial amendments. Substantial amendments must be adopted using the same process as the adoption of the original plan. The following amendments must be considered substantial: (1) expanding the urban renewal area by more than one percent; and (2) increasing the maximum amount of indebtedness that may be issued.
- If the plan calls for the development of a public building (e.g. a fire station), an explanation of how the building serves or benefits the urban renewal area.

2. Urban Renewal Report Contents

An urban renewal report must contain:

- A description of the physical, social and economic conditions within the urban renewal area and the impact of the plan, including fiscal impacts, in terms of increased population and the need for additional public services.
- The reasons why the urban renewal area (or areas) was selected.
- The relationship between each urban renewal project and the conditions within the area.
- The estimated costs of the projects and the sources of project funding.
- The completion date for each project.
- The amount of tax increment funds that are estimated to be required and the year in which the Agency plans to pay off all outstanding tax increment indebtedness.

- A financial analysis that shows the plan to be financially feasible.
- An analysis of the impact on the tax rates and/or revenues of the taxing districts that overlap the urban renewal area; and
- A relocation report which includes
    - an analysis of businesses or residents that may be required to relocate
    - a description of the methods to be used in the relocation program; and
    - an analysis (number and cost range) of the existing housing units that may be destroyed or altered and the housing units that may be added.

3. Procedural Requirements for Adoption of an Urban Renewal Plan

There are various procedural requirements that relate to adopting an urban renewal plan. In addition, as mentioned above, the Agency must provide for public involvement in all stages of the development of the plan.

a) Planning Commission Review

If the municipality has a planning commission, the plan and report must be presented to the commission for its recommendation before the plan may be presented to the city council or county commission for adoption.

b) Affected Taxing Districts

The plan and report must be sent to the governing body of any taxing district that is affected by the plan. (Taxing districts that levy taxes within the urban renewal area are usually considered to be the affected taxing districts.) Any written recommendations of these taxing districts must be accepted, rejected or modified by Council in adopting the plan.

c) Presentation to County

A City proposing to adopt an urban renewal plan must present the proposed Plan to the County Board of Commissioners for their comment. No action is required of the County Commission.

d) Approval of the Plan

To take effect, the plan (not including the report) must be approved by Council by non-emergency ordinance. There is no statutory requirement for a vote on the plan. There are requirements for notice of the hearing at which the ordinance is considered; requirements for the contents of the ordinance; and requirements for a notice after the ordinance is adopted.

e) Notice Requirements

Direct notice of the public hearing on the ordinance adopting the plan must be mailed to each individual or household in any one of the following groups within the city and any portion of the urban renewal area that extends beyond the city: real property owners; registered voters; utility customers; or postal patrons.

The notice must state in plain language:

- the time and location of the hearing;
- that the plan may affect property tax rates;
- that debt may be issued up to a maximum amount;

- that the ordinance adopting the plan may be referred to the voters; and;
- that a copy of the ordinance, plan and report are available for review by contacting a designated person.

f) Public Hearing

At the public hearing on the ordinance, Council should hear the report and recommendations of the urban renewal agency, take public testimony and consider the recommendations, if any, of the planning commission and of affected taxing districts. Any written recommendations of the affected taxing districts must be formally accepted, rejected, or modified.

g) Ordinance Requirements

The ordinance must be a non-emergency ordinance and it must incorporate the plan (not the report) by reference. During the period between the adoption of the ordinance and its effective date, the adoption ordinance can be referred to voters for their approval.

The ordinance must contain findings, supported by the contents of the urban renewal report, that:

- Each urban renewal area is blighted;
- The rehabilitation and redevelopment of the area(s) is necessary to protect the public health, safety or welfare.
- The plan conforms to the comprehensive plan and economic development plan, if any, of the municipality and that the plan provides an outline of planned urban renewal projects.
- That relocation requirements have been met.
- That any property acquisition called for in the plan is necessary to achieve the objectives of the plan.
- That the plan is economically sound and feasible.
- That the city or county will assume any responsibilities given to it under the plan.

h) Notice of Adoption of Ordinance

Within four days of adoption of the ordinance adopting the plan, Council must publish a notice that the ordinance has been approved and that 90 days after adoption of the plan, the plan will be conclusively presumed valid.

III. POSSIBLE TIME LINE

Phase I	4 months
Phase II	9 months

If a plan is adopted by the Council with an ordinance effective by the end of September, 2001, then the "frozen base" will be calculated using property values from FY 2000/2001. If the Plan is adopted and effective prior to December 31, 2001, the first tax increment revenues would be received in FY 2002/2003.