# Stanfield

## Main Street Revitalization Report

*Final Report*

**August 2014**

MIG

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Stanfield 1910~2010 Celebrating 100 years

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# *Acknowledgments*

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## About TGM

This report was prepared by MIG, Inc., with support from the State of Oregon through the Transportation and Growth Management (TGM) Program, a partnership of the Department of Transportation and the Department of Land Conservation and Development. The TGM program supports community efforts to expand transportation choices for people. By linking land use and transportation planning, TGM works in partnership with local governments to create vibrant, livable places in which people can walk, bike, take transit or drive where they want to go. TGM helps Oregon communities through Planning Grants; Education and Outreach workshops, speakers, and publications; Code Assistance; Quick Response design assistance; and Transportation System Plan (TSP) Assessments.

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

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Wallgraphic from Workshop

# Stanfield Main Street Revitalization Report

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## Introduction

### Overview of Stanfield

The City of Stanfield is located in northwestern Umatilla County along Route US-395, also known as Highway 054 Umatilla/Stanfield Highway, between mile marker 10.0 and 12.4. The Oregon Department of Transportation classifies this portion of US-395 as a Rural Principal Arterial. Stanfield's Main Street is located along the most urban portions of US-395, an eight-block long stretch north of Tuttle Avenue and south of Harding Avenue. This area is also the study area for this report, with focus placed on the key downtown intersection at Coe Avenue.

When it was first built in the early 1900s, Main Street was a two-lane highway with generous sidewalks, street lighting and street trees, all features befitting of typical small towns in Oregon at the time. During the 1980s, ODOT widened the highway to its present condition – a 5-lane highway with a right-of-way width between 85'-100'. On-street parking is permitted along three blocks between Wood and Taft, which effectively makes a portion of Main Street seven lanes wide. As a result of its wide, open character, vehicles are known to exceed the posted 25 MPH speed limit along Main Street. In 2012, ODOT reported that US-395/Highway 054 in Region 5 had "fair" pavement conditions. Continuing north into Hermiston, the pavement condition along US-395/Highway 054 worsens to "poor".[1]

Today, Stanfield's Main Street is characterized by the presence of public offices (City Hall, Police, Library, and Irrigation District Building), a limited number of small businesses that provide both essentials and boutique items, and a number of properties with residential uses at street level. Stanfield's population in 2010 was 2,043 persons. The Stanfield School District maintains and operates an elementary school and a secondary school (middle and high school) on the west side of US-395. The most important intersection along Main Street, at Coe Avenue, is where most of Stanfield's commercial businesses operate in addition to the public library and local Banner Bank branch.

*Left: Stanfield's 2-lane Main Street, looking north c.1950.*

*Right: Wide nature of intersection at Main Street (US-395) and Coe Avenue with Irrigation District Building and water tower.*

[1] http://www.oregon.gov/ODOT/HWY/CONSTRUCTION/docs/pavement/2012_pave_condition/r5_pave.pdf

## Previous Planning Studies

As part of the background research for this Main Street Workshop, MIG reviewed a number of planning documents and noted their key findings as they affect pedestrian and vehicles along Main Street. The review included the following:

### Community Vision and Buildable Lands Inventory, Shapiro & Associates, 1999

The 1999 vision statement for Stanfield mentions need for local serving businesses, affordable housing, and family-oriented culture, and promotes the idea that Main Street is both a social and commercial space for residents and visitors.

The document provides conceptual land use plan alternatives and a schematic design for Coe/US-395 that includes a median with street trees. Also included is an Action Plan and implementation strategies organized by projects, programs and policies. Proposals include a downtown vitality overlay zone, cultivating the City's historical perspective, holding community clean-up days, and providing permit process assistance for businesses and developers. Disallowing RV parks along Main Street is also recommended.

### US-395 North Corridor Plan, ODOT, 2000

The North Corridor Plan states that US-395 is a barrier to safe pedestrian crossings. Two-thirds of truck traffic is pass through, not local. A steep ridge from Stanfield High School to Harding Avenue makes it hard for cars to slow down as they approach downtown from the north and is a major reason for difficult crossings. Management goals include enhancement of traffic safety measures, access management through driveway consolidation, and promotion of alternative modes through development of multi-use paths and other pedestrian and bicycle links.

### Transportation System Plan, ODOT, 2001

Four pedestrian recommendations are identified in the Transportation System Plan (TSP). One is partially complete by 2014*:

- Construction of a multi-use path on the north side of Stage Gulch Ditch between West Elementary and Wayne Street
- Extension of the multi-use path along US-395 north to Hermiston
- Construction of a multi-use path along the south side of Sherman St and Harding Ave between West Elementary and US-395*
- Construction of multi-use paths along US-395 to I-84 interchange

Bicycle recommendations include:

- Provision of striped bicycle lanes along urban portions of US-395
- Construction of multi-use paths on both sides of US-395
- Provision of bicycle parking in front of public facilities on Main Street
- Provision of signage notifying drivers and bicyclists of transition to shared lanes from separated bike lane

## City of Stanfield Development Code, Chapter 2.2 Downtown (DD) District, 2003

Main Street is zoned as a Downtown District (DD) and permits the following uses:

- Commercial Uses
- Residential Uses (when combined with Commercial Uses)
- Residential Uses (no more than 50% of frontage on ground floor)
- Residential Uses (above or behind Commercial Uses)
- Home Occupations (tax prep, attorney, salon, etc.)
- Bed & Breakfast Inns
- Public and Institutional Uses
- Light Industrial Uses

Other Downtown District code requirements:

- Buildings oriented to street
- Active uses at ground floor visible through street level windows
- Parking cannot block entrances at corners
- Parking to be screened by landscaping
- Pedestrian amenities (at least one sitting space, canopy/awning, public art, wide sidewalks at entrances, etc.)

## Park Master Plan, JDM Land Solutions, 2013

- Walking reported as the most important recreation activity
- Bicycling as recreation is anticipated to grow
- Funding priority for City trails
- Walking, biking or hiking trails are needed throughout Stanfield

## City of Stanfield Adopted Budget, 2012-2013

Five-year City Council goals include:

- Completion of water system improvements
- Development of the US-395 corridor (maintain median, complete Mamie Street access)
- Downtown development and appearance (clean up appearance of downtown, enforce city ordinances, involve community in rehabilitation efforts, and improve buildings along US-395)
- Beautify the City's parks and open space
- Develop traffic light at US-395 and Harding
- Extend bike path on US-395 from Feedville Road to Pilot Travel Center
- Expand City Hall and improve parking lot
- Develop assisted living housing in the City
- Pursue a relationship with the railroad

## Planning Process

This report and recommendations for Stanfield Main Street Revitalization were prepared by MIG, Inc., under contract with the Oregon Transportation and Growth Management Program (TGM). MIG headed the project management team comprised of representatives from TGM, DLCD, and the City of Stanfield.

The project benefited from input and guidance provided by technical advisors and stakeholders, including the Mayor and City Council, City Manager, the Stanfield Public Library, and local business owners.

The project started in April 2014 with initial research and a review of background materials provided by ODOT and the City of Stanfield. On April 28, 2014, MIG and DLCD staff visited Stanfield for an on-site tour. Following the tour, phone interviews were conducted with City and MIG-identified stakeholders. On June 18, a public workshop was facilitated by MIG to identify issues and opportunities that affect the Main Street revitalization effort and to present case studies of other successful Main Street design efforts. The workshop was publicized at City Hall, the Stanfield Public Library, and it was also mentioned in the City's newsletter published on the website www.cityofstanfield.com. The evening workshop took place in the cafeteria of Stanfield High School and was attended by approximately 27 stakeholders, neighbors, and members of the general public. Information was gathered from attendees during a facilitated discussion. A summary of the discussion was recorded on a wall graphic, found on page 41. The outcome of the workshop was an Assets and Issues Analysis and Implementation Strategy, discussed on subsequent pages of this report.

*Above: Wallgraphic of recorded comments from the workshop.*

*Top left: The June 18, 2014 workshop at Stanfield High School brought together an age-diverse group of residents interested in the future of Stanfield's Main Street.*

*Bottom left: Cecili Longhorn, librarian, shares a comment with the group.*

*Photo credits: Maegan Murray, Hermiston Herald*

## *Stanfield Existing Identity*

Stanfield's identity was described in a vision statement the community formulated during a 1999 Community Visioning Process. This vision included the presence of local businesses, affordable housing, and a family-oriented culture.

In the 2012-2013 Adopted Budget, the Stanfield City Council adopted a new vision for the City: "Stanfield is a community known for its responsive government, hometown atmosphere, cultural opportunities, quality housing, and vibrant business community."

The vision statement was supplemented at the June 18, 2014 MIG-facilitated workshop where attendees reported the following elements and ideas as being central to the contemporary Stanfield identity:

- Agriculture
- Bard Park Event at 4th of July
- Stanfield School District and the Tigers
- Affordable housing
- Family-friendly
- Strong history (though relatively unknown)
- Business-friendly

## *Assets and Issues Analysis*

### Assets

Interviewed stakeholders and workshop attendees generated a list of assets that are a positive influence on Main Street. They included:

a. Stanfield School District – The community has notable pride in its educational system, buildings and facilities, student body, faculty and staff which are located at the north end of Main Street.

b. Bard Park, 4th of July – The annual 4th of July event at Bard Park is the signature event for Stanfield, it draws a regional audience, and includes a range of events where the community participates across many age groups. Many attendees schedule family and class reunions to coincide with the 4th of July event, which includes a steak feed, Main Street parade, and fireworks display.

c. Through traffic does not bypass Stanfield – Stanfield's Main Street is traversed by all who travel between I-84 and Hermiston, making its catchment a large area with many potential customers for Main Street businesses.

d. Main Street and Coe Avenue's "100% corner" – Main Street at Coe Avenue is the City's most prominent intersection with tenants that include Elephant's, the Irrigation District Building, old water tower, etc. There exists some capacity to infill vacant parcels/buildings at the intersection.

e. Local businesses that provide basic essentials and boutique items – While small in number, the businesses along Main Street include basic goods and services such as

a grocer, hair salon, convenience store, bank, post office, auto repair garage, and U-Haul rentals. Other businesses draw specialty customers – U-Haul rentals, bike shop, antiques, and western apparel and gear.

f. Civic buildings – City Hall, the post office, and Stanfield Public Library (at Coe) are important buildings in Downtown Stanfield.

g. Summer planter program – The City of Stanfield plants a series of concrete molded planters along Main Street with annuals. The plants are generally donated or purchased locally and maintained during the summer. While they noticeably brighten up the view along Main Street, the small-scaled planters also suffer from misplaced trash/refuse.

h. Irrigation ditches along open spaces – Ditches that traverse Stanfield from east to west are important to the City's identity, history and physical uniqueness. These areas provide opportunities for passive use open space or linear parks. Stage Gulch Ditch, identified in the workshop as a resource to develop trails along, runs through Bard Park crosses Main Street between Harding and Roosevelt Aves.

## Issues

Interviewed stakeholders and workshop attendees generated a list of issues and constraints that adversely affect Main Street. They included:

a. Resident and non-resident perception that Stanfield is not a destination and there are too few businesses – Stakeholders and workshop attendees reported a need to go outside the community to buy the majority of goods and services. Items mentioned specifically were garden supplies, shoes and durable household goods. To some extent, these market areas can be fulfilled within Hermiston, but not all.

b. Lack of curb appeal, uninviting – There is a prevailing sense that Stanfield's Main Street lacks physical appeal and does not have a welcoming feel to it because there is no decoration, coordinated signage, or standard for design and maintenance.

c. No obvious identity or history (with exceptions for the Irrigation District Building, water tower) – Interviewed stakeholders described the lost opportunity for Stanfield in not educating its visitors and residents about its varied and rich history. There are many aspects of Stanfield's history that go unrecognized and could be interpreted with strategically placed placards, artwork, signage, etc.

    - City is named after State Senator Robert Stanfield who represented Oregon for one term in the US Senate, 1921-1927.
    - Coe Ave. named for Henry Waldo Coe, a proprietor of the Coe-Furnish Irrigation Project. Coe is also memorialized at Portland's prominent Coe Circle in the Laurelhurst neighborhood.
    - Other streets are named after historic figures or fixtures in the Stanfield Landscape (W.J. Furnish, proprietor of the Coe-Furnish Irrigation Project.)
    - City was the site of a CCC camp between 1935-1938 that constructed and relocated irrigation infrastructure.
    - The CCC camp was repurposed as a prisoner of war camp for several hundred German prisoners during WWII.

- Although incorporated in 1910, part of Stanfield is the old town of Foster, which was established in 1883.

d. Broken or inadequate signage makes it so people can pass through and don't know they've been in Stanfield or have any idea about what goods and services are available there – The sporadic assortment of handmade signage (sandwich boards at street corners) along Main Street does not do an adequate job of catching and keeping the attention of drivers passing through town. Existing signage does not promote a desired identity for Stanfield.

e. Dilapidated properties or properties that appear closed. The stakeholder interviewees and workshop attendees mentioned a number of Main Street and Coe Avenue properties that do not meet common sense minimum standards for maintenance or accessibility. These were verified in the field by the consultant team at the April 2014 site tour and June 18 workshop.

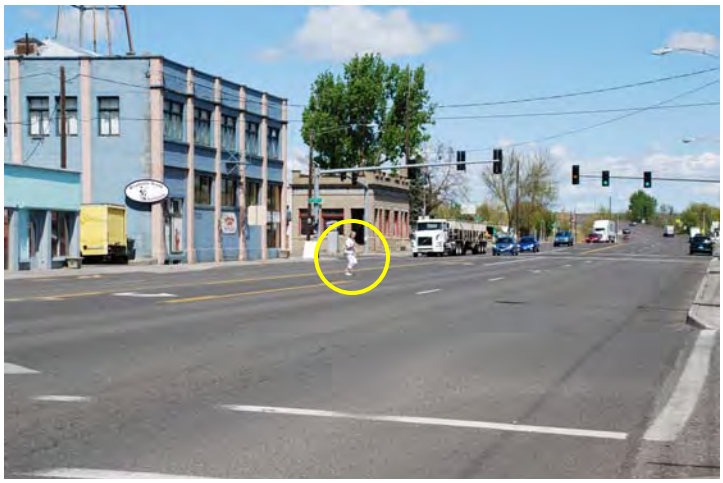
- 145 S. Main Street
- 345 S. Main Street
- 380 S. Main Street
- 110 N. Main Street
- 130 W. Coe Avenue
- 170 S. Main Street
- 120 W. Coe Avenue

*Left: Properties along Coe Avenue lack window transparency or appealing/obvious entrances. The stone façade work that carries through along the block from the Irrigation District Building, however, is a notable design asset.*

*Right: 380 S. Main Street, a commercial property with altered windows, inadequate entrance, nonstandard lettering, and poorly mounted signage.*

f. No coordinated theme, decoration, color and signage for buildings along Main Street – There are buildings whose exterior paint colors detract from a unified visual streetscape experience along Main Street. Other property owners have replaced street side windows with smaller windows or have used sashes, reflective finishes, and hanging blinds to prevent any visibility into the building from the sidewalk. Generally, these alterations are not supported in the Stanfield Downtown District (DD) development code guidelines.
    - 145 S. Main Street
    - 210 N. Main Street
    - 380 S. Main Street

g. Existing crosswalks aren't visible – The lack of clearly marked crosswalks is a major challenge for pedestrians trying to cross Main Street. Recent serious conflicts between pedestrians and vehicle drivers demonstrate the need to improve the design quality of crossing locations. There are six crossing locations along Main Street from Page to Harding. The crossing distance is approximately 80 feet.



*Above: Pedestrian crossing mid-block against a green light between Coe Avenue and Furnish Avenue. Crosswalk lines in foreground lack visibility.*

h. Empty storefronts but none ready to accept tenants – Stakeholders and workshop attendees reported both a demand for storefront space in Stanfield and the existence of prime retail space along Main Street with no commercial tenants. Despite this, prospective tenants have trouble getting into leasable space on Main Street. Some property owners with grandfathered rights along Main Street (whose ownership preceded adoption of the 2003 Stanfield Downtown District development code) are allowed to use Main Street frontage properties for their primary residence. As a result, the development code requirement to achieve transparency at the ground floor through windows and entrances goes unobserved. These aspects present a major obstacle to recruiting new businesses to Main Street and making Main Street look and feel like an activated environment.

i. Few places to sit, no shade – There is one street side bench located outside of the Irrigation District Building, with direct western exposure and no shade. There are no other places for people to sit along Main Street. Coe Avenue has two benches located in front of Elephant's Trunk.

j. Challenge of finding adequate funding source to make real changes along Main Street – Given the extent of Main Street's needs, it will be costly to address all of the issues outlined above. A first step will be to prioritize the issues and understand how the City is equipped to deal with them internally, either with general funds or through community and in-kind donations. The fact that Main Street is an arterial highway governed and maintained by ODOT makes it difficult to make any immediate interventions without agency coordination and oversight.

k. Inadequate street lighting – Lighting along Main Street is limited to high-pressure sodium cobra-style lighting that is designed for vehicle needs, not pedestrian needs. Pedestrian scaled lighting does not exist currently in Stanfield.

l. Speeding – Between Locust St. and Ball Ave. the posted speed along Main Street is 30 MPH. Here, the highway is between 85'-100' wide. North of Locust the posted speed is between 45-55 MPH. Between Ball and I-84 the posted speed is 45 MPH. Drivers are unresponsive to the posted "reduced speed ahead" signs due in part to

the fact that the highway's downtown "design speed" does not have a relationship to the "posted speed" of 30 MPH. The wide, open nature of the highway through downtown gives drivers the cue to continue travel at 45-55 MPH.

## *Implementation Strategy*

The *Stanfield Main Street Revitalization Plan* is a 20-year vision for how the downtown area of Stanfield can grow and thrive. The Plan includes an ambitious list of projects and investments that exceed current funding levels. Successful implementation of the Plan will require establishing project priorities and a strategic approach to both phasing and funding. The Implementation Strategy is presented in three sections:

- Action Plan
- Phasing Plan
- Funding Sources and Financing Strategy

### Action Plan

This section of the Plan identifies strategic planning actions, public realm improvements and other community investments that will facilitate the future success of Stanfield's Main Street and realization of the community's vision for the area. The individual action steps are organized thematically with acronyms that are referenced in the Action Plan matrix starting on page 24.

#### Code Amendments and Enforcement – CAE

**CAE-1:** The City should develop a new Commercial "Live/Work" Mixed-use (CMU) Employment Overlay Zone/Zone Designation to supplement or replace the Downtown District (DD) zone. Pursue funding with a Transportation & Growth Management code assistance grant.

> The CMU district shall allow residential, commercial, and enclosed light industrial uses. The employment use shall be commercial/retail and office use where it abuts existing commercial or public land zoning, and may be enclosed light industrial or office use where it abuts existing light industrial zoning. The CMU zone designation differs from the DD designation because it does not limit the amount of street level housing, and adds the requirement to ensure activity and visual interest at all entrances and windows (design standards for street level residential to be fully articulated in the Stanfield Downtown Design Guidelines). The CMU designation will be most influential for new infill development in vacant lots, as shown in Figure 1: Vacant Parcels on Main Street. At the same time, substantial renovations on existing Main Street properties would also benefit from this zoning designation and associated development standards.

**CAE-2:** Improve code enforcement. Identify and secure funding for more frequent inspections and assessments to ensure that both existing and new development is meeting the requirements of the CMU and DD districts and the Stanfield Downtown Design Guidelines. Create a timeline for responding to and addressing infractions.

## Stanfield Downtown Design Guidelines – DG

**DG-1:** Hire a consultant to write design guidelines for Stanfield, focusing on the Main Street and Coe Avenue corridors. Guidelines should include a contextual history, Stanfield values, vision, and guidelines organized by thematic category (for example: area wide guidelines, public streetscape, plazas and open space, buildings). Guidelines should reference the values it supports. They should include:

- Main Street/Coe Avenue exterior color palette
- Requirements for new street level residential uses
- Requirements for façade improvements for residential, commercial and light industrial uses
- Street furnishings standards
- Signage guidelines

## Branding and Identity - B

**B-1:** Form a committee (comprised of residents, youth, council, business owners) to clarify and articulate goals/ideas/concepts for the Stanfield brand/identity to be adapted for use across multiple venues – signage, wayfinding, furnishings, parks and open space, public buildings, printed materials, etc. Present three options to the community and collect feedback; summarize findings in a brief with illustrative case studies.

**B-2:** Identify locations along Main Street where signage is needed; solicit community feedback/confirmation.

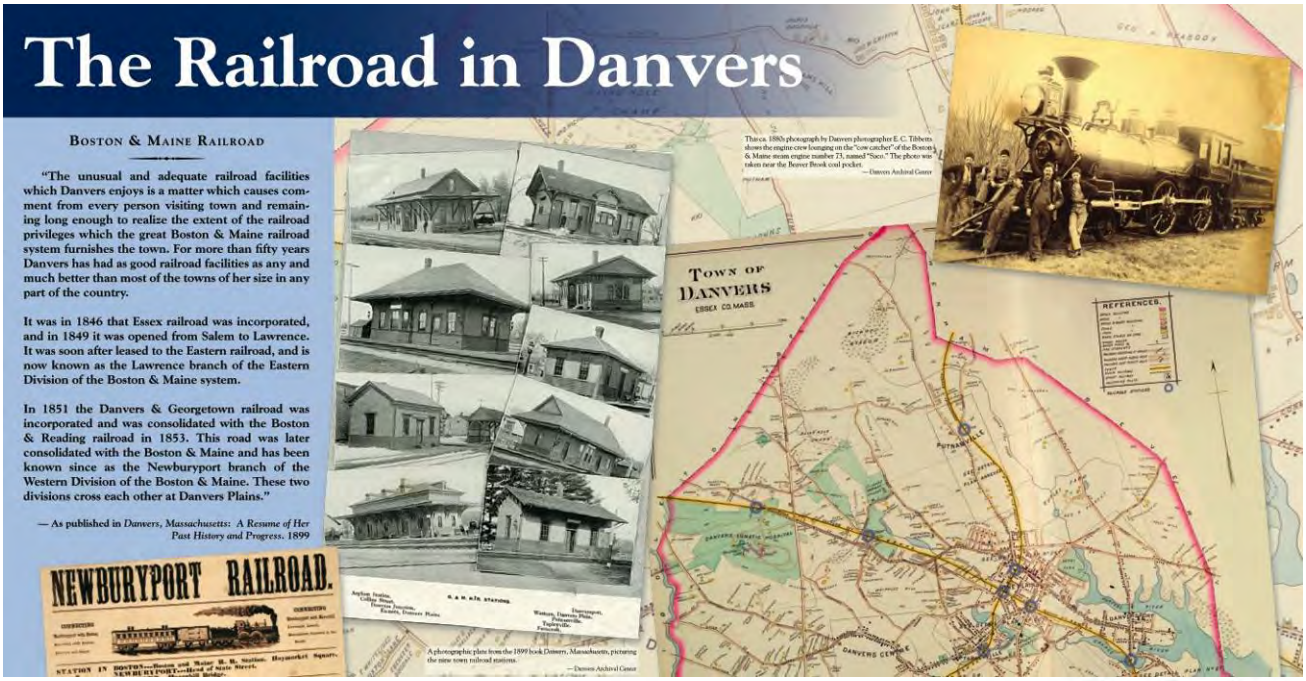
**B-3:** Hire a consultant to develop a Downtown Stanfield signage hierarchy and wayfinding plan informed by the community's brand/identity and location preferences white paper. Include a phasing plan for priority facilities and maintenance plan. Include option for historical interpretative signs.

**B-4:** Fundraise for and construct Phase 1 wayfinding signage with funds allocated from redevelopment agency, and/or improvement district.

**B-5:** Have community rank historical narratives at July 4$^{th}$ events (see F-4, below).

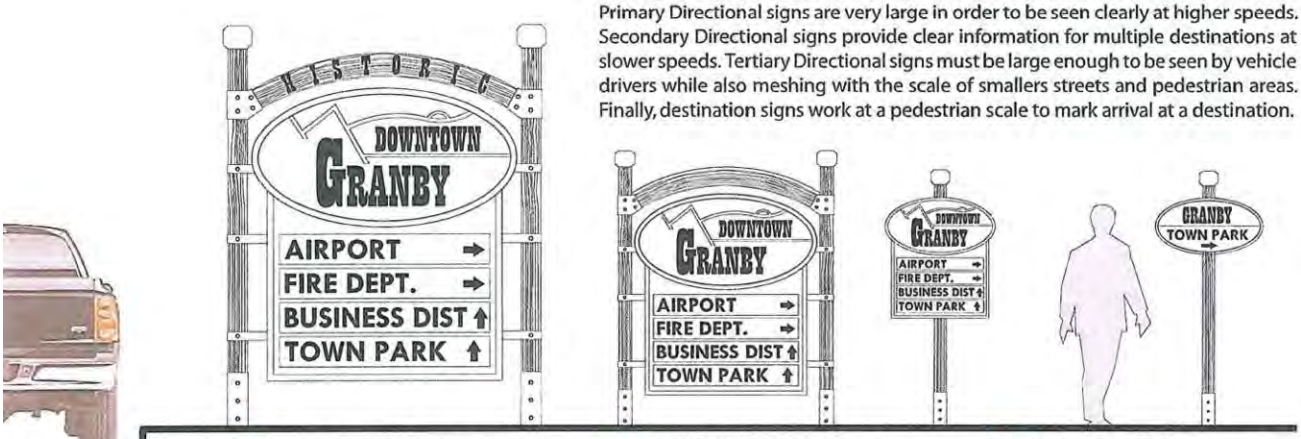
**B-6:** Fundraise for and construct Phase 2 – historical interpretation signage.

*Figure 1: Vacant Parcels on Main Street*




## Sign Design

***Size & Scale:*** Each of the four signage types performs a specific function within the wayfinding system. Different sign functions carry different size requirements. Primary Directional signs are very large in order to be seen clearly at higher speeds. Secondary Directional signs provide clear information for multiple destinations at slower speeds. Tertiary Directional signs must be large enough to be seen by vehicle drivers while also meshing with the scale of smallers streets and pedestrian areas. Finally, destination signs work at a pedestrian scale to mark arrival at a destination.




***Primary Directional Signs*** are to be located on highways and are designed for speeds *45 mph and above.* These large signs direct visitors to multiple popular destinations, making their visibility critical. Primary signs must therefore begin a sequence of increasingly specific directional information to be followed up by secondary directional signs.

***Secondary Directional*** signs are smaller versions of primary directional signs. Two sizes are shown above for use in different site constraints. These signs are to be located within the Town of Granby and are designed for speeds below 45 mph. Secondary signs provide directional information to multiple destinations and may offer more specific information about a destination.

***Tertiary Directional*** signs are smaller signs that indicate fewer directions. These signs give directions to two or fewer destinations. Tertiary directional signs can be useful for both vehicle traffic and pedestrians on smaller arterial streets. Designed to stand alone, these signs can be attached to existing support structures such as light poles if necessary.

***Kiosks*** (Not shown above but displayed on page 10.) These are intended to provide designated areas for the public to display any type of advertisements, flyers, notices, etc. The hope is to consolidate this type of information so that flyers and other papers are kept from cluttering the town. Kiosks should be located near high pedestrian traffic areas so that optimal viewing will occur. See location map for examples of recommended kiosk locations.

***Destination*** signs indicate arrival at a particular destination within the town of Granby. These sign are the smallest in the sequence, and are meant to be used both by vehicle drivers and pedestrians.

*Top: Stanfield stakeholders and workshop attendees expressed great interest in signage and markers to interpret the city's 20th century history. The top example above is from Danvers, MA.*

*Bottom: A signage and wayfinding hierarchy and plan will help display what Stanfield has to offer. Signage along US-395 directed at vehicles will be subject to ODOT approval, but pedestrian oriented signage is under the City's discretion. The bottom example is from Granby, CO.*

## Community Redevelopment Agency – CR

**CR-1:** City Council to establish a Community Redevelopment Agency. City to hold a public meeting to educate business owners, residents, and other interested parties on how the Agency works, community benefits, and possible projects (including grant program for façade improvement and City Hall rehabilitation or new construction). Need for additional staffing or city liaison anticipated.

**CR-2:** Hire a consultant to draft a Stanfield Redevelopment Plan with time apportioned for community review/comment, City Council input, and Plan adoption. Plan will include an area boundary, list of prioritized projects to be funded with tax increment financing (TIF), and planning level cost estimates. An alternative to a redevelopment agency, which is quasi-public, would be to establish a community development corporation (CDC). CDCs are community-based, nonprofit groups that provide the formal infrastructure and skill to develop affordable housing, engage in economic development, and implement other improvement projects.[2]

**CR-3:** After plan adoption, freeze tax base within area boundary. County assessor allocates any increased taxes in that area to the community redevelopment agency for use on projects and programs within the designated redevelopment area.

**CR-4:** Periodically evaluate increment funds available for prioritized projects. Issue RFPs for specified projects within the redevelopment area as funding is secured.

### What is tax increment financing?

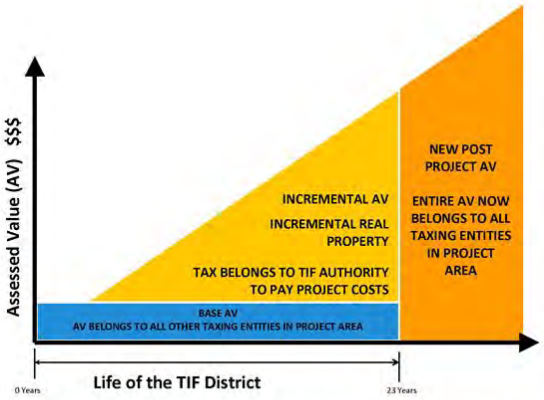
Tax-Increment Financing (TIF) creates a redevelopment district in which infrastructure improvements and/or project developments are financed based upon an anticipated future increase in property values.

The idea is that the development improvements will eventually result in higher property taxes and therefore, the financing "increment" is justified.

Once the redevelopment district is determined, a base property value assessment is performed, and the revenue to agencies other than the redevelopment authority is "fixed" at a present-day amount. Any increase in tax revenue through increase in property value will accrue to the redevelopment authority. The redevelopment authority uses these revenues to perform projects outlined in the urban redevelopment plan.

The TIF district is created for a set time period, usually between 5 and 30 years.

*Source: American Planning Association*




[2] *For more information, visit the Oregon Opportunity Network: http://oregonon.org/about_us/about-oregon-on-and-community-development-in-oregon/*

## Streetscape Design – SD

**SD-1:** Review Main Street Revitalization Plan recommendations with ODOT/DLCD representatives to identify Main Street improvements (crosswalk improvements, curb extensions (bulb outs), pedestrian lighting, street trees, planting buffers, and wider sidewalks) with the fewest procedural barriers and strong likelihood of receiving grant funding.[3] Identify grant funding to pursue and interim work City should perform to increase likelihood of award. Outline process chronology and set realistic goals to achieve every six months.

**SD-2:** As an interim step, restripe US-395 to improve and add crosswalks, add bike lanes or sharrows, delineate areas where future bulb outs or mid-block crossings may be located, and formalize on-street parking. Marking materials, either standard traffic paint or thermoplastic surfacing, will be determined by the project budget.[4] The restriping will allow the City and ODOT to collect data for a variety of metrics (traffic counts and new businesses) to assess the success of the project. This will inform any permanent changes made to the street in the future such as curb extensions, street trees, ride-share kiosks, planting buffers, seating areas, and wider sidewalks. These and other traffic calming measures may call for a reduction in the number of travel lanes.[5]

### What are traffic calming measures?

Bike lanes
On-street parking (parallel and angle-in)
Outdoor seating areas
Pedestrian refuges
Planters and landscaping
Reduction in lanes
Street trees
Tighter corners at curbs
Wider sidewalks

### What are the benefits of traffic calming?

Better pedestrian access
Increased comfort and mobility for non-motorized travel
Increased neighborhood interaction
Increased property values
Increased road safety, fewer accidents
Reduced automobile impacts
Slower traffic speeds

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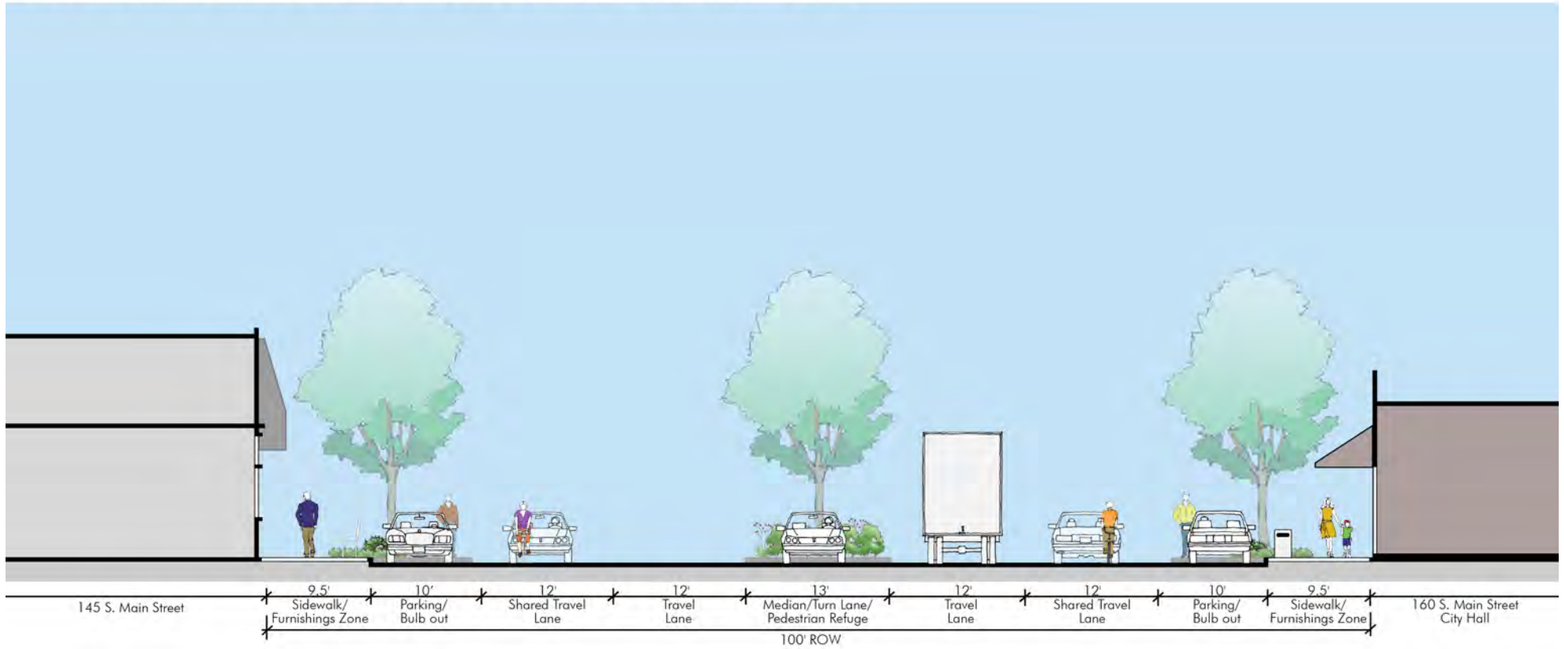
[3] *Main Street planning concepts that may potentially reduce vehicle-carrying capacity of the highway will require further evaluation of the project design at the time of implementation to ensure compliance with ORS 366.215. ORS 366.215 applies to all aspects of ODOT's work including planning and affects documents such as, but not limited to Transportation System Plans, refinement plans and facility plans. Planning concepts that propose features that could reduce vehicle capacity (RVC) need to be in compliance with the statute. Regions may decide to obtain approval for proposed future actions by following this process guideline. However, most planning level documents do not contain the level of detail often required to determine if the action is a RVC or would be supported by the freight stakeholders. In most cases, it is best to wait until project implementation to follow this process. In these cases, it is encouraged for planning documents to include the following statement or equivalent: "Planning concept potentially reduces vehicle-carrying capacity of the highway; further evaluation of the project design will be required at the time of implementation to ensure compliance with ORS 366.215."*

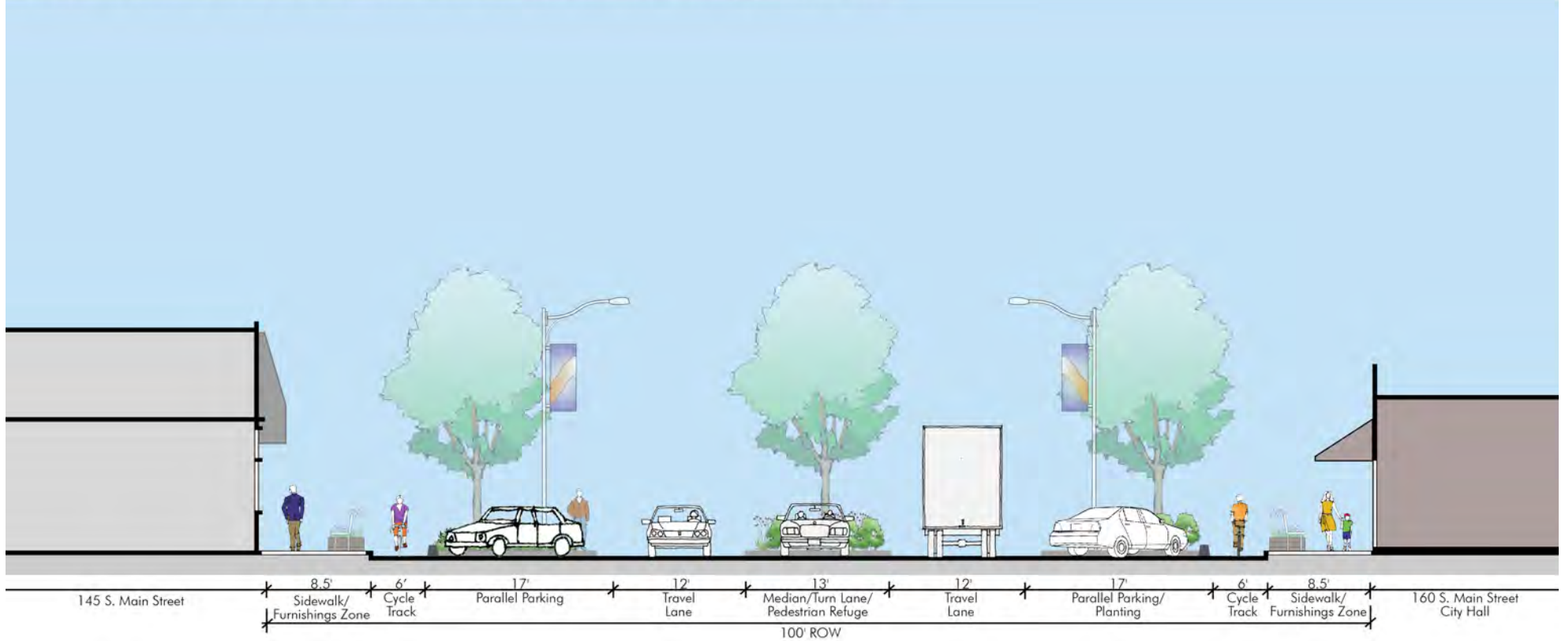
[4] *Longitudinal roadway marking materials can be durable or non-durable. Durable materials include four varieties of ODOT-approved thermoplastic surfacing with a life span of 5-7 years. Non-durable marking material includes standard traffic paint with a 6-12 month life span. Transverse marking materials must be durable. Refer to ODOT's Pavement Marking Design Guidelines Manual (2011).*

[5] *Under Freight Mobility ORS 366.215, the reduction of vehicle-carrying capacity of a freight routes, the reduction is not restricted if safety or access considerations require the reduction. Whenever pedestrian or bicycle improvements potentially impact the horizontal/vertical clear area where freight trucks may operate, a review is required. Improvements that may require special approval from the State Traffic Engineer include medians, changes to lane widths or reconfigurations of the number of travel lanes, and the addition of bike lanes. In many cases, a reconfiguration of travel lanes results in improved or unchanged freight mobility as permitted loads are allowed to occupy bike lanes. The procedure in the Guidelines for the Implementation of ORS 366.215 – No Reduction of Vehicle-Carrying Capacity – will need to be followed to ensure freight mobility issues have been addressed.*

US-395 - HWY 054 UMATILLA/STANFIELD HWY - PROPOSED 5-LANE CONFIGURATION - BETWEEN FURNISH AND COE




US-395 - HWY 054 UMATILLA/STANFIELD HWY - CONCEPTUAL 3-LANE CONFIGURATION - BETWEEN FURNISH AND COE



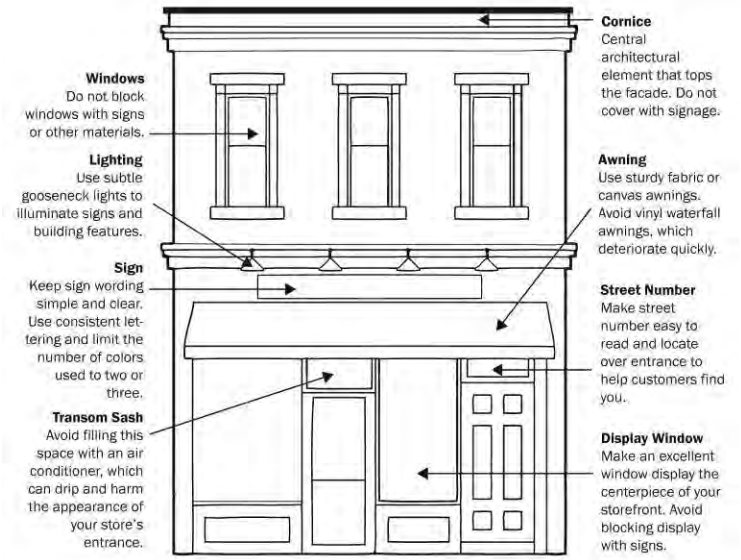

*Note: Main Street planning concepts that may potentially reduce vehicle-carrying capacity of the highway will require further evaluation of the project design at the time of implementation to ensure compliance with ORS 366.215. ORS 366.215 applies to all aspects of ODOT's work including planning. Planning concepts that propose features that could reduce vehicle capacity (RVC) need to be in compliance with the statute.*

*The Highway Design Manual (HDM) is intended to provide guidance for the design of projects. There is flexibility contained in the HDM to support Practical Design Concepts and Context Sensitive Designs.*

*Top: 210 N. Main Street may benefit from façade improvements to regularize the window spacing, to create a strong cornice line, to improve the scale of the entries, to add transom windows over entries, and to provide lighting, plantings, and awnings.*

*Middle: 110 N. Main Street may benefit from façade improvements to better define and widen the residential entry, to widen and regularize all windows, to increase visibility through street facing windows, and to add visual interest between the first an second floors.*

*Right: Diagram of façade elements*
*(Image credit: Jersey City Special Improvement District)*



*A newer mixed-use building in Pendleton provides housing above retail shops and services. A similar or shorter stature building may work as a commercial mixed use project with Stanfield City Hall as the ground floor tenant. Refer to CH-3, p. 25.*

*Stanfield High School students can become involved hands-on with Main Street's revitalization through participation in a new industrial arts construction course.*
*Refer to F-4, p. 23.*

**SD-3:** Develop planning level cost estimates and proposed streetscape improvements to include species appropriate street trees, strategically placed bulb outs (curb extensions), and improved crosswalks along Main Street. Issues such as snow removal, Oregon Freight Advisory Committee (OFAC) review, and other maintenance issues will need to be addressed during the planning and design process and may require further action and review.

**SD-4:** Hire consultant to design and prepare drawings for preferred streetscape concept. Public open house and comment period.

**SD-5:** Assess available urban renewal funds, apply for grant opportunities, and/or consider retargeting State Tax Street Fund and Fuel Tax Funds.

**SD-6:** Issue RFP for selected street improvements and proceed to construction.

## Volunteer Base – V

**V-1:** Cultivate and organize the next generation of Stanfield volunteers and donor base – Tap individuals and groups via library, fire department, schools, senior center, booster club, Stanfield School District alumni, parent/teacher group and churches. Members of the Stanfield City Council should each adopt and advance Action Plan items for which they are well-positioned to recruit volunteers and pursue donations.

## Main Street Furnishings - F

**F-1:** Establish a Stanfield School District program to recruit students to research, design, construct, and install furnishings such as improved planters, benches, trash receptacles, and historical markers. Develop a professional, technical, and mentor-supported industrial arts studio curriculum. Program will build skill set of students pursuing studies in engineering, public health, woodworking, studio arts, landscape architecture, urban planning and studio arts, but should be open to all. Consider starting with one type of furnishing per year, starting with benches.

**F-2:** Identify material and construction funds for Year 1 construction (improvement district allocation, general fund, fundraising at July 4, local materials donations, etc.).

**F-3:** Students map areas along Main Street where furnishings are needed and work out a phased furnishings plan for Years 1-3.

**F-4:** Design and construction studio for Year 1 construction; class includes introduction to materials, construction techniques, hardware, weatherization, vandal deterrence, and maintenance plan for Year 1 furnishings.

**F-5:** Student-led research projects on significant Stanfield historic events, figures or landmarks. Create visual and narrative display boards for viewing/judging at 4th of July event. Information to be shared with signage consultant the City hires for branding and identity.

**F-6:** Review studio process and make adjustments for Year 2 construction. Update maintenance plan accordingly.

## Façade Improvement Program – FI

**FI-1:** Establish a façade improvement matching grant program through the Stanfield Community Redevelopment Agency. Research similar existing models, draft eligibility standards, list of eligible projects, and fund match matrix. The purpose of the program should be:

- To educate and recruit participation of residents and local business owners with properties along Main Street and Coe Avenue.
- To improve the aesthetic appearance of the exterior façades of existing buildings and businesses in the renewal area
- To restore the unique historic character of buildings in the district as much as practicable
- To encourage private investment in downtown properties and businesses.
- To encourage facade improvements that are in compliance with the Stanfield Main Street Design Standards

**FI-2:** City to pilot façade improvement program with public property along Main Street (City Hall, police station, and/or water tower, etc.).

**FI-3:** City to develop a list of partner contractors who know about the program and can provide quick bids for potential projects. City may consider providing funded projects with design assistance with a contracted architect or planner.

**FI-4:** City to open grant applications to Main Street business owners and residents as funding allows. Matching grants are awarded on first-come-first-served basis. City to set up an easy-to-access application with associated annual deadline. Applicant must provide at least two cost estimates from licensed contractors, and the lowest estimate will be used to derive the City match.

**FI-5:** City to track all grant projects. City to co-market the façade matching grant program with energy efficiency upgrade programs for commercial buildings.

## Leverage City Hall Improvements – CH

**CH-1:** In lieu of façade improvements at the existing City Hall, City either begins process to build a new mixed-use City Hall as a demonstration project to show possibilities of the CMU zone and spark additional private investment along Main Street, or initiates adaptive reuse and renovation of an existing building.

**CH-2:** City to commission a feasibility assessment for possible infill sites along Main Street (see Figure 1: Vacant Parcels on Main Street). During planning and eventual construction, City should explore possibility of occupying Irrigation District Building.

**CH-3:** City to issue RFP for a developer to build a two to three story building with room for City Hall offices and food service/coffee shop on the ground floor and 1-2 stories (4-12 units) of housing above, possibly for seniors. City will be guaranteed tenant on ground floor on a long term lease to own and waive all or a portion of system development charges and permitting fees for developer. City Hall Reserve Fund to cover permitting.

## Business Education and Improvement – BEI

**BEI-1:** Organize a Main Street Business Alliance that can clarify, streamline, and revise administrative requirements for business operations with the City. City should assist with convening and chartering alliance. Incentivize participation by discounting business permit/license fees for alliance members.

**BEI-2:** Business Alliance to champion establishment of an improvement district (BID, EID, or LID) where businesses and/or property owners levy a fee/assessment on themselves to pay for promotion, beautification, events, and/or safety measures that provide a mutual benefit.[6] Capital projects related to transportation will be only possible through formation of a local improvement district (LID).

**What can BID and EID funds pay for?**

Maintenance Services
Rubbish collection
Litter and graffiti removal
Sidewalk washing
Snow removal
Grass and tree cutting, flower planting
Streetscape furniture installation
Directional signage

Marketing/Hospitality Services
Tourism kiosks
Maps and area information
Marketing/advertising campaigns
Festivals
Farmer's market
Arts events
Historic tours
Holiday decoration

Public Space
Code compliance
Sidewalk vending management
Urban design/façade guidelines
Enforcement of urban design/façade guidelines

Business Recruitment/Retention
Market research
Performance reporting
Financial incentives for new/expanding businesses
Business recruiting
Marketing

Security Services
Community policing program

Social Services
Youth programs

Transportation Services
Rideshare program

*Source: International Downtown Association, 2011*

**BEI-3:** Educate Business Alliance members at quarterly gatherings on internally generated topics. Use opportunity to spread the word on available programs such as the Façade Improvement program and new CMU zoning designation. Continue to develop and build relationships between business community and other community organizations for mentoring, skill-building, fundraising, and development.

[6] *For more information on forming an Economic Improvement District or a Business Improvement District, please refer to Oregon Revised Statutes 223.112-175.*

## Enhanced Maintenance – EM

**EM-1:** Follow street furnishings maintenance plan provided by Stanfield School District street furnishings program. Quality control assessment for furnishings, replace parts, weatherization, vandalism repairs become part of the program curriculum. Use assessments/fees from improvement district to support some maintenance tasks year-round.

**EM-2:** Hold annual barbeque or another large spring or fall event to raise funds for furnishings construction. Organize twice a year Main Street clean-up day in the spring and fall.

**EM-3:** Establish tree care committee within the improvement district to research appropriate street tree species for Main Street, expected growth habit, required care regimen, and cost estimates for purchase, install, and annual maintenance before species is selected.

**EM-4:** Use BID/EID funds to address long-term maintenance issues along Main Street/Coe Ave. (trash pick-up, plant maintenance, tree care, etc.).

## Urban Forestry Planning – UF

**UF-1:** Write and adopt a Stanfield tree care ordinance. Use model tree care ordinance from the International Society of Arboriculture as a starting point (or use another city's ordinance as a model).

**UF-2:** Appoint a tree board or commission. Typically the group is comprised of concerned volunteer citizens charged by ordinance with developing and administering a comprehensive tree management program. Balanced, broad-based community involvement is encouraged. Participation of Tree Care Committee (see EM-3) would help link the business community to the effort.

**UF-3:** Write and adopt a Stanfield Community Forestry Plan. Investigate funding through the Oregon Department of Forestry's Urban and Community Forestry Small Projects and Scholarships Fund (UCF-SPSF). Use information gathered from the Tree Care Committee (see EM-3) for plan development.

**UF-4:** Pursue Tree City USA designation through the Arbor Foundation.

## Food and Drink Establishment – FD

**FD-1:** Recruit establishment of a coffee shop/café with seating along Main Street that provides a reason for people to informally gather downtown on a regular basis. Alternatively, include food and drink establishment in a new Commercial Mixed Use (CMU) building (refer to CH-3).

**FD-2:** Encourage secondary functions/service or companion business to elongate time people spend there and achieve higher utilization of the space (combination coffee shop/laundromat or combination coffee shop/garden supply store).

## Enhance Trail Connectivity – TC

**TC-1:** Identify trail loop and connectivity opportunities along Stage Gulch Ditch in Bard Park.

**TC-2:** Solicit public feedback and propose trail alignment.

**TC-3:** Hire tails consultant to draft design and identify construction funding sources/grants.

**TC-4:** Fundraise for trails with City-adopted plans.

**TC-5:** Construct trails with volunteers and local contractors.

## Stanfield Splash Pad – SP

**SP-1:** Assess feasibility of two locations for a future Stanfield Splash Pad – underneath existing water tower and at Bard Park.

**SP-2:** Assemble cost estimate for splash pad at preferred location.

**SP-3:** Identify funding source (general fund, fundraising at July 4, commemorative bricks, fuel tax allocation)

**SP-4:** Issue RFP for splash pad design (ADA accessible, good visibility, low maintenance fixtures, vandal proof surfacing should be specified) and proceed to construction.

## Two-Way Reader Sign – RS

**RS-1:** Convene a committee to fundraise at the next July 4 celebration for a two-sided digital sign located at Bard Park along US-395 to be used for events, public alerts or service announcements, weather and traffic notifications, etc.

**RS-2:** Gather information about cost, construction, vendors, permitting, etc. so unknowns are cleared come fundraising time.

**RS-3:** Work with City to determine a prominent, highly visible location, and ensure sign adheres to Stanfield Main Street Design Guidelines.

**RS-4:** Once installed, City can weigh the financial benefits through the collection of lease revenues to third parties.

## Phasing

The action steps have been organized into four time frames and placed into a matrix that includes information on cost and potential partners. Generalized cost estimates and time frames are identified for each action:

$ = under $5,000
$$ = $5,000 to $50,000
$$$ = $50,001 to $100,000
$$$$ = $100,001+

1) Immediate actions (Year 1);
2) Short term actions (Year 2 to Year 5);
3) Mid term actions (Year 6 to Year 10); and
4) Long term actions (Year 11 to Year 20).

Tasks with an asterisk (*) denote that the task is ongoing after it is initiated.

| IMMEDIATE ACTIONS: YEAR 1 | | | | | |
|---|---|---|---|---|---|
| **Strategy** | | **Implementation Actions** | **Timeframe** | **Cost** | **Potential Partners**[7] |
| CAE-1 | Code Amendments and Enforcement | Establish a Commercial Mixed-use employment overlay zone/zone designation. | Immediate | $ | S<br>TGM |
| B-1 | Branding and Identity | Form a committee to clarify and articulate goals for a Stanfield brand/identity. | Immediate | $ | S<br>V |
| B-2 | Branding and Identity | Identify locations along Main Street where signage is needed. | Immediate | $ | S<br>V |
| CR-1 | Community Redevelopment Agency | City Council to establish a Community Redevelopment Agency. | Immediate | $ | S<br>UC |
| SD-1* | Streetscape Design | City to review Main Street Revitalization Report recommendations with ODOT/DLCD. | Immediate | $$ | S<br>ODOT<br>DLCD<br>TGM |
| SD-2 | Streetscape Design | Restripe US-395. | Immediate | $$ | S<br>ODOT<br>TGM<br>UC |
| V-1* | Volunteer Base | Cultivate and organize the next generation of Stanfield volunteers and donor base. | Short term | - | S<br>SSD<br>SPL<br>V |
| F-1 | Street Furnishings | Engage with SSD to develop course for high school students to construct high-quality street furnishings for Main Street. | Immediate | $$ | S<br>SSD<br>V |
| BEI-1 | Business Education and Improvement | Organize a Main Street Business Alliance. | Immediate | $ | S<br>DLCD |
| RS-1 | Two-Way Reader Sign | Convene a committee to fundraise at the next July 4 celebration for a two-sided digital sign located at Bard Park along US-395. | Immediate | - | S<br>SSD<br>ODOT<br>UC<br>V |

[7] *S = City of Stanfield*
*SSD = Stanfield School District*
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| SHORT TERM ACTIONS: YEARS 2-5 | | | | | |
|---|---|---|---|---|---|
| Strategy | | Implementation Actions | Timeframe | Cost | Potential Partners[8] |
| DG-1 | Design Guidelines | Hire a consultant to write Stanfield Downtown Design Guidelines. | Short term | $$ | S<br>OMS<br>TGM |
| CAE-2* | Code Amendments and Enforcement | Improve code enforcement. Identify and secure funding for more frequent inspections. | Short term | $ | S |
| B-3 | Branding and Identity | Hire a brand/signage consultant to develop a Downtown Stanfield signage hierarchy and wayfinding plan informed by the Stanfield Downtown Design Guidelines and the community's brand/identity and location preferences. | Short term | $$ | S<br>OMS<br>V |
| B-4 | Branding and Identity | Fundraise for and construct Phase 1 wayfinding signage. | Short term | $ | S<br>V |
| CR-2 | Community Redevelopment Agency | Hire a consultant to draft a Stanfield Redevelopment Plan. | Short term | $ | S<br>UC |
| CR-3* | Community Redevelopment Agency | After plan adoption, freeze tax base within area boundary. | Short term | - | S<br>UC |
| SD-3 | Streetscape Design | Planning level cost estimates for selected streetscape improvements. Confer with OFAC and ODOT for ORS 366.125 compliance. | Short term | $$ | S<br>ODOT<br>TGM |
| F-2 | Street Furnishings | Identify material and construction funds for Year 1 construction. | Short term | $ | S<br>SSD<br>V |
| F-3 | Street Furnishings | Students map areas along Main Street where furnishings are needed. | Short term | - | S<br>SSD |
| F-4 | Street Furnishings | Design and construction studio for Year 1 construction. | Short term | $$ | S<br>SSD |
| F-5 | Street Furnishings | Student-led research projects on significant Stanfield historic events, figures or landmarks. | Short term | - | SSD<br>SPL |

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| SHORT TERM ACTIONS: YEARS 2-5 | | | | | |
|---|---|---|---|---|---|
| Strategy | | Implementation Actions | Timeframe | Cost | Potential Partners[8] |
| F-6 | Street Furnishings | Review studio process and make adjustments for Year 2 construction. | Short term | $ | S<br>SSD |
| FI-1 | Façade Improvement | Establish a façade improvement matching grant program through the Stanfield Community Redevelopment Agency. | Short term | $ | S<br>OMS<br>UC |
| FI-2 | Façade Improvement | City to pilot façade improvement program with public property along Main Street. | Short term | $$$ | S<br>OMS<br>SHPO<br>UC |
| FI-3* | Façade Improvement | City to develop a list of partner contractors who know about the program and can provide quick bids for potential projects. | Short term | - | S |
| BEI-2 | Business Education and Improvement | Business Alliance to champion establishment of an improvement district (BID, EID, or LID). | Short term | $ | S<br>DLCD<br>OMS<br>V |
| BEI-3* | Business Education and Improvement | Educate Business Alliance members at quarterly gatherings on internally generated topics. | Short term | - | S<br>V |
| EM-1* | Enhanced Maintenance | Follow street furnishings maintenance plan provided by Stanfield School District. | Short term | $ | S<br>SSD<br>V |
| EM-2* | Enhanced Maintenance | Hold annual barbeque or another large spring/fall event to raise funds for furnishings construction. Hold clean-up events. | Short term | $ | S<br>SSD<br>SPL<br>V |
| EM-3 | Enhanced Maintenance | Establish tree care committee within the improvement district. | Short term | $ | S<br>ODOT<br>TGM<br>V |
| TC-1 | Enhanced Trail Connectivity | Identify trail loop and connectivity opportunities along Stage Gulch Ditch in Bard Park. | Short term | $ | S<br>SSD<br>ID |
| TC-2 | Enhanced Trail Connectivity | Solicit public feedback and propose trail alignment. | Short term | $ | S<br>SSD<br>ID |
| FD-1* | Food and Drink Establishment | Recruit establishment of a coffee shop/café with seating along Main Street Alternatively, include food and drink establishment in a new Commercial Mixed Use (CMU) development. | Short term | - | S<br>DLCD<br>UC |

| SHORT TERM ACTIONS: YEARS 2-5 | | | | | |
|---|---|---|---|---|---|
| Strategy | | Implementation Actions | Timeframe | Cost | Potential Partners[8] |
| FD-2* | Food and Drink Establishment | Encourage secondary functions/service or companion businesses to cluster in CMU zone. | Short term | - | S<br>DLCD<br>UC |
| SP-1 | Stanfield Splash Pad | Assess feasibility of two locations for a future Stanfield Splash Pad. | Short term | $ | S<br>SHPO |
| SP-2 | Stanfield Splash Pad | Assemble cost estimate for splash pad at preferred location. | Short term | $$ | S |
| RS-2 | Two-Way Reader Sign | Gather information about cost, construction, vendors, permitting, etc. so unknowns are cleared for fundraising. | Short term | $ | S<br>ODOT<br>V |
| RS-3 | Two-Way Reader Sign | Work with City to determine a prominent, highly visible location, and ensure sign adheres to Stanfield Downtown Design Guidelines. | Short term | $ | S<br>ODOT<br>V |

| MID TERM ACTIONS: YEARS 6-10 | | | | | |
|---|---|---|---|---|---|
| Strategy | | Implementation Actions | Timeframe | Cost | Potential Partners[9] |
| B-5 | Branding and Identity | Have community rank historical narratives at July 4th (refer to F-5). | Mid term | - | S<br>OMS<br>SSD<br>SHPO<br>V |
| B-6* | Branding and Identity | Fundraise for Phase 2 – historical interpretation signage. | Mid term | $$ | S<br>ODOT<br>TGM<br>V |
| CR-4* | Community Redevelopment Agency | Periodically evaluate increment funds available for prioritized projects. | Mid term | - | S |
| SD-4 | Streetscape Design | Hire consultant to design and prepare drawings for preferred streetscape concept. | Mid term | $$-<br>$$$ | S<br>DLCD<br>ODOT |
| SD-5* | Streetscape Design | Assess available urban renewal funds, apply for grant opportunities. | Short term | $ | S<br>TGM |
| SD-6 | Streetscape Design | Issue RFP for selected street improvements and proceed to construction. | Mid term | $$$$ | S<br>ODOT<br>OMS<br>TGM<br>UC<br>V |
| FI-4* | Façade Improvement | City to open grant applications as funding allows. | Mid term | $$$ | S<br>OMS<br>TGM |
| FI-5* | Façade Improvement | City to track all grant projects. | Mid term | $ | S<br>UC |

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| MID TERM ACTIONS: YEARS 6-10 | | | | | |
|---|---|---|---|---|---|
| Strategy | | Implementation Actions | Timeframe | Cost | Potential Partners[9] |
| CH-1 | Leverage City Hall Improvements | In lieu of façade improvements at the existing City Hall, City either begins process to build a new mixed-use City Hall as a demonstration project and spark additional private investment along Main Street, or initiate adaptive reuse and renovation of an existing building. | Mid term | $$$ | S<br>DLCD<br>TGM<br>UC |
| CH-2 | Leverage City Hall Improvements | City to commission a feasibility assessment for possible infill sites along Main Street. | Mid term | $$ | S<br>ID |
| TC-3 | Enhance Trail Connectivity | Hire tails consultant to draft design and identify construction funding sources/grants. | Mid term | $$ | S |
| TC-4* | Enhance Trail Connectivity | Fundraise for trails with plans. | Mid term | - | S<br>SSD<br>V |
| SP-3 | Stanfield Splash Pad | Identify funding source (general fund, fundraising at July 4, commemorative bricks, retarget fuel tax allocation). | Mid term | - | S<br>V |
| SP-4 | Stanfield Splash Pad | Issue RFP splash pad design. | Mid term | $$$ | S |
| RS-4* | Two-Way Reader Sign | Once installed, City can weigh the financial benefits through the collection of lease revenues to third parties. | Mid term | - | S<br>ODOT |

| LONG TERM ACTIONS: YEARS 11-20 | | | | | |
|---|---|---|---|---|---|
| Strategy | | Implementation Actions | Timeframe | Cost | Potential Partners[10] |
| EM-4* | Enhanced Maintenance | Use BID/EID funds to address long-term maintenance issues along Main Street/Coe Avenue. | Long term | $ | S |
| CH-3 | Leverage City Hall Improvements | City to issue RFP for a developer to build a two to three story building with room for City Hall offices and food service/coffee shop on the ground floor and 1-2 stories (4-8 units) of housing above, possibly for seniors. | Long term | $$$$ | S |
| TC-5 | Enhance Trail Connectivity | Construct trails with volunteers and local contractors. | Long term | $$-$$$ | S<br>V |

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## Funding Sources and Financing Strategy

The major existing and potential funding sources are described below. Funding sources that should be targeted by the City of Stanfield, Main Street businesses and property owners, and area residents include:

Priority Mechanisms:

- **Donations or Corporate Sponsorships** – The City could work closely with important corporate entities as Walmart and the Union Pacific Railroad to establish tax deductable programs for specific streetscape elements or park features, such as street trees, lighting, signage, and artwork. Corporate sponsors enjoy both community support and trust by making visible physical investments in communities they work in.

- **Grants** – There are a number of state and federal grant programs that the City could pursue to match local funding sources and leverage private investment in downtown. Programs such as the State-administered Community Development Block Grant (CDBG) program[11], TGM grants[12], and USDA rural community enhancement grants.[13]

- **A Business Improvement District (BID)** is a public/private partnership in which business owners elect to make a collective contribution to maintenance, public safety and hospitality, marketing and promotions, capital improvements, beautification, and business development within the district. BIDs usually are overseen by a Board of Advisors (BOA) comprised of volunteers who direct the operations of the BID. Advantages of a BID include a cleaner, safer and more attractive business district, a steady and reliable funding source for supplemental services and programs, the ability to respond quickly to changing needs of the business community, the potential to increase property values, improve sales and decrease commercial vacancy rates, and a district that is better able to compete with nearby retail and business centers. Currently, the City of Stanfield does not have a BID.

- **An Economic Improvement District (EID)** is a funding mechanism designed to enable a community to fulfill its commercial revitalization goals and plans. An EID is established as an assessment to commercial property owners for use in promoting and improving the defined business district. EIDs may be managed by the City, an advisory committee or a nonprofit organization. Currently, the City of Stanfield does not have an EID.[14]

- **A Local Improvement District (LID)** is a method by which property owners along Main Street and Coe Ave. can both benefit from and share in the cost of transportation-related capital improvements. This could include such things as

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*[11] http://www.orinfrastructure.org/Learn-About-Infrastructure-Programs/Interested-in-a-Community-Development-Project/Community-Development-Block-Grant/*
*[12] http://www.oregon.gov/LCD/TGM/pages/grants.aspx*
*[13] http://www.rurdev.usda.gov/RD_Grants.html*
*[14] A city council, on its own motion or after receiving a petition for the formation of an economic improvement district signed by 33% or more of persons conducting business within the proposed district, may enact an ordinance establishing a procedure to be followed by the city in imposing a business license fee to raise revenue for the cost of an economic improvement. (Source: OregonLaws.org, §22.144). Formation of a business improvement district (BID) also requires at least 33% support of businesses within the proposed district.*

improving the street, building sidewalks, and installing a stormwater management system. An LID can also be used to install sidewalks on existing streets that previously have been accepted for maintenance by the City. The City works with property owners to determine the scope of the project(s) and develops an assessment methodology. A variety of methods are used, including square footage, linear footage or equivalent dwelling unit. Currently, the City of Stanfield does not have a LID.[15]

- **Urban Renewal District/Redevelopment Agency** – The City Council may choose to establish a redevelopment agency that will make tax-increment financing (TIF) available to fund Main Street improvements. To qualify for urban renewal, an area must be identified as blighted (which can mean, among other things, underdeveloped, underperforming, dangerous, deteriorated, underserved). An urban renewal plan is then developed that identifies the boundaries for the urban renewal area, describes how the area complies with statutory requirements for blight, states goals for the urban renewal area, describes specific projects to be funded with TIF, projects tax increment revenues, and identifies a maximum amount of debt an urban renewal area can incur. Once the District is established, property taxes within the district boundary are frozen. Whatever property tax revenue local jurisdictions receive from this frozen base is the same amount they will receive on a yearly basis until the urban renewal area is terminated. As property values increase above this frozen base, all tax revenues from increases in permanent rates are directed to specified projects within the urban renewal area. It should be expected that available funding from the Urban Renewal District will not be available for years, but it could become a source of long-term funding to help match non-local loans or grants, especially after additional private investment occurs in the district.[16]

- **Retarget City of Stanfield Fuel Tax Fund** – This existing fund accounts for the operating resources and costs associated with the City's fuel tax, which is dedicated to the maintenance and improvement of the City's parks and streets. The City may consider retargeting how it is used to better fund desired improvements such as a dynamic reader sign along US-395/Main Street and trail construction along the irrigation ditch at Bard Park. Along downtown's Main Street, the fund could pay for restriping the road and crosswalks, among other Main Street action items.

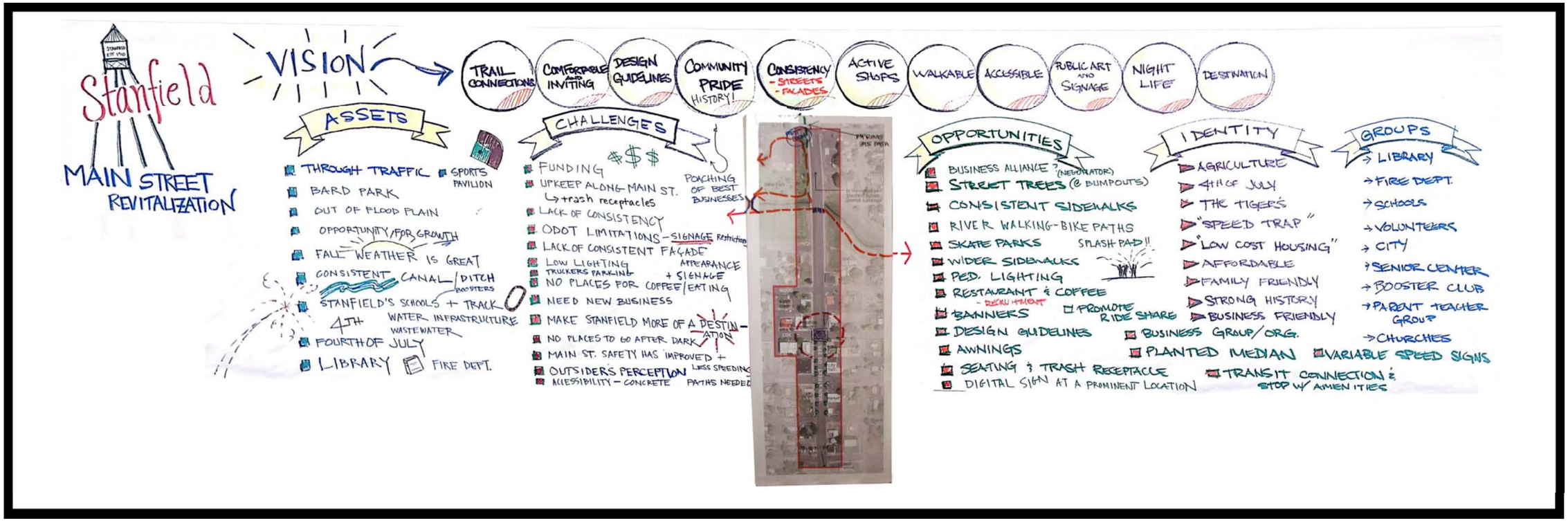
- **Retarget State Tax Street Fund** – This existing fund accounts for the activities of the City's streets. Revenues come from the City's share (based on population) of the State Gas Tax. The City may consider retargeting how it is used to better fund Main Street improvements noted in the Action Plan.

[15] *Example of an Oregon city with an LID is Oregon City in Clackamas County.*
[16] *For more information, refer to "Urban Renewal in Oregon 2002-2012," Association of Oregon Redevelopment Agencies, 2012.*

Other Mechanisms:

- **General Obligation (GO) Bonds or Revenue Bonds** – The City could pursue a city-wide "people, streets, parks and places" bond measure that generates adequate funding for all or a portion of Main Street improvements along with other parks and trail improvements. These types of bond measures are more successful when they result in projects that benefit residents with strategic parks and pedestrian safety improvements.

- **System Development Charges (SDCs)** – The City may revisit its SDC methodology and charge for items beyond sewer and water improvements that are triggered by new development. A new citywide SDC methodology could be created that encourages downtown development and brings in additional funding for crosswalk improvements, wayfinding/signage, street furnishings, pedestrian, bicycle and park facilities along Main Street. The SDC fee increase could be phased in over several years in order to educate the community about what the charges will pay for and to gather community support. Potential funding for Main Street improvements from SDCs is not expected to be a major

- **Utility Rates** – The City may explore establishing a street utility fee, parks utility fee or storm water drainage fee throughout the city. This fee could result in enhanced maintenance revenue but is unlikely to generate significant sources of capital proceeds. The ability to provide new sources of local maintenance funding could help free up the use of state shared tax revenues from vehicle fuel tax and registration fee proceeds, which could in turn be used to help offset the local cost of financing downtown capital facilities on a pay-as-you-go basis.

**Wallgraphic from June 18, 2014 workshop**