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## **MT. ANGEL DOWNTOWN PLAN**

*David Evans & Associates and Seder Architects pc*

*June 2001*

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**JUNE 2001**

**PREPARED BY:**

- DAVID EVANS AND ASSOCIATES, INC.  
709 NW WALL STREET, SUITE 102  
BEND OREGON 97701  
541-389-7614  
KAREN SWIRSKY, AICP, PROJECT MANAGER
  
- SEDER ARCHITECTS  
1314 NW IRVING STREET, SUITE 511  
PORTLAND OREGON 97209  
503-227-2727  
MARK SEDER, AIA, ARCHITECT

**PREPARED FOR:**

- THE CITY OF MT. ANGEL  
PO BOX 960,  
MT. ANGEL, OREGON 97362  
503- 845-9291  
MARK FANCEY, CITY PLANNER

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## **CHAPTER 1. INTRODUCTION**

The City of Mt. Angel's strong agricultural, historical, and religious history and excellent location make it a desirable place to live and visit. The City's older downtown is intact and attractive, but struggling to attract visitors outside of the annual Oktoberfest event and to increase economic vitality.

Mt. Angel wants to enhance and promote its downtown. The challenge has been to keep the downtown friendly and local while making it more attractive to visitors.

The City recognized the need to coordinate and expand previously completed plans for the downtown, including a marketing analysis, a transportation study, and several visioning programs.

To meet these goals, Mt. Angel initiated the Downtown Plan. The Plan includes public and business participation to find ways to meet the community's objectives. The Plan focuses the direction for revitalization, strengthening the connection between the downtown and the highway (mainly through intersection improvements), and creating design visions for the downtown.

### **PLAN AREA**

The plan area encompasses the City of Mt. Angel's downtown core and the adjacent Highway 214/Main Street intersection, as shown in Figure 2-1. The study area covers an approximately 10-block area that includes the central business district. The study area is bounded on the west by the Willamette and Pacific Railroad and on the south by the Oktoberfest grounds. On the east, the study area is bounded a portion of Cleveland Street. The study area is bounded on the north by a portion of Marquam Street.

## **PLAN ORGANIZATION**

The Mt. Angel Downtown Plan is organized into seven chapters:

- Chapter 2: Downtown Mt. Angel Today – provides a snapshot of existing downtown Mt. Angel, especially as relates to transportation and design conditions.
- Chapter 3: Transportation Alternatives – describes the possible transportation alternatives that could meet the City's goals.
- Chapter 4: Streetscape Alternatives– examines the existing, desired, and proposed design elements in the public and private realm.
- Chapter 5: Policy and Code Revision – includes language to amend the City Comprehensive Plan, Transportation System Plan, and City Codes needed to implement this Plan.
- Chapter 6: describes potential funding sources.
- Chapter 7: includes approximate cost estimates.

## **PUBLIC INVOLVEMENT**

Public involvement was an essential component of this Plan. A Downtown Steering Committee, comprised of downtown merchants, business owners, historians, staff, and citizens was formed. The Committee began meeting in December 1999 and provided direction to the project staff. The Committee was responsible for reviewing all elements of the Plan including goal statements, transportation and design alternatives, and recom-

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mended projects. Regular mailings of Steering Committee agenda and minutes were made to more than 70 interested residents, including all downtown merchants.

The Steering Committee also included representatives from the City Council and Planning Commission. Project staff provided regular updates to the City Council and Planning Commission regarding development of the Plan.

In addition to the Steering Committee meetings, public input was solicited during an open house. More than 70 people attended the open house and provided numerous comments, maps, and sketches that were considered in developing this Plan. Notice of the open house was sent to all households in the city. In June 2001, a newsletter was sent to all households in the city announcing the draft plan and encouraging comments and attendance at a joint City Council/Planning Commission work session where the Plan was presented.

### PROJECT GOALS

Through interviews with stakeholders, meetings with a Downtown Plan steering committee, and a series of design workshops and public meetings, the following project goals and objectives were written and approved by the Steering Committee.

1. Keep what is already good about Mt. Angel, preserving our community's strongest assets and most desirable features.
  - Maintain and enhance the existing business center as the dominant area of commercial activity
  - To develop a business center that is easily accessible, convenient, and a pleasant place in which to shop.
2. Improve the appearance of Mt. Angel.
  - Encourage development of a facade improvement loan program for downtown businesses.
  - Public areas and improvement in the downtown should contribute to and not detract from the appearance of the downtown.
3. Promote greater community involvement in Mt. Angel, fostering citizen participation in the issues challenging our future, improving coordination and communication between citizens and building broad-based support for achieving common goals.
  - Maintain an active citizen involvement program to provide for continued public input in planning decision making.
  - Sponsor town forums to bring people together and improve communications.
4. Building on Mt. Angel's rich history and traditions, encouraging a community that honors and celebrates its past while looking to its future.
  - The City of Mt. Angel recognizes that historical and architectural resources constitutes a valuable community resource that contributes to the social cohesion of the community; contributes to a livable environment; and can and does significantly benefit the economy of the community by making it an area of state and regional interest.
5. Build on Mt. Angel's existing economic base, developing new industries and jobs that expand established economic strengths and assets.



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- The City will work with existing businesses to promote their well-being and growth consistent with all Mt. Angel policies and ordinances.
6. Develop an economic support system in Mt. Angel (e.g. infrastructure, education and social services) that promotes a sustainable community.
    - The City will work with existing businesses to promote their well-being and growth consistent with all Mt. Angel policies and ordinances.
  7. Promote qualitative tourism in Mt. Angel by encouraging and supporting visitor attractions that are compatible with the community's tradition and values.
    - Implement the Bavarian theme ordinance.
    - Develop tourism/education opportunities based on local history and culture (e.g. retreats, seminars, and conferences).
    - Promote the Oktoberfest.
    - Actively participate in efforts to develop regional tourism opportunities.
  8. Accept urban growth on the community's terms, by encouraging new residential and commercial development that sustains our community and supports Mt. Angel's lifestyles and values.
  9. Promote diversity and affordability in Mt. Angel's housing stock, offering a range of residential types and locations that accommodate different income levels and lifestyles.

10. To provide and encourage a safe, convenient, and economic transportation system to serve the needs of the citizens of Mt. Angel.

### NEXT STEPS

The City of Mt. Angel will adopt this plan, along with recommended changes to policies in the City's Comprehensive Plan, Transportation System Plan, and code language. Following adoption, the City will be able to detail design development and construction.

## **CHAPTER 2. DOWNTOWN MT. ANGEL TODAY**

This chapter provides a snapshot of existing and documented conditions in downtown Mt. Angel, with an emphasis on transportation and streetscape design. Figures 2-1 and 2-2 show the existing conditions in Mt. Angel.

### **LAND USE PATTERN**

The downtown study area contains land devoted to a mixture of residential, commercial, industrial and public uses. Existing land uses include several mixed-use properties in the downtown core, the city hall, police station, public library, a variety of small offices, businesses, and shops, a public park and restrooms, several restaurants, a small grocery store, and a number of residences.

Several properties are designated on the map as "vacant or underutilized." "Underutilized" properties have been partially developed and are used primarily for parking at this time. Approximately 0.72 acres are identified as vacant or underutilized.

Within the downtown study area, approximately 5.3 acres are currently devoted to commercial uses, 1.7 acres are used for residential purposes, and two acres are devoted to industrial uses. An additional 0.7 acres are in public or semi-public use, including the City Hall, the Mt. Angel Library, and Public Works shops, the Mt. Angel Substation, and a portion of the Oktoberfest facility.

The downtown consists of a traditional grid street system intersecting Highway 214 at a series of skewed intersections. The street grid in downtown has 60-foot right-of-ways and around 40

feet of pavement. Except for peak events, the roads are well below capacity for moving traffic.

The majority of downtown parking is parallel to the curb, however several angle-in parking areas have been developed. These are located along the east side of Garfield Street between College and Charles streets and along the north side of Charles Street, Main Street, and Garfield Street. Approximately 207 parking spaces are available within the downtown area.

The most prominent open space feature within the Downtown Study Area is the Oktoberfest Fountain, located within the Highway 214 right-of-way at its intersection with Church and Main Streets. A small memorial, the Schwab Garden, is located at the intersection of Cleveland, Church, and Charles streets.

Several small open space areas are located within the Downtown Study Area. These include Berchtold Park located adjacent to City Hall and Engleberg Centennial Park located across from City Hall at the corner of Cleveland and Charles Streets. Several informal open space areas are located within the Downtown Study Area. The second is a landscaped portion of right-of-way, owned by the Oregon Department of Transportation (ODOT), adjacent to the Stihl Saw Shop, located on at the intersection of Garfield Street and Highway 214. This area is approximately 6,400 square feet (0.15 acres) in size.

### **TRANSPORTATION**

This description of transportation movements and connectivity through Downtown Mt. Angel is based on the Mt. Angel Transportation System Plan (TSP), adopted in June 1997, field obser-

versations, interviews with City and State personnel, and the public involvement process.

The review of the TSP focused on the study area. The study area includes Highway 214 (a state district level highway and designated freight route), and a number of other streets classified as collectors or local streets. A combination of the TSP and field observations concludes that the following existing transportation movements prevail in the study area.

### **Street Network, Connectivity, and Access Management**

The street network in the downtown Mt. Angel core consists of State Highway 214 (Main Street) and a number of city streets. The downtown area of Mt. Angel has a grid of local streets that provides a good level of connectivity and circulation. Highway 214 travels through the grid pattern of downtown as Main Street. The oldest part of downtown is platted parallel to Main, on an angle from true north-south. Railroad Avenue and Monroe Street on the west side of Main Street parallel the railroad tracks and have skewed intersections with the highway. Church Street is also slightly skewed from the other streets of the downtown core. The first block of Charles Street east of the highway is one-way eastbound to alleviate some turning movement concerns at Main Street and to provide additional diagonal parking. Although the skewing creates some awkward turning movements along the highway, there are few reported accidents. The downtown grid system appears to be working well under current conditions.

The Church Street/Main Street/Highway 214 intersection is the largest intersection in the downtown area, both in traffic volumes and area. This intersection includes a railroad crossing and accommodates both local and through traffic. The TSP identifies

the redesign of this intersection as the most important system improvement objective in Mt. Angel. This is because traffic volumes are expected to increase over the next decade, with a concurrent decline in the intersection's function and safety.

The E. College Street/Highway 214 intersection, providing access to the Mt. Angel Brewery, is also identified as an intersection of concern in the downtown area. In the past, there has been discussion of closing the section of College Street between Main Street and Railroad Avenue in order to reduce traffic conflicts and provide a pedestrian mall.

There is no existing access management plan for Highway 214 through Mt. Angel.

### **Pedestrian Movement**

No pedestrian counts were included in the Mt. Angel TSP, so the following description of pedestrian movement is based on interviews and field observations over several weekdays encompassing both morning and evening peak traffic periods.

Most pedestrian movement in the study area is within the downtown core east of the highway and railroad tracks. The highest weekday pedestrian activity was observed on Charles and Church Streets. Weekday pedestrian activity in the downtown is largely absent after most businesses close, around 5:30 PM. Pedestrian activity is exceptionally high during events, such as the annual Oktoberfest.

The downtown core of Mt. Angel includes sidewalks and crosswalks creating a pedestrian environment that is generally adequate. However, important elements such as benches, pedestrian-scale lighting, trash cans, and water fountains are missing.

## **Mt. Angel Downtown Plan**

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Street trees and awnings are present but sporadic. Sidewalks are approximately eight feet wide, which is too narrow to comfortably accommodate trees or benches.

There are sidewalks and crosswalks on Highway 214 and Main Street through the study area. However, traffic volumes and speeds reportedly make it difficult to cross the street as a pedestrian. This is particularly true at the complex intersection of Highway 214/Main/Church intersection; at Main and Charles streets; and at Main and College streets.

The TSP identifies two proposed multi-use paths that would serve both pedestrians and bicyclists wanting to access the downtown area. Both paths would run east-west and would be located south of Church Street. The first path would extend from Highway 214 to St. Mary's Catholic Church along an existing platted alley. The second path would connect Cleveland Street and College Street east of the downtown.

### **Bicyclists**

No counts of bicyclists were included in the Mt. Angel TSP, so the following description of bicyclist movement is based on field observation over several weekdays. During the site visits, very few bicyclists were observed, beyond a few children using the sidewalk. This situation most likely changes during the summer season.

The study area does not have bicycle-specific facilities, such as bike lanes or paths. Bicycle parking is generally absent throughout the downtown.

As noted above, the TSP identifies two proposed multi-use paths that would serve both pedestrians and bicyclists wanting to access the downtown area.

### **Transit**

According to the TSP, transit in Mt. Angel is supplied by three private providers that mainly serve the elderly and disabled. There are no bus turn-outs, transit stops, or shelters within the study area. This lack has not been identified as a concern by the public or the Task Force.

### **Delivery Vehicles**

Truck routing is not discussed in the TSP. However, Highway 214 is used by freight trucks and manufactured home movement. Several larger businesses in the downtown, particularly the Bochsler's Hardware Store, require frequent delivery by freight trucks that must park within the highway or city street right-of-way.

### **Private Automobiles**

The TSP identifies the state highway as carrying the highest traffic volumes in the downtown area – about 8,000 ADT at present, projected to rise to around 11,000 in 2015. The Highway 214/Church/Main Street intersection was identified in the TSP as the highest priority area for improvement; however, no specific improvements were suggested.

A review of the existing motor vehicle capacity and collision record for this intersection reveals that there are currently no significant functional problems in spite of its complexity. However, as traffic volumes grow, compliance with the complex

stopping and turning movements may decline, leading to future safety problems. In particular, the TSP identifies left-turns onto Church Street from Highway 214 as very difficult by 2015. In addition, the intersection is challenging for pedestrians.

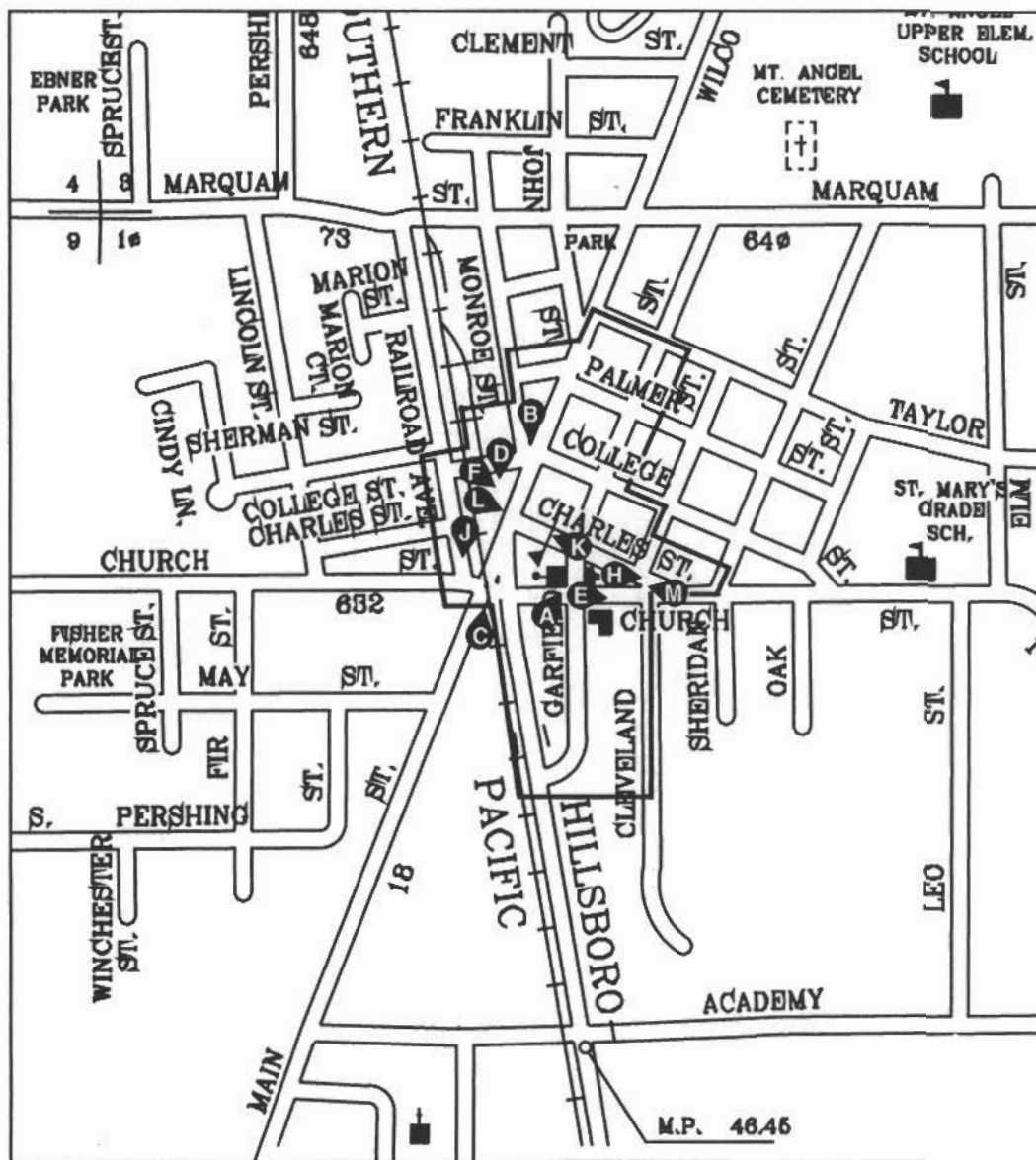
### **STREETScape**

Downtown Mt. Angel is influenced by its Germanic history, and has a Bavarian or European flavor to many of the buildings and signs. The streets are made seasonally attractive with large flower box displays. The downtown is small but pleasant, with active store fronts. Sidewalks are about 8 to 10 feet wide. There are a number of or undeveloped or underdeveloped lots within the downtown area.

The City's inventory of historic places includes only those properties that are found on the National Register of Historic Places. The only National Register building within the downtown study area is Windischar's General Blacksmith Shop located at the northerly corner of Charles and Sheridan Streets. This building was constructed in 1905 and placed on the National Register in 1980. The building is currently used as a retail gift shop. There are a number of other buildings in the downtown that have an historic appearance.

The intersection of Highway 214/Main/Church Street includes an attractive fountain; however, it is located on a fairly small island that is isolated from the surrounding downtown. Except for the fountain, the intersection is not an appealing gateway for the downtown.





**EXISTING MAP WITH PICTURE COMPASS**  
**MT. ANGEL DOWNTOWN PLAN**

FIGURE 2-1



(A)



(B)



(G)



(C)



(D)



(H)



(E)



(F)

**DOWNTOWN EXISTING PHOTOS**  
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**FIGURE 2-2**

## CHAPTER 3. TRANSPORTATION ALTERNATIVES

### INTRODUCTION

Transportation issues in Mt. Angel center around the Highway and balancing local access with through traffic, particularly at the 214/Main Street/Railroad/Church intersection. There is a desire to improve connectivity and access for pedestrians and bicyclists. The Mt. Angel TSP and further discussions within the community resulted in analysis of the following transportation topics:

- Highway 214/Main Street/Railroad/Church Intersection;
- Downtown Street Improvements (especially intersections with Main Street); and
- Pedestrian and Bicyclist Access Projects.

This chapter develops three sets of alternatives (including a “no build” alternative) for each of these transportation concerns. It describes the transportation advantages or disadvantages for each transportation mode associated with each alternative. The City will need to decide which of these alternatives to pursue, based on further engineering studies and available funding. Table 3-1 provides a summary of project advantages and disadvantages<sup>1</sup>.

<sup>1</sup> **Note:** ODOT will require extensive amounts of further analysis and engineering before approving any redesign of the intersection, and that any improvements to the Highway must be in accordance with the 1999 Oregon Highway Plan and Oregon Administrative Rule Chapter 734, Division 51 (pertaining to highway approaches, access control, spacing standards, and medians).

Approximate costs for each alternative are included in Chapter 7. Because certain construction costs are based on experience in other cities, it is possible to make approximate cost estimates for some types of public realm improvements. Final costs will be developed by the City as detailed design and engineering drawings are prepared for specific locations.

Chapter 4 develops potential public open space, design, and streetscape improvements.

### HIGHWAY 214/MAIN/CHURCH STREET INTERSECTION

This complex intersection is located at the southern end of Downtown Mt. Angel. It has been identified in past planning documents as an area of the transportation system that needs improvement. A signal has been proposed, and some restriping ideas have been discussed. An analysis of this intersection reveals that it has the following *existing* characteristics:

- Traffic volumes are moderate, with an average daily trip (ADT) volume of around 8,000 at Charles Street and 7,000 ADT at Church Street.
- Crash rates have been low over the last five years, with only five reported crashes on the highway within the entire City limits. No injuries were reported.
- Traffic entering the intersection on Highway 214 from the south have no stop at the intersection, frequently exceed posted speeds, and encounter limited sight distances at the curve where the highway enters Main Street.



- The appearance of the intersection is mixed. An attractive fountain is located on a small island in the center of the intersection; however, large areas of asphalt and the railroad tracks are less attractive (this subject is dealt with in more detail in Chapter 4).

The TSP projects an increase in average daily trips (ADT) from around 8,000 in 1997 to around 11,000 by 2016. With this increase, the traffic on the highway through the 214/Main/Church intersection is likely to stay at a relatively moderate volume, allowing the discussion of alternative designs for the intersections. Except for peak events, the intersection apparently has excess capacity. Overall, the need for improvement is generated by the complex and confusing configuration of the intersection and its unattractive entry to downtown Mt. Angel rather than congestion or safety.

The low crash rate presents a tricky design situation. Although the intersection is complex, it appears that most drivers pass through it without incident. This may indicate that drivers are very cautious while traversing the intersection. The challenge will be to improve the function, appearance, and potentially the capacity of the intersection without increasing the crash rate.

Since the current intersection configuration is functioning without undue delays or collisions, and is not projected to experience any significant suggestion for a number of years. This makes it unlikely that ODOT will assign any intersection improvement a high priority.

As difficulties begin to occur with side street traffic because of congestion on the highway, ODOT may require an access management plan be implemented prior to any major changes to the 214/Main Street/Church intersection. Access management can increase the capacity of the highway by limited turning move-

ments that delay highway traffic. Access management may consist of measures such as closing local road access to the highway or prohibiting cross traffic or left hand turns. Because the downtown core lies on both sides of the highway, access management could have a strong effect on Mt. Angel. The City may want to pursue a Special Transportation Area designation in lieu of access management. Detailed discussion of access management or Special Transportation Area designations are beyond the scope of this downtown plan.

### 1. No-Build Alternative

The No-build alternative would consist of leaving the intersection in its current configuration.

The advantages of not changing the current intersection configuration is that little or no cost would be incurred and the intersection would remain familiar to motorists. The disadvantages include the possibility that turning movements at Church Street may become more difficult, particularly left turns as traffic increases. Such delays may have an adverse effect on safety as well as access to the downtown core. The pedestrian crossings would be unimproved.

### 2. Interim Improvement

The Interim Improvement is shown in Figure 3-1. It consists of removing a confusing turn lane, extending the existing island, prohibiting right turns off of Main onto Highway 214, and closing the Railroad Avenue connection to Church Street.

There are several advantages to this improvement. It would simplify the intersection and eliminate the most uncomfortable vehicle movements. It is low-cost and could be implemented fairly quickly through the use of temporary barriers to extend the

island and close Railroad Avenue. It could improve pedestrian access by narrowing the roadway width. The main disadvantage of this design is that it would not address concerns with speeding vehicles entering the downtown from the south.

### 2. Signalize Intersection

Signalized intersections are familiar to motorists. The 214/Main/Church intersection, because of the complexity of the traffic movements, would require essentially two signals, as shown in Figure 3-2). Because of the complexity of the intersection, any signalization would require a large number of phases (for left turns, through traffic, etc.) resulting in delays for traffic held at a red light.

In order to place a signal on a State Highway, certain “warrants” must be met since ODOT does not want to unnecessarily delay through traffic for side street traffic. It does not appear that the 214/Main/Church intersection would meet sufficient ODOT warrants for a signal for at least 10 years. Signals must be approved by the State Highway Engineer before they can be installed on the state highway system.

A signalized intersection would have the advantages of being a familiar treatment to most motorists. The disadvantages are that a signal would not meet ODOT signal warrants for some time, may create a need for road widening to store vehicles stopped at red light, and is expensive to construct and maintain. Installing a signal would require a very complex, double intersection, and the resulting long crossing distances and conflicts with left-turning drivers are negatives for pedestrians and bicyclists. In addition, a signalized intersection would not be particularly attractive because of the large expanses of pavement required.

### 3. Modern Roundabout

Properly designed modern roundabouts have lower crash rates than signalized intersections. Because traffic is continuously flowing, with no stop signs or lights, modern roundabouts have high capacity, accommodating up to 20,000 ADT. Roundabouts have also been found to be safer for both motorists and pedestrians than signalized intersections because the number of conflict points are limited – motorists yield to traffic in the roundabout and make only right turns, and pedestrians cross one lane of traffic at a time and do not have to watch for left-turning motorists.

There are no warrants for modern roundabouts. The best options for a roundabout design at the 214/Main/Church intersection is described below.

A five-legged roundabout intersection, such as shown in Figure 3-3, is an unusual design for Oregon, but is a common design in Europe for multi-legged or asymmetrical intersections. The five-legged design would have the advantages of being the simplest design for improving the intersection, with a potentially smaller requirement for property acquisition than other alternatives (depending on final design). As noted previously, roundabouts generally have low crash rates, create opportunities for attractive entry to downtown Mt. Angel, and are usually safer for pedestrians than signalized intersections.

The disadvantages of this roundabout design would be that it would require extensive design and engineering work since it could be one of the first roundabouts in Oregon with more than four entrances and with a railroad crossing. Railroad Avenue would most likely need to be closed even with the five-legged roundabout to meet geometric design parameters. Currently, pedestrians cross to the center island to observe an attractive fountain. Pedestrians would be actively discouraged from approach-



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ing a center island on a roundabout, which may mean that the fountain would need to be moved.

Most significantly, this alternative requires a complex railroad crossing and creates the possibility that traffic traveling south on the highway could be stopped by a crossing train, which does not occur at present.

### DOWNTOWN STREETS: ACCESS AND CONNECTIVITY

Mt. Angel has an attractive and functional downtown. A “Bavarian” theme consistent with the town’s history provides a pleasant sense of place. The downtown area is small, but the street system is complete and well-connected. However, the Task Force identified several issues: connectivity to and across Main Street, particularly for pedestrians; local street/highway intersections, and the downtown’s accessibility to bicyclists. The following options have been identified to address these issues, and area summarized in Figure 3-4):

#### 1. Close College St. between Railroad Ave. & Main St.

The Task Force reports that, in spite of a low actual crash rate, the intersection of Main Street/College Street/Monroe Street is confusing and uncomfortable for motorists and pedestrians. An option for improving this intersection would be to close College Street between Monroe Street and Main Street.

The advantage of closing College Street would be that it would simplify the intersection and creates a possible pedestrian plaza adjacent to the Mt. Angel Brewery. The disadvantages are that it would reduce local street connectivity and access to adjacent lots.

#### 2. Create One-Way Couplet: Charles St. Eastbound & College St. Westbound

At present, Charles Street is one-way east-bound. This was done to make the intersection of Charles Street and Main Street safer, since this prohibits the sight-limited left turns onto the highway. It has also allowed room to create wider sidewalks and diagonal parking along the street. A similar treatment could be used on College Street in the opposing direction.

Creating a couplet with Charles Street eastbound and College Street westbound would have the advantage of potentially adding diagonal parking spaces (roughly 40% more than parallel) and wider sidewalks. The disadvantages are that one-way couplets can be confusing to visitors, they force out-of-direction travel, and diminish the capacity of the road by half.

### IMPROVE PEDESTRIAN ACCESS ACROSS HWY 214

A number of factors affect the safety and comfort of pedestrians. The speed and volume of motor vehicles, crossing distances, and attractive destinations are all critical factors. Volumes are moderately high, and traffic entering downtown from south on 214 is frequently traveling above the speed limit of 25 MPH, making it difficult for pedestrians to cross the 40-foot highway. Several options are proposed to slow traffic and increase the visibility of pedestrians.

#### 1. Zebra-stripe Intersections

Crosswalks are striped across Highway 214 at several locations through downtown. These are striped with two wide bars about 10 feet apart, perpendicular to the road edge. A more visible striping method is called “zebra” or continental striping (Figure

3-5). This consists of a series of wide bars painted parallel to the road edge. These stripes are spaced to minimize tire wear on the paint.

The advantages of this treatment are that it is effective, low-cost, acceptable to ODOT, and quickly accomplished. A disadvantage is that there is more paint and labor involved than for simple bar-style crosswalks.

### **2. Charles St./Highway 214 Pedestrian Crossing**

Charles Street west of the highway is the main shopping street for downtown Mt. Angel. A recommendation for improving this street as a town square is discussed in Chapter 4. Part of this recommendation is to extend textured concrete across Highway 214 to a new pedestrian plaza formed across the middle of the triangular block that includes the Mt. Angel Brewery. This treatment would include curb extensions to shorten crossing distances and increase pedestrian visibility to motorists (see Figure 4-1 and 4-1A, Chapter 4).

The advantage of this improvement is that it could have a strong slowing effect on highway traffic, increasing pedestrian comfort and safety and emphasizing the presence of downtown. The disadvantages are that this improvement would need to meet ODOT standards for a freight route, which could limit the curb radius and length of extensions, and the costs of construction and maintenance.

### **3. Add Missing Sidewalk on Hwy 214**

Sidewalk is missing along Highway 214, on the western side of the High between Charles Street and Railroad Avenue. Infilling this section of sidewalk is important to completing the pedestrian network through downtown Mt. Angel

## **INCREASE BICYCLE ACCESS TO DOWNTOWN**

### **1. No-Build Alternative**

Under this alternative, no changes to the current bicycle access to and through downtown would be made. This would have the advantage of no cost. The disadvantage would be not providing bicycle access to and through downtown, as recommended by the TSP and State Highway policy.

### **2. Add Bike Lanes to Highway 214 (Main St.)**

Highway 214 is the main route through the area. The TSP mentions the need for bike lanes on the Highway. Adding bike lanes would also conform with state policy to include them on urban highway sections.

However, the right of way is 60 feet wide and the pavement width is 40 feet. There are approximately 20 on-street parking spaces on Main Street through downtown. Without increasing the pavement width, the only way to provide bike lanes on this section of street is to remove on-street parking. Six-foot wide bike lanes could then be striped on both sides of the roadway, leaving 14-foot travel lanes.

Adding bike lanes would provide safer access for bicyclists to get to and through town, and also may increase motorist safety by improving sight distance for north-bound traffic on the Main Street "curve" currently blocked by parked cars. However, the addition of bike lanes would require the removal of around 20 on-street parking spaces.

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## 2. Multi-Use Paths

The TSP identifies two multi-use paths within the downtown area. Both of these pathways would take advantage of existing alleys or utility right-of-ways, and would provide access from residential neighborhoods east of downtown. The paths could

potentially provide alternative access from residential to downtown uses, but must be carefully designed to be safe and effective, as well as attractive. Mid-block crossings for pedestrians and bicyclists at alleys can be unexpected for motorists

**Table 3-1: Transportation Improvements: Advantages Vs. Disadvantages**

### 214/MAIN/CHURCH INTERSECTION

#### 1. No Build

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>▪ Little or no cost.</li> <li>▪ Intersection remains familiar.</li> </ul> | <ul style="list-style-type: none"> <li>▪ Turning at Church St will become more difficult.</li> <li>▪ Future delays may have effect on safety &amp; access.</li> <li>▪ Pedestrian crossings would be unimproved.</li> <li>▪ The entrance to Mt. Angel would not be enhanced.</li> </ul> |
|--|--|

#### 2. Interim Improvements

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>▪ Simplifies intersection &amp; eliminates uncomfortable vehicle movement</li> <li>▪ Low cost &amp; possible temporary implementation.</li> </ul> | <ul style="list-style-type: none"> <li>▪ Doesn't address speeding vehicles entering downtown from south on 214</li> </ul> |
|--|---|

#### 3. Signalize Intersection

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>▪ Familiar treatment</li> </ul> | <ul style="list-style-type: none"> <li>• Won't meet ODOT signal warrants for years.</li> <li>• May create a need for road widening for at red light.</li> <li>• Expensive to construct and maintain.</li> <li>• No chance for entry treatment.</li> <li>• Very complex traffic movements.</li> <li>• Long crossing distances &amp; conflicts with left-turns for pedestrians and bicyclists.</li> </ul> |
|--|---|

#### 3. Create Modern Roundabout

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>▪ Simple design.</li> <li>▪ Potentially smaller requirement for property acquisition.</li> <li>▪ Low crash rate.</li> <li>▪ Creates best chance for attractive entry.</li> <li>▪ Pedestrian safety.</li> </ul> | <ul style="list-style-type: none"> <li>▪ Unusual design for ODOT.</li> <li>▪ RR crosses through roundabout.</li> <li>▪ South-bound traffic on Highway 214 could be stopped by a crossing train.</li> </ul> |
|---|--|

# MT. ANGEL DOWNTOWN PLAN

## DOWNTOWN STREETS: ACCESS AND CONNECTIVITY

### 1. No-build

- Little or no cost.
- Street system remains familiar.
- No opportunities to simplify intersections or improve street appearance.

### 2. Close College St between Railroad & Main

- Simplifies the intersection.
- Creates a possible plaza next to the Mt. Angel Brewery.
- Reduces local street connectivity.
- Reduces access to adjacent lots.

### 3. One-Way Couplet: Charles St. E-bound & College St. W-bound

- Room for diagonal parking spaces & wider sidewalks.
- One-way couplets can be confusing to visitors.
- Forces out-of-direction travel.

## IMPROVE PEDESTRIAN ACCESS ACROSS HIGHWAY 214

### 1. No-build

- Little or no cost.
- No improvements to pedestrian safety & comfort.

### 2. Zebra-stripe Intersections

- Low cost.
- Can be implemented quickly.
- Cost is slightly higher than standard crosswalk.

### 2. Charles Street/Highway 214 Crossing

- Traffic calming effect.
- Shortens crossing distance.
- Must meet ODOT highway standards.
- High cost of construction & maintenance.

## INCREASE BICYCLE ACCESS TO DOWNTOWN MT. ANGEL

### 1. No-Build

- No cost.
- Does not provide bicycle access to and through downtown.
- Does not comply with TSP and State Highway recommendations.

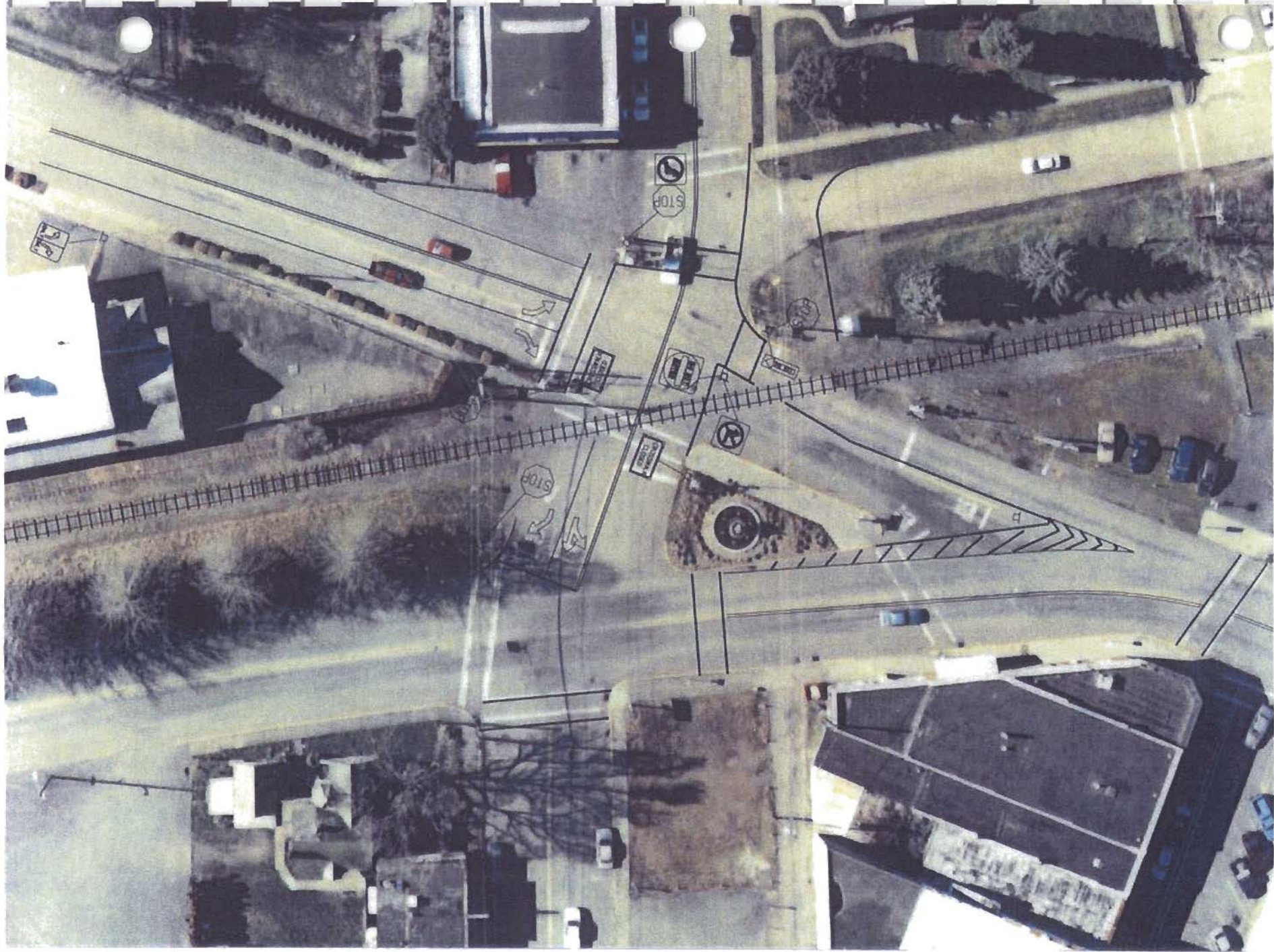
### 2. Bike Lanes on Hwy 214 (Main St)

- Provides safer access for bicyclists to get to and through town.
- May increase motorist safety by improving sight distance.
- Requires the removal of around 20 on-street spaces.

### 3. Multi-Use Paths

- Could provide alternative access from residential to downtown uses.
- Must be carefully designed to be safe and effective, as well as attractive.
- Mid-block crossings at alleys can be unexpected for motorists

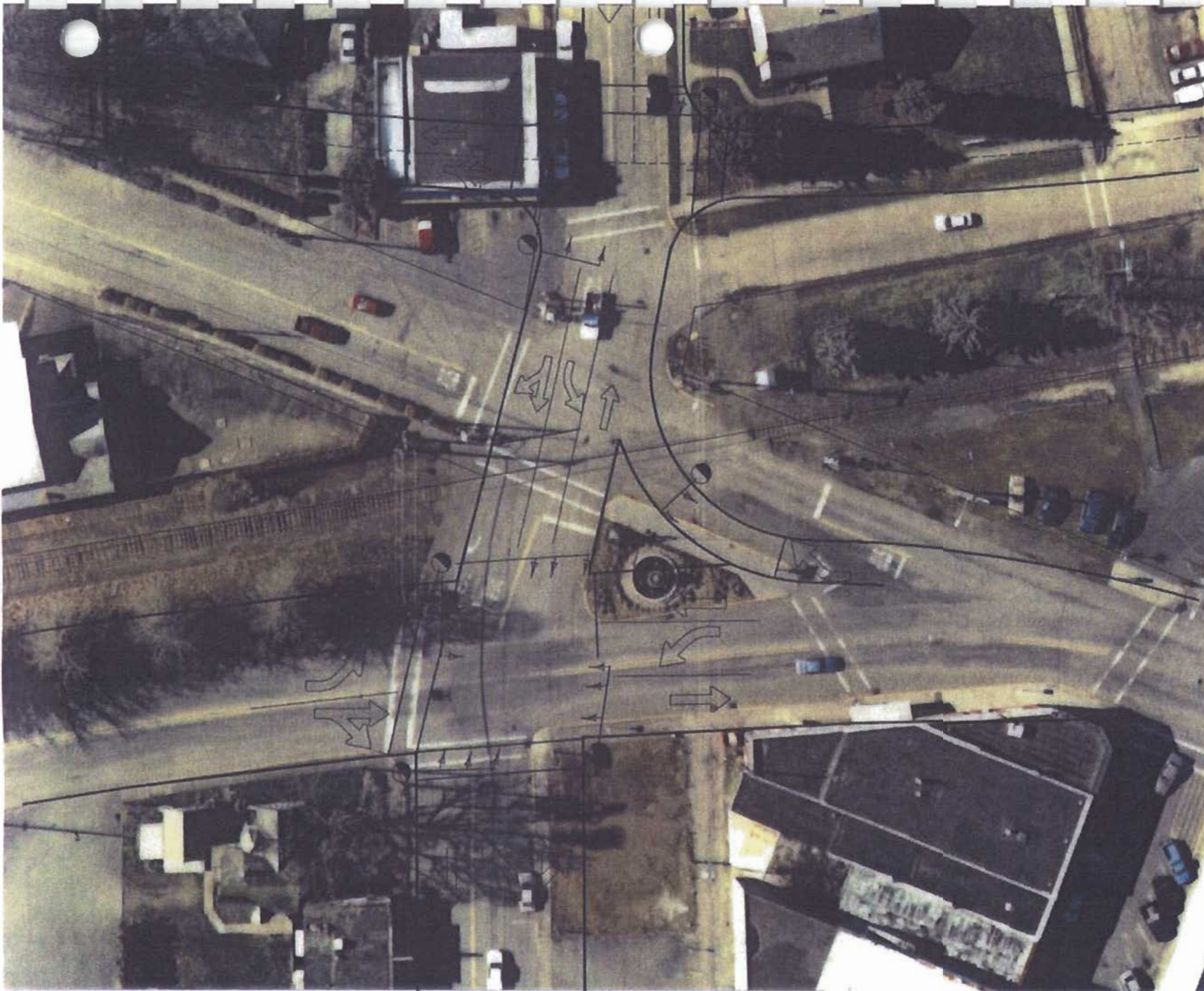




INTERIM INTERSECTION IMPROVEMENT

FIGURE 3-1

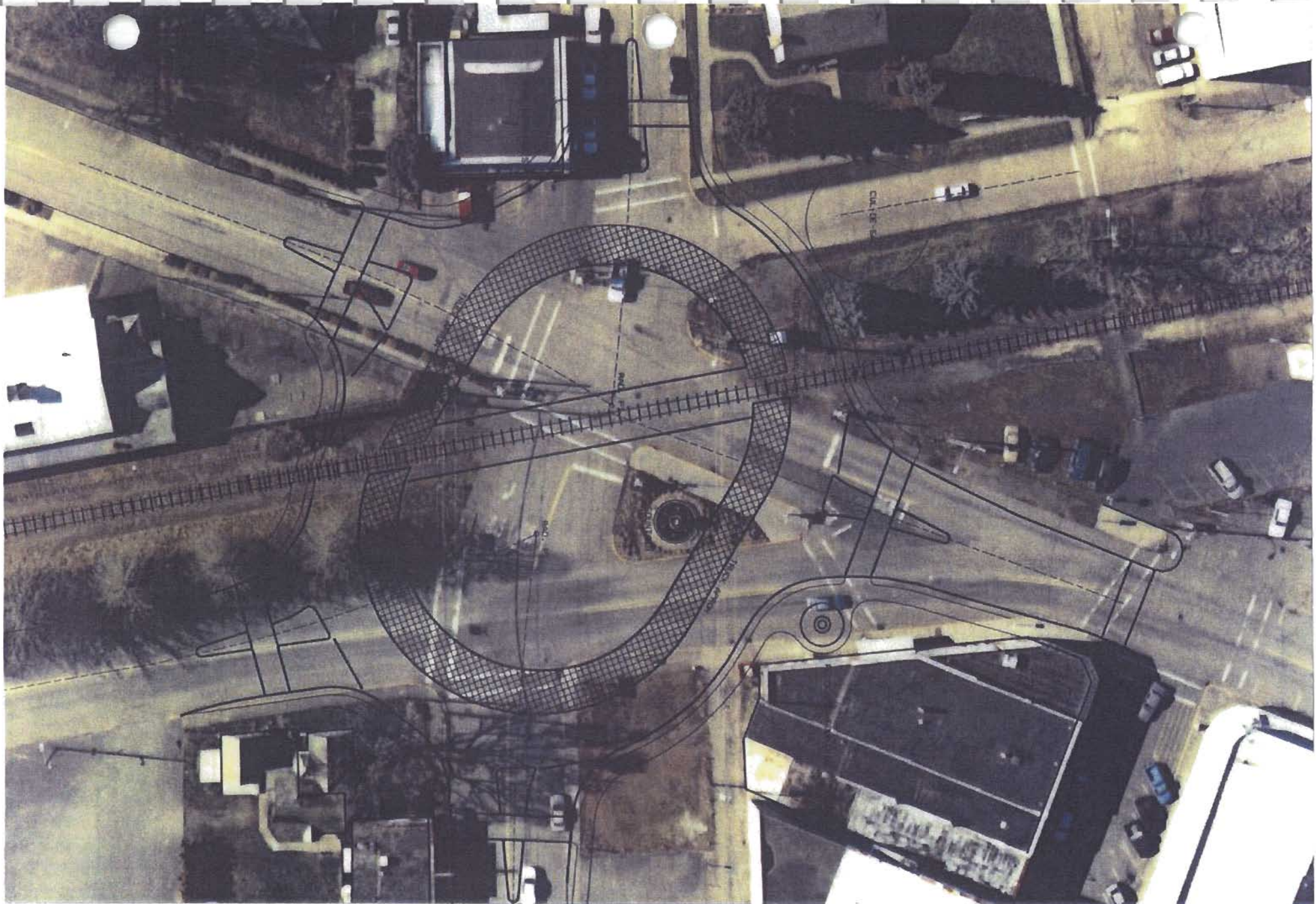




SIGNALIZE ALTERNATIVE

FIGURE 3-2





**ROUNDBOUT**

FIGURE 3-3





**DOWNTOWN STREETS PROJECTS**

**FIGURE 3-4**



TYPICAL "ZEBRA" STRIPED CROSSWALK  
MT. ANGEL DOWNTOWN PLAN

FIGURE 3-5

## **CHAPTER 4. STREETScape IMPROVEMENT ALTERNATIVES**

### **EXISTING STREETScape CONDITIONS**

Downtown Mt. Angel has a pleasant sense of space created by its Bavarian style architecture, accentuated by the fact that many of the downtown street vistas are oriented towards important and attractive buildings, such as St. Mary's church, the Wilco silo, and the clock tower. Figures 2-1 and 2-2 display a downtown map of existing downtown Mt. Angel and inventory photographs of key vantage points.

Although Mt. Angel has an attractive existing environment, some important streetscape elements are missing or could be enhanced. Mt. Angel realizes that it needs to encourage an active pedestrian environment in order to reach the economic vitality desired by the community. Residents and visitors need to be able to park and comfortably walk to shops, parks, and other attractions. In particular, elements such as lighting, safe and pleasant street crossings, and appropriate street furniture are important to pedestrians.

This chapter compares the existing conditions in Mt. Angel with those that would be found in a downtown that would more fully meet the community's goals. The comparison of the existing with the desired conditions allowed the Task Force and the public to define the most important streetscape elements for downtown Mt. Angel.

Once the desired streetscape design elements were identified, a number of streetscape projects that could work towards creating the desired downtown conditions were developed. These are described in the last section of this Chapter.

### **Evaluating Existing vs. Desired Streetscape Elements**

During public process, a number of different streetscape design elements were suggested, discussed, and evaluated. The following three criteria were used to evaluate each element:

1. Appropriateness to downtown Mt. Angel's character.
2. Practicality.
3. Contribution to project Goals and Objectives (Chapter 1).

Table 4-1 summarizes the streetscape design elements that were identified as important for the City of Mt. Angel to reach its desired condition. These were then evaluated against the three evaluation criteria listed above. Some of the standards were rejected as not meeting project objectives, and others were identified as elements that should be included in the streetscape improvement alternatives.



# MT. ANGEL DOWNTOWN PLAN

**TABLE 4-1: EXISTING STREETScape ELEMENTS VS. DESIRED CONDITION**

| IDENTIFIED ELEMENT                | EXISTING CONDITION   | DESIRED CONDITION  |
|-----------------------------------|--|--|
| <i>Streetscape (Public Realm)</i> |  |  |
| Benches                           | Few  | Regular placement, appropriate style   |
| Bike racks                        | None   | Regular placement, appropriate style   |
| Block length                      | Around 300 feet in downtown core   | Continue existing pattern  |
| Bollards                          | Post in tire at Charles St one-way section   | Prevent encroachment into pedestrian space                                       |
| Drinking fountains                | At park  | One closer to Main St  |
| Features                          | Gazebo, fountain   | Additional artwork or fountain   |
| Flowers                           | Numerous planters with seasonal flowers  | Existing   |
| Intersections                     | No special treatment   | Add texture, curb extensions, plantings  |
| Parking                           | Diagonal & parallel, 3 off-street lots   | No net loss of parking , increase if possible                                    |
| Pavement materials                | Concrete   | Textured concrete throughout downtown  |
| Pedestrian crossings              | Side-bar striped crosswalks  | Zebra striping or scored concrete  |
| Planters                          | Throughout downtown  | Regular placement, appropriate style   |
| Trash receptacles                 | Scattered, several styles  | Regular placement, appropriate style   |
| Sidewalk width                    | Relatively narrow, around 8 ft   | Wider sidewalks (ideally, more than 10 ft)                                       |
| Street signs                      | Good style   | Existing   |
| Street lights                     | Utilitarian; mostly cobrahead  | Sidewalks & crossings lit for pedestrians  |
| Street trees                      | Few, except for park   | Shade trees throughout downtown  |
| Trash receptacles                 | Scattered, several styles  | Regular placement, consistent style  |
| Utilities                         | Above ground   | Underground  |
| Vehicular movement                | Roadways are adequate (see Chapter 3)  | Existing   |
| <i>Buildings (Private Realm)</i>  |  |  |
| Awnings                           | Range from sloped to flat, sporadic  | Regular appropriate style awnings  |
| Building signs                    | Most are attractive, Bavarian-style lettering  | Compatible styles, externally illuminated, oriented to pedestrians and cars.     |
| Entries                           | Mostly street front  | Street front, property line entrances  |
| Height                            | Mostly one story   | More two- and three- story buildings   |
| Materials                         | Stucco, brick, 70s style shingles  | Consistent, compatible exterior material   |
| Roofs                             | Range from flat to pitched   | More integrated roof line  |
| Windows                           | Good street level windows on Charles, others mixed, some blank walls but with murals | At least 70% street-front, ground level windows/doors with interesting displays. |

**Land Use (Public and Private Realm)**

|                      |   |  |
|----------------------|---|--|
| Transportation       | Some intersections are difficult (see Chapt 3)                                  | See Chapter 3  |
| Commercial Uses      | Small specialty shops; public services (library, city hall, emergency services) | Expand to more evening, weekend activity.  |
| Urban open space     | Downtown park   | More open space: parks, squares, plaza   |
| Residential          | Some single family, no 2nd story apartments                                     | 2 <sup>nd</sup> story apts/townhouses, home offices                              |
| Design Guidelines    | Not specific to downtown  | Code encourages appropriate downtown elements (Chapt 5)                          |
| Flexible zoning code | Code is fairly flexible, minor changes needed                                   | Code allows diverse uses, residential, appropriate parking requirement (Chapt 5) |
| Themes/events        | Oktoberfest and other events  | Strong community identity, extensive use of open spaces for public events        |

**STREETSCAPE IMPROVEMENT ALTERNATIVES**

This section discusses possible improvements to both the public realm of the streetscape and the private realm of building facades and infill development that would help downtown Mt. Angel reach its goals.

Figure 4-1 displays a summary of the proposed physical changes to downtown Mt. Angel. Figure 4-1A shows the proposed layout of the Charles Street Town Square improvements. Figure 4-2 demonstrates proposed street furniture elements.

Chapter 7 describes each proposed improvement, location, approximate cost, and suggested priority. Because certain construction costs are based on experience in other cities, it is possible to make *approximate* cost estimates for some types of public realm improvements. Final costs will be developed by the City as detailed design and engineering drawings are prepared for specific locations.

The City also has an opportunity to influence the downtown's appearance through code, as described in Chapter 5.

**214/Main/Church Downtown Entryway**

As discussed in Chapter 3, one long-term alternative for the 214/Main/Church intersection is a roundabout. From a design standpoint, this type of intersection improvement provides an opportunity to create a more attractive entry to downtown, as shown in Figure 4-3. The central portion of the roundabout could potentially be landscaped with public art or a fountain. The details of the concrete texture and color could tie the entry to the Charles Street Town Square, described below.

**Oktoberfest Gateway**

The annual Oktoberfest is one of the community's most well-known visitor attractions. The Bavarian architectural theme complements the Oktoberfest and reminds travelers of the festival. Figure 4-4 displays an opportunity to make the primary Oktoberfest grounds more engaging and identifiable to the visitor through the development of a gateway.

### **Charles Street Town Square/Depot Plaza**

Charles Street is the shopping center of downtown Mt. Angel. Mt. Angel's strong European heritage suggests a town square or center in this area – an area that can be periodically closed off for a festival or street market. The entire block from Main Street to Garfield block would be redeveloped without curbs. Sidewalks would be marked by movable bollards, and parking by moveable wheel stops. During events, the bollards could be moved to block off car traffic and open the area for pedestrians, similar to many European villages. Several design improvements have been identified to strengthen this area, as shown in Figures 4-5, 4-6, and 4-7. Figure 4-8 shows the proposed cross-section for this street.

This project includes the following elements:

- Create flexible European-style town square area with textured concrete, paver accents, no curbs, and moveable bollards and wheel stops.
- Add street trees in planters,
- Adding benches and drinking fountain,

### **Downtown Street and Intersection Treatments**

In order to tie the downtown together, the textured treatments used for the Charles Street Town Center can be used throughout the downtown area, particularly at corners and crosswalks, as shown in Figures 4-4, 4-5, and 4-6. The concrete texture and paver accent theme would be continued on the sidewalks, but not in the street, up Charles to Sheridan/Church intersection, and at Charles across Main to the Depot and across the RR tracks if possible, to Railroad Avenue. This same pattern would also be used on Garfield from College to the Oktoberfest headquarters and Beer Garden near

Highway 214. The same pavers and concrete pattern would be used in the intersection of 214/Church/Main intersection.

### **Expanded City Hall Parks**

Berchtold and Engelbert Centennial Parks have an excellent central location; however, the parks are somewhat small for peak use – in good weather, the park is heavily used. A sidewalk should be added along the north side of Charles Street between Garfield and Cleveland. The curb to curb portion of this street is currently 41 feet wide, according to the 1997 TSP. With on-street parallel parking on both sides of the street and two 11-foot travel lanes, three to five feet could be added to the park along the north side of the block. The sidewalk should be set back from the street and a landscape strip added between the curb and sidewalk. Figure 4-9 demonstrated these suggested improvements to the parks.

### **Expand Downtown Parking**

Downtown parking is always at a premium. Additional parking can be created in the downtown core by adding diagonal parking on one side of Garfield between Church and Taylor, and, as downtown develops, on Garfield south of Church. Diagonal parking provides about 40% more spaces than parallel parking.

Garfield is approximately 46 feet curb to curb. Diagonal parking could be added to the east side of the street, with parallel parking kept along the west side.





**DOWNTOWN OVERALL PLAN**  
**MT. ANGEL DOWNTOWN PLAN**

**FIGURE 4-1**





STREET LAMP



WOODEN BENCH



BICYCLE RACKS



5' DIAMETE CONCRETE PLANTER



STREET LAMP POLE



FIXED/REMOVEABLE BOLLARD



ILLUMINATED BOLLARD



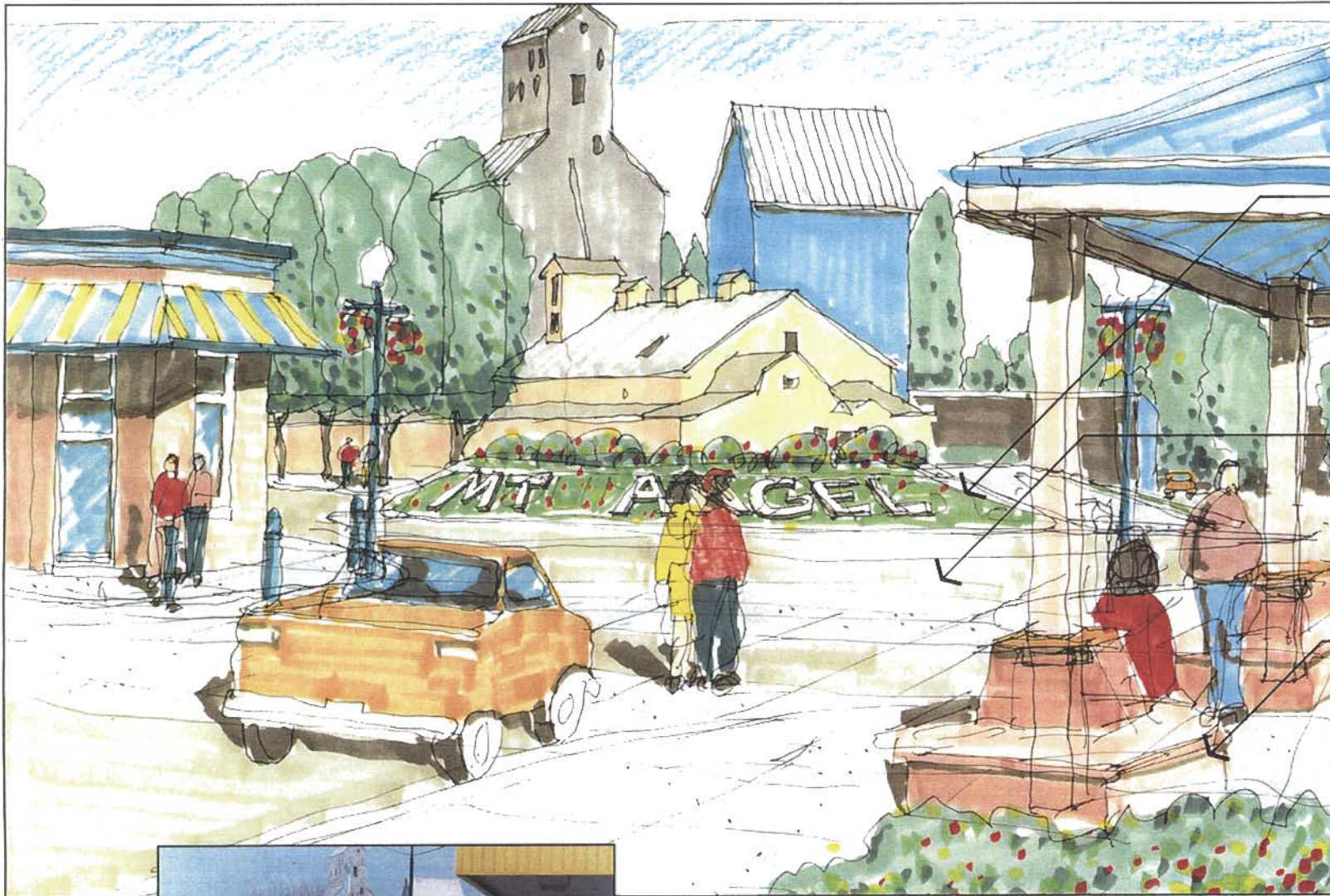
WASTE RECEPTACLE

COLORS NOT REPRESENTATIVE

## STREETSCAPE ELEMENTS MT. ANGEL DOWNTOWN PLAN

FIGURE 4-2





FLOWER BED AND COMMUNITY NAME  
 TREATMENT OF PROPOSED BANKED AREA BORDERING FUTURE ROUND-ABOUT  
 FUTURE VEHICLE ROUND-ABOUT REPLACING SIX-LEGGED INTERSECTION

NEW VISITOR INFORMATION AND SITTING STRUCTURE ON NEW DEPOT PLAZA, TREATMENT SIMILAR TO CHARLES ST



(J) EXISTING

VIEW OF ROUNDABOUT AT MAIN ST.  
 MT. ANGEL DOWNTOWN PLAN

**FIGURE 4-3**





ADDITIONAL STREET TREES ALONG GARFIELD AND IN OTHER AREAS OF DOWNTOWN

NEW STREET LAMPS WITH BANNERS AND/OR FLOWER BASKETS

NEW BENCHES, TYPICAL

NEW CONCRETE PLANTERS WITH FLOWERS OR TREES



(N) EXISTING

**VIEW AT OKTOBERFEST GATE**  
**MT. ANGEL DOWNTOWN PLAN**

**FIGURE 4-4**





- HISTORIC RAILROAD DEPOT WITH NEW PLAZA, TREATMENT SIMILAR TO CHARLES ST
- NEW STREETLAMPS WITH BANNERS
- NEW AWNINGS AND STORE SIGNAGE
- EXISTING CHARLES STREET PARKING PATTERN DEFINED BY PLANTERS, BOLLARDS AND REMOVABLE WHEEL STOPS
- NEW SIDEWALK AND STREETScape TREATMENT OF CHARLES ST

LOOKING WEST - OPEN TO TRAFFIC

VIEW AT GARFIELD ST. AND CHARLES ST.  
 MT. ANGEL DOWNTOWN PLAN



(K) EXISTING

FIGURE 4-5





NEW  
STREETLIGHTS  
WITH HANGING  
FLOWER  
BASKETS OR  
BANNERS

NEW  
REMOVABLE  
BOLLARDS, TO  
ALLOW FOR  
CLOSING OF  
STREET FOR  
OKTOBERFEST  
AND OTHER  
EVENTS

LOOKING WEST - CLOSED TO TRAFFIC



(L) EXISTING

VIEW AT GARFIELD ST. AND CHARLES ST.  
MT. ANGEL DOWNTOWN PLAN

FIGURE 4-6





REMOVABLE BOLLARDS TO ALLOW FOR CLOSING OF STREET FOR OKTOBERFEST AND OTHER EVENTS

NEW SIDEWALK AND STREETScape TREATMENT OF CHARLES ST. INCLUDING CURBLESS CONCRETE AND PAVER PATTERN

CONTINUATION OF CHARLES ST TREATMENT ACROSS MAIN ST AND CONNECTING TO NEW DEPOT PLAZA TREATMENT

NEW FIXED BOLLARDS, TYPICAL

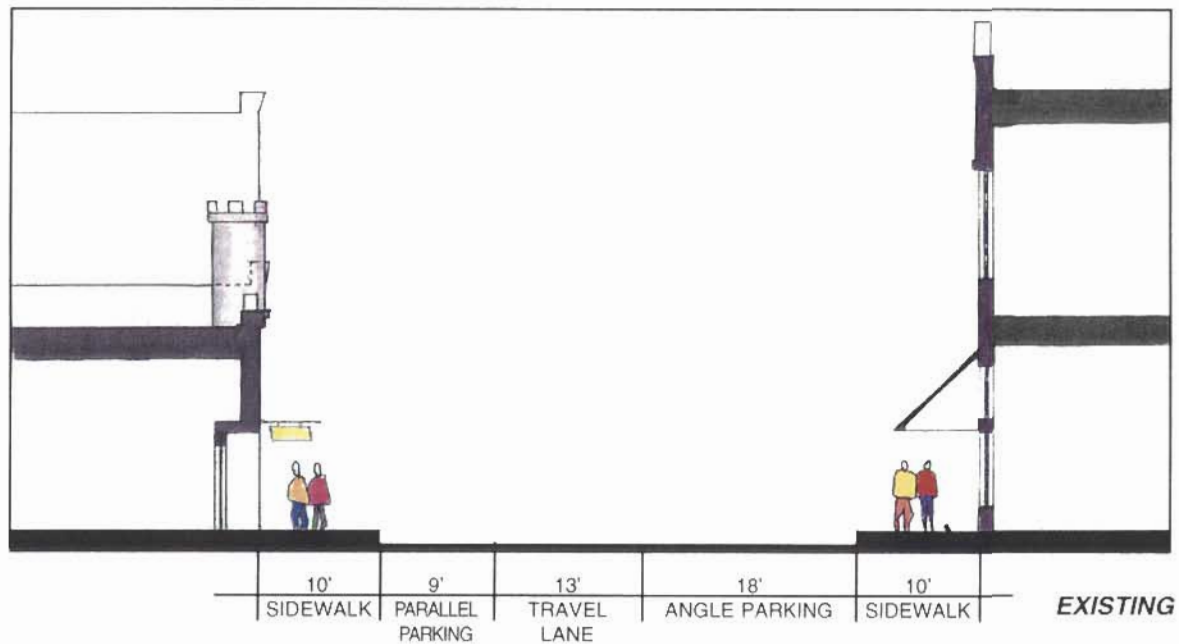
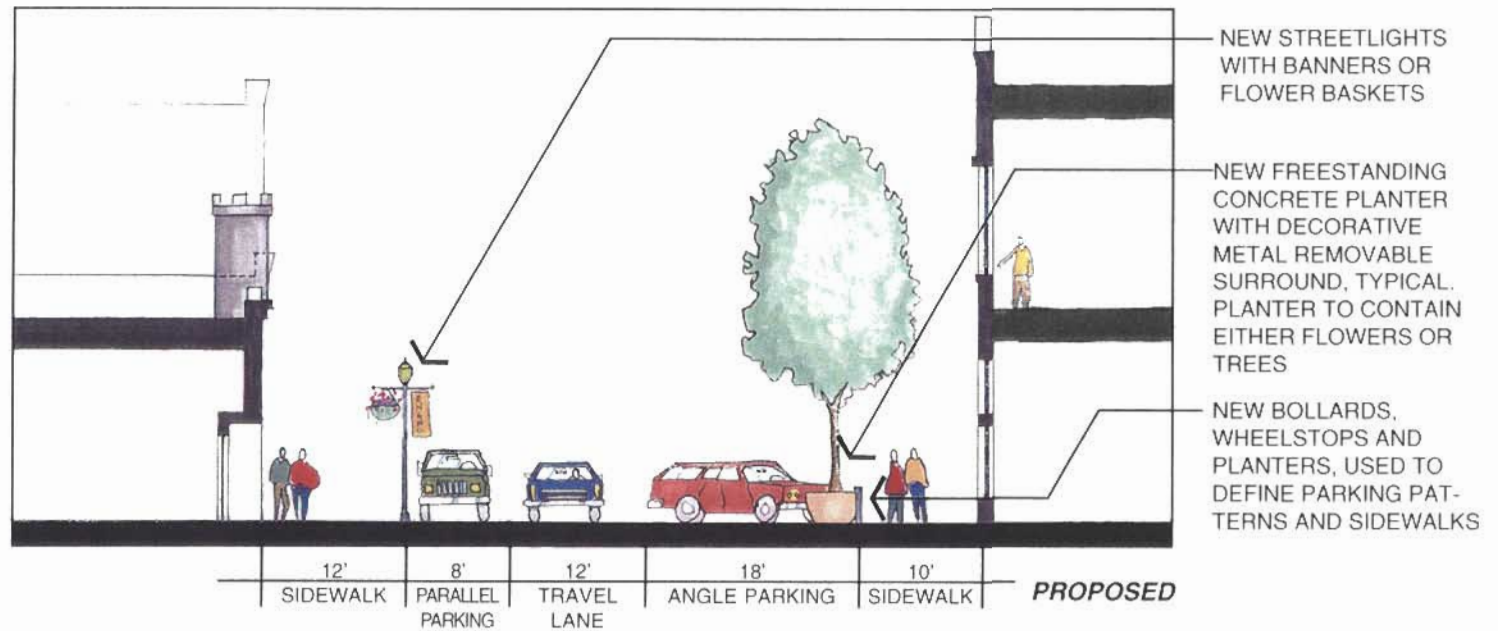
LOOKING EAST

**VIEW AT MAIN AND CHARLES ST.**  
**MT. ANGEL DOWNTOWN PLAN**



(L) EXISTING

**FIGURE 4-7**



**CHARLES ST. SECTIONS**  
**MT. ANGEL DOWNTOWN PLAN**

**FIGURE 4-8**



RECOMMENDED INFILL BUILDING, POTENTIALLY INCLUDING NEW PUBLIC RESTROOMS DIRECTLY ACCESSIBLE FROM THE SIDEWALK

FOUNTAIN RELOCATED FROM HIGHWAY 214

HISTORIC RAILROAD DEPOT



(M) EXISTING

RENOVATED ANDEXPANDED CITY HALL PARK WITH RESTROOMS REMOVED AND RELOCATED

NEW CROSSWALKS WITH CONCRETE AND BRICK PAVER TREATMENTS

## VIEW AT EXPANDED CITY HALL PARK MT. ANGEL DOWNTOWN PLAN

FIGURE 4-9



## CHAPTER 5: PLAN AND CODE REVISIONS

### INTRODUCTION

The following revisions to the City of Mt. Angel Comprehensive Plan, Transportation System Plan, Public Works Design Standards, and Zoning Ordinance will ensure that the Downtown Plan is implemented. In the following sections, new language is shown as **bold, underlined** text, and deletions are shown as **~~bold-strikethrough~~** text. Only the plan or code sections for which there are needed changes are included.

### COMPREHENSIVE PLAN POLICY REVISIONS

- The Comprehensive Plan map should be amended to include a Downtown Core Zone or Overlay Zone as shown in Figure 5-1
- On page 51, Commercial Land Use, add the following goals, objectives, and policies:

#### **GOALS:**

**3. To create an active, attractive, and economically vital downtown where people work, shop, and live.**

#### **OBJECTIVES:**

**5. Establish a downtown core zone or overlay zone to encourage development appropriate to downtown.**

#### **POLICIES:**

**8. In the downtown core, pedestrian-friendly development should be emphasized through building placement at the front property line, wide sidewalks, eliminating the off-street parking requirement, and encouraging good storefront design elements such as on-street entryways, display windows, and awnings.**

### TRANSPORTATION SYSTEM PLAN REVISIONS

- On page 23, under Arterial, Item 7 should be amended as follows:
  - 7. Bike Lanes: Required, ~~five~~ **six** foot

## **MT. ANGEL DOWNTOWN PLAN**

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- The TSP does not include a Commercial/Industrial Street Standard; however, the Mt. Angel Public Works Design Standard does. Either the Commercial/Industrial Street should be removed from the Public Works Standard, or a description of the intent and standards of this street classification should be added to the TSP on page 24, following the description of Collector Streets:
- The Mt. Angel Transportation System Plan is amended to include a Downtown Core Street Standard (Figure 4-8)
- Insert the following text into the TSP on page 24, following the description of Local Streets:

### **Downtown Streets**

**Downtown Streets have the primary function of providing access to the core commercial area. The streets in a downtown are equally important for pedestrians and motorists. On-street parking is critical to a downtown because the desired density of businesses precludes large areas of off-street parking. Wider sidewalks improve walking conditions, maximize the space for pedestrians and street furniture, and facilitate on-street parking. Street trees and furniture are important amenities for pedestrians.**

- 1. Access spacing: Minimum spacing between intersections of public roads, 250 feet (except for alleys). Minimum spacing for private drives is a maximum of one per block face. New accesses must be off of alleys or shared with an existing private drive.**
- 2. Minimum right-of-way: 60 feet**
- 3. Minimum curb-to-curb width: 36 feet**
- 4. Travel lanes: two, except for one block of Charles Street**
- 5. Off-street parking: Both sides**
- 6. Sidewalks: Required, 8-foot minimum width, 10 preferred.**
- 7. Bike lanes: shared roadway.**
- 8. Street trees approximately every 30 feet either in tree wells or in large planters.**

**The Mt. Angel downtown streets are shown in Figure 1, and include the following specifics:**

## MT. ANGEL DOWNTOWN PLAN

| <u>STREET NAME</u>  | <u>SECTION</u>                     | <u>SIDEWALKS</u>         | <u>PARKING</u>   | <u>DIRECTION</u> |
|---|------------------------------------|--------------------------|--|------------------|
| <u>Church St</u>  | <u>Main &amp; Sheridan</u>         | <u>10-ft, both sides</u> | <u>Parallel, both sides</u>                              | <u>Two-way</u>   |
| <u>Charles St</u>   | <u>Main &amp; Garfield</u>         | <u>14 ft, both sides</u> | <u>Diagonal, one side</u><br><u>Parallel, both sides</u> | <u>One-way</u>   |
| <u>Charles St</u>   | <u>Garfield &amp; Sheridan</u>     | <u>10-ft, both sides</u> | <u>Parallel, both sides</u>                              | <u>Two-way</u>   |
| <u>College St</u><br><u>Palmer St</u><br><u>Taylor St</u> | <u>Main &amp; Cleveland</u>        | <u>10-ft, both sides</u> | <u>Parallel, both sides</u>                              | <u>Two-way</u>   |
| <u>College St</u>   | <u>Main &amp; Railroad</u>         | <u>10-ft, both sides</u> | <u>Parallel, both sides</u>                              | <u>Two-way</u>   |
| <u>Garfield St</u>  | <u>Church &amp; Taylor</u>         | <u>10-ft, both sides</u> | <u>Diagonal, one side</u><br><u>Parallel, one side</u>   | <u>Two-way</u>   |
| <u>Cleveland St</u>                                       | <u>Charles &amp; College</u>       | <u>10-ft, both sides</u> | <u>Diagonal, one side</u><br><u>Parallel, one side</u>   | <u>Two-way</u>   |
| <u>Monroe Street</u>                                      | <u>Main &amp; 160 ft N of Main</u> | <u>10-ft, both sides</u> | <u>Parallel, both sides</u>                              | <u>Two-way</u>   |

- Insert the Downtown Street Standard shown in Figure 4-8 into **Exhibit B** of the TSP.

### PUBLIC WORKS DESIGN STANDARDS

- In Division 2.11: IMPROVEMENT STANDARDS BY STREET CLASSIFICATIONS: There appear to be several errors in Table 2.11a:
  1. The curb to curb width of 80' is most likely an error. Curb to curb width should be 36-50', depending on whether a center turn lane is needed. The Transportation Planning Rule requires that arterials include bike lanes and sidewalks.
  2. The TSP Includes on-street parking, either parallel both sides (36') or parallel on one side and diagonal on the other (46'). Sidewalks are a minimum of 8' in the Downtown Core Zone.
  3. The Transportation System Plan has a 32' local street standard.



## MT. ANGEL DOWNTOWN PLAN

- Amend Table "a" to add The Downtown Core Zone street standard:

| IMPROVEMENT REQUIREMENTS      |                         |                      |
|-------------------------------|-------------------------|----------------------|
| Street Classification         | Min. Right of Way Width | Curb to Curb Width   |
| Arterial                      | 80'                     | <b>80' 36 - 50'</b>  |
| Collector                     | 60'                     | 36'                  |
| Commercial/Industrial         | 60'                     | 36'                  |
| <b><u>Downtown Core</u></b>   | <b><u>60'</u></b>       | <b><u>36-46'</u></b> |
| Residential                   | 50'                     | <b>34' 32'</b>       |
| Residential Cul-de-sac        | 50'                     | 30'                  |
| Cul-de-sac Bulb (residential) | 50' radius              | 40' radius'          |
| Alleys                        | 20'                     | 20'                  |

- In Division 2-21, INTERSECTIONS, slightly tighter curb radii are suggested for the Downtown Core Zone street and local streets. Tighter curb radii are beneficial for pedestrians since they slow traffic and shorten crossing distances. Street Table 2-21e should be amended as follows:

| MINIMUM INTERSECTION CURB RADIUS       |                       |                       |  |  |  |
|--|-----------------------|-----------------------|--|--|--|
| Street Classification                  | Arterial Street       | Collector Street      | Commercial/<br>Industrial Street         | <b><u>Downtown Core<br/>Street</u></b> | Local Street                             |
| Arterial Street                        | 35 feet               | --                    | --                                       | --                                     | --                                       |
| Collector Street                       | 30 feet               | 30 feet               | --                                       | --                                     | --                                       |
| Commercial/<br>Industrial Street       | 35 feet               | 35 feet               | 35 feet                                  | ---                                    | ---                                      |
| <b><u>Downtown Core<br/>Street</u></b> | <b><u>25 feet</u></b> | <b><u>25 feet</u></b> | <b><u>25 feet</u></b>                    | <b><u>15 feet</u></b>                  | <b><u>15 feet</u></b>                    |
| Local Street                           | 25 feet               | 25 feet               | <del>30 feet</del> <b><u>25 feet</u></b> | <b><u>15 feet</u></b>                  | <del>20 feet</del> <b><u>15 feet</u></b> |

\* Note: On commercial streets where very large trucks must turn, this radius may need to be specifically engineered.

- In the drawings section of the Public Works Design Standards, several drawings should be altered, as follows:

## MT. ANGEL DOWNTOWN PLAN

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1. Drawing 201 shows a 34-foot wide local or residential street cross-section. The TSP describes a 32 foot cross-section for local streets.
2. A **Drawing 202 B** showing the Downtown Core Street should be added.
3. Drawing 204 shows a 44-foot wide arterial cross-section, and does not include bike lanes. The drawing should be revised to show a 36-foot wide cross-section with 6-foot bike lanes but without a center turn lane, and a 50-foot cross-section that includes a 14-foot center turn lane as well as 6-foot bike lanes.
4. Drawing 214 should be revised to reflect current ODOT standards for wheelchair ramps. Rather than a center ramp, the current standard includes a double ramp.

### CODE REVISIONS

- The following text is written as a new zone. If the City desires, this area could be treated as an overlay district rather than a new zone.

#### **Section 6.41: Downtown Core Zone (DC)**

**(a) Purpose: To provide for an appropriate range of mixed use retail, service, and residential uses that are primarily dependent on pedestrian patronage.**

**(b) Permitted Uses. The following uses are permitted in the Downtown Commercial Zone:**

**(1) All uses described in the General Commercial Zone except those listed in Section 6.4 (b) (11).**

**(c) Dimensional Standards. The following dimensional standards shall be required for all development in the Downtown Core Zone:**

#### **(1) Minimum Yard Setbacks**

|     |  |                       |
|-----|--|-----------------------|
| (A) | <b><u>Front Yard</u></b>                       | <b><u>none</u></b>    |
| (B) | <b><u>Side Yard</u></b>                        |                       |
|     | <b><u>Adjoining a non-residential zone</u></b> | <b><u>none</u></b>    |
|     | <b><u>Adjoining a residential zone</u></b>     | <b><u>15 feet</u></b> |

**(C)Rear Yard**

**Adjoining a non-residential zone      none**

**Adjoining a residential zone              15 feet**

**(D)Maximum Building Height              45 feet**

- In Section 8.3: Reduction Of Parking and Loading Area Allowed in the Business Center, make the following change:

Off-street parking and off-street loading area requirements for a particular use as enumerated in this Ordinance are not required for a new or expanding use when located within the ~~Parking~~ **Downtown Core Zone (or Overlay District) District delineated in Exhibit "A"**.

- In Section 11.6: Prohibited Signs, make the following addition:

It is unlawful to erect or maintain the following:

(a) Billboard signs;

(b) **Internally illuminated sign boxes in the Downtown Core Zone (or Overlay District).**





**DOWNTOWN CORE OVERLAY DISTRICT**

**FIGURE 5-1**

## **CHAPTER 6: POTENTIAL FUNDING SOURCES**

This chapter discusses a number of funding sources potentially available to Mt. Angel to fund portions of the downtown plan. These funding sources most likely will need to be combined over a length of time to fully implement the downtown plan.

Projects occurring on the highway may be financed by ODOT, the City, or a combination of the two. Any project funded by ODOT must be included on the State Transportation Improvement Program, which is updated biannually.

### **LOCAL REVENUE SOURCES**

#### **Gas Tax Revenues**

The state collects gas taxes, vehicle registration fees, and overweight and overheight taxes, and returns a portion of the revenues to cities and counties. This funding is typically used for street construction and maintenance, but it can be used to make other transportation-related improvements as long as they are located within the public right of way. This may include sidewalks, intersection enhancement for pedestrians, and bike lanes.

#### **System Development Charges**

System development charges (SDCs) are used by some communities to fund public works infrastructure needed for new developments. SDCs allocate portions of the costs associated with capital improvements to the development that increases demand on transportation, sewer, water, and parks. SDCs are not typically used to make general improvements. Mt. Angel does not currently charge SDCs.

#### **Local Improvement Districts**

Typically, the type of public realm projects identified in this plan are funded by one of several different types of local funding districts: Local Improvement Districts (LID), Economic Improvement Districts (EID), Business Improvement Districts (BID), or an Urban Renewal District (URD), which provides tax increment financing and tax exempt bonding.

LIDs provide funds for local types of capital improvements, such as sidewalks or other street improvements. Individual property owners usually have the option of paying the LID assessment in cash or applying for financing through the city. The assessment formula is typically based on criteria such as property frontage or trip generation.

EIDs typically base assessments on property values. EIDs cannot be used to fund capital improvements, but can be used to fund smaller projects that complement or support larger downtown improvements. EIDs are often managed by a downtown development board or group, and are limited to a five year duration.

BIDs are similar to EIDs; however, assessments are paid by business owners rather than property owners. BIDs cannot be used to pay for capital improvements, but can fund smaller projects. BIDs can be time limited or perpetual.

#### **Bonds**

Bonds provide a means for obtaining immediate capital financing of infrastructure projects. A bond is a formalized

agreement by which the bond issuer promises to repay the bond issuers a certain amount of money at a stated interest rate on a certain date. Government debt can be incurred at lower interest rates than commercial, because the interest is generally exempt from state and federal income taxes.

Measure 50 placed additional limits on bonded debt over those that were established by Measure 5. For debt that had been exempt under Measure 5, capital construction now excludes reasonably anticipated maintenance and repairs, supplies and equipment not intrinsic to the structure, and furnishings. The bond levy may be imposed for no more than the expected useful life of the project.

Several different bond types are available to municipalities and special districts: general obligation, revenue, assessment, re-funding, and certificates of participation.

General obligation bonds are typically secured by the issuer's promise to levy a property tax to pay the bonded debt principal and interest. They can typically sold at a lower rate of interest than other bonds. General obligation bonds require voter approval, and proceeds may be only used for capital construction and improvements.

Revenue bonds generally secure a higher interest rate than general obligation bonds. Revenue bonds are secured by a commitment of system user fees for facility revenues, and fees can be increased if needed to pay debt.

With assessment bonds, also known as Bancroft bonds, benefited properties are assessed to pay for a portion of the cost of local improvements. Once the assessment procedure has been completed, owners of assessed properties have the right to ap-

ply to pay their assessment over a period as determined by the municipality (with a minimum of 10 years).

Refunding bonds may be sold at a lower interest rate than the bonds outstanding, and the proceeds may be used to redeem the outstanding bonds. This allows the issuer to continue to pay the original debt at a lower interest rate. Alternatively, it may allow the debt service on the original bonds to be spread out over a longer period of time. Advance refunding bonds may be issued in advance of maturity or date of redemption. Proceeds from the sale of the advance refunding bonds are placed in an escrow account and invested so there is sufficient money to pay bondholders at the earliest possible redemption date.

Certificates of participation, also call lease purchase revenue bonds, are a financing technique for facilities, property, or equipment that uses the leasing power of local governments. Unlike general obligation bonds, no new tax levy is authorized. Therefore, no voter approval is necessary. Generally, certificates of participation represent participation in a tax-exempt lease, which is an agreement between a municipal government and a bank trust department or governmental agencies. Revenues to pay the certificate of participation can come from a number of sources, depending on the type of project financed. For example, a certificate of participation issued to finance a community facility may be paid back from special taxes such as room taxes or business license fees. When the certificate is retired, the local government owns the project.

### Short-term Debt

There are three types of short-term debt: tax and revenue anticipation notes, bond anticipation notes and warrants (Bancroft), and public improvement notes. In all cases, short-term



debt is incurred upon and secured by anticipated future revenues and a line of credit. Issuing short-term notes allows the issuer to delay long-term financing until the market is more stable.

### STATE AND FEDERAL SOURCES

#### Grants and Loans

There are a number of state and federal grant and loan programs available for economic development or specific transportation projects. Most programs require a match from the local jurisdiction. Most of the programs available for transportation projects are administered through Oregon Department of Transportation (ODOT) or the Oregon Economic and Community Development Department (OECDD). Several of these are described below.

State Pedestrian and Bicycle Grants, administered by ODOT, are grants for pedestrian or bicycle improvements on state highways or local streets. Grant amounts are up to \$200,000, with a local match encouraged. The grants requires the applicant to administer the project, and projects must be situated in road or highway rights-of-way. Projects include sidewalk in-fill, handicap access, street crossings, intersection improvements, and minor widening for bike lanes. The grant cycle is every two years, coinciding with State Transportation Improvement Program update cycle. Cities and counties may apply.

The Special Small City Allotment Program is restricted to cities with populations under 5,000. No locally funded match is required for participation. Grant amounts are limited to \$25,000 and must be earmarked for surface projects such as

drainage, curbs, and sidewalks. The program allows cities to leverage local funds on non-surface project if the grant is used specifically to repair the affected area. The Special Small City Allotment Program is managed through ODOT.

The Immediate Opportunity Fund provides street and road improvements to influence location or retention of firms providing primary employment or revitalize business or industrial centers where the investment is not speculative. Application is through OECDD.

The Oregon Transportation Infrastructure Bank provides loans and other financial assistance to local jurisdictions for federal-aid eligible highway and transit capital projects. Loans can cover all or a portion of an eligible project. Cities, counties, special districts, transit districts, tribal governments, ports, state agencies, and private for-profit and non-profit organizations can apply. The OTIF is administered by ODOT.

Special Public Works Fund is administered by OECDD. The Fund has money targeted from lottery bond proceeds for loan and grant assistance to eligible public entities for the construction of infrastructure that leads to business location or expansion and the creation or retention of jobs. These are defined as providing "educational, commercial, recreational, cultural, social, or similar services to the public. This is program for which cities and counties may apply. The infrastructure must be needed primarily to support economic development, and 30% of jobs created or retained must be family wage jobs.

OECDD also administers the Oregon Bond Bank, which pools municipal loans made under the Special Public Works Fund and Water/Wastewater Financing programs into state revenue bonds. The purpose of the bond bank is to provide small

communities access to financial markets to finance infrastructure projects at lower rates.

Oregon Tourism Commission provides matching grants up to \$100,000, coordinated with OECDD's Needs and Issues process in order to give applicants more exposure to a greater number of potential funders. The focus is on tourism-related projects within a larger economic development strategy, with funds are for tourism projects such as marketing materials, market analyses, signage, visitor center development planning, etc., but not for construction of infrastructure. Non-profit agencies, municipalities, tribes, and ports may apply.

OECDD administers the state's annual federal allocation of Community Development Block Grants (CDBG) for non-metropolitan cities. The notational objective of the program is "the development of viable urban communities, by providing decent housing and a suitable living environment and expanding the economic opportunities, principally for persons of low and moderate income." Eligible projects include downtown revitalization projects such as clearance of abandoned buildings or improvement to publicly owned facilities or infrastructure such as curbs, gutters, storm drainage, sidewalks, streetlights, landscaping, water and sewer, and permanent benches. Matching funds are required.

The Federal Surface Transportation Program is used to construct, re-construct, and restore roads and complete operational improvements on federal aid highways. In particular, Transportation Enhancement activities can be funded. Matching (non-federal) funds are required in varying proportions from 10% to 50% depending on program selected. This program is administered by ODOT.

The Hazard Elimination Program (HEP), administered by ODOT, carries out safety improvement projects to reduce the risk, number, and severity of accidents at highway locations or public road or public transportation facility. If, for example, Mt. Angel identified a safety problem at one of the intersections of Highway 214 and downtown, then accident records, justification documents, and other information could be submitted to ODOT, which would then prepares a draft prospectus and sends it to the Traffic Management Section to determine eligibility. State and local agencies may apply.

CHAPTER 7. PROJECT ALTERNATIVES: ESTIMATED COSTS

Approximate costs for each alternative are included in Table 7-1. Because certain construction costs are based on experience in other cities, it is possible to make approximate cost estimates for

some types of public realm improvements. Final costs will be developed by the City as detailed design and engineering drawings are prepared for specific locations.

TABLE 7-1: TRANSPORTATION AND STREETScape IMPROVEMENTS: ESTIMATED COSTS

| PROJECT  | LOCATION                     | SPACING/NUMBER   | <sup>1</sup> COST | <sup>2</sup> EST. COST | <sup>3</sup> TIMING |
|--|------------------------------|------------------|-------------------|------------------------|---------------------|
| <b>CHARLES STREET TOWN SQUARE</b>                |                              |                  |                   |                        |                     |
| Drinking fountain                                | Charles bet. Main & Garfield | 1 total          | \$1,000/fountain  | \$1,000                | Mid-term            |
| Pedestrian scale light poles                     | Charles bet. Main & Garfield | 25' apart (8)    | \$2,500/pole      | \$20,000               | Mid-term            |
| Trash cans                                       | Charles bet. Main & Garfield | 1/block side (2) | \$500/can         | \$1,000                | Short-term          |
| Benches  | Charles bet. Main & Garfield | 3/block side (6) | \$800/bench       | \$1,800                | Short-term          |
| Removable bollards to close street during events | Charles @ Main & Garfield    | 8' apart (10)    | \$300/bollard     | \$3,000                | Short-term          |
| Bike racks                                       | Charles bet Garfield & Main  | 1/block side (2) | \$200/bike rack   | \$400                  | Short-term          |
| Textured concrete w/stamped design.              | Charles bet Garfield & Main  | 12,000 sf        | \$3.50/sq ft      | \$4,2000               | Long-term           |
| Add street trees in movable planters             | Charles bet Main & Garfield  | As shown (5)     | \$200/tree        | \$1,000                | Short-term          |
|  |                              |                  | \$750/planter     | \$3,750                |                     |
| Planters w/flowers                               | Charles bet Main & Garfield  | As shown (10)    | \$750/planter     | <u>\$7,500</u>         | Short-term          |
|  |                              |                  |                   | <b>\$81,450</b>        |                     |
| <b>DEPOT PLAZA</b>                               |                              |                  |                   |                        |                     |
| Textured, colored concrete                       | Next to Depot                | 50,000 sf        | \$3.50/sq ft      | \$17,500               | Long-term           |
| Curb extensions                                  | E side of Main @ Charles     | 2                | \$2,200/corner    | \$4,400                | Long-term           |
| Permanent bollards                               | Main @ Depot Plaza           | 8' apart (10)    | \$100/bollard     | \$1,000                | Long-term           |
| Drinking fountain                                | Depot Plaza                  | 1/block side (2) | \$1,000/fountain  | \$1,000                | Long-term           |
| Pedestrian scale light poles                     | Depot Plaza                  | 25' apart (6)    | \$2,500/pole      | \$15,000               | Long-term           |
| Trash cans                                       | Depot Plaza                  | 2                | \$500/can         | \$1,000                | Long-term           |
| Benches  | Depot Plaza                  | 4                | \$800/bench       | \$3,200                | Long-term           |
| Street trees in movable planters                 | Depot Plaza                  | 3                | \$200/tree        | \$2,800                | Long-term           |
|  |                              |                  | \$750/planter     |                        |                     |
| Planters w/flowers                               | Depot Plaza                  | 3                | \$750/planter)    | <u>\$2,250</u>         | Long-term           |
|  |                              |                  |                   | <b>\$48,150</b>        |                     |
| <b>OTHER DOWNTOWN STREET IMPROVEMENTS</b>        |                              |                  |                   |                        |                     |



## MT. ANGEL DOWNTOWN PLAN

|                              |                         |                                    |                     |                 |            |
|------------------------------|-------------------------|------------------------------------|---------------------|-----------------|------------|
| Oktoberfest Gateway          | At Oktoberfest Park     | Bavarian-style gate                | One                 | \$3,000         | Mid-term   |
| Diagonal parking             | Along Garfield between: | 9'x18' (20)                        | \$10/stall          | \$200           |            |
|                              | ➤ Church & Charles      |                                    | \$40/handicap stall | \$160           | Short-term |
|                              | ➤ College & Palmer      |                                    |                     |                 | Short-term |
| Curb extensions              | Garfield & Cleveland @: | 4/intersection (12)                | \$2,200/corner      | \$26,400        |            |
|                              | ➤ Church                |                                    |                     |                 | Mid-term   |
|                              | ➤ Charles               |                                    |                     |                 | Mid-term   |
|                              | ➤ Palmer                |                                    |                     |                 | Long-term  |
| Textured concrete crosswalks | Garfield & Cleveland @: | 10'x30', 300 sf,<br>4/intersection | \$3.50/sf           | <u>\$3,600</u>  |            |
|                              | ➤ Church                |                                    |                     |                 | Long-term  |
|                              | ➤ Charles               |                                    |                     |                 | Mid-term   |
|                              | ➤ Palmer                |                                    |                     | <b>\$30,360</b> | Long-term  |

### PARK IMPROVEMENTS

|                                |   |                                |                     |                     |          |
|--------------------------------|---|--------------------------------|---------------------|---------------------|----------|
| Close traffic cut-through      | Bet. Church & Charles @<br>Cleveland @ Berchtold Park | 125' curb<br>No Left Turn sign | \$12/lf<br>\$200/ea | \$1,500<br>\$200    | Mid-term |
| Develop plaza treatment        | @ redeveloped cut-through                             | 1,750 sf                       | \$3.50/sf           | \$6,125             | Mid-term |
| Reinstall Oktoberfest Fountain | Berchtold Park extension                              |                                | Unknown             |                     | Mid-term |
| Benches                        | Berchtold Park extension                              | 2                              | \$800/bench         | \$1,600             | Mid-term |
| Landscaping                    | Berchtold Park extension                              | 650 sf                         | \$1.50/sf           | \$975               | Mid-term |
| Pedestrian scale light poles   | Berchtold Park extension                              | 1                              | \$2,500/pole        | <u>\$2,500</u>      | Mid-term |
|                                |   |                                |                     | <b>+/- \$12,900</b> |          |

### HIGHWAY 214 IMPROVEMENTS

|  |   |                      |                   |                 |           |
|--|---|----------------------|-------------------|-----------------|-----------|
| Interim intersection improvement:<br>island extension, signs, restriping | 214/Main/Church                           | 350 lf curb          | \$12/lf           | \$4,200         | Mid-term  |
|  |   | 3,000 sf landscaping | \$1.50/sf         | \$4,500         |           |
|  |   | 6 traffic signs      | \$200/ea          | \$1,200         |           |
|  |   | 300 lf striping      | \$1.10/lf         | <u>\$330</u>    |           |
|  |   |                      |                   | <b>\$10,230</b> |           |
| Signalize Intersection   | 214/Main/Church                           | 6 signal poles       | \$150,000 ea      | \$900,000       | Long-term |
| Roundabout   | 214/Main/Church                           |                      |                   | \$400-600,000   | Long-term |
| Bike Lanes on 214  | Downtown Core Zone                        | 1400 lf of 8" stripe | \$1.10/lf         | \$1,500         | Long-term |
|  |   | 6 stencils           | \$100/stencil     | <u>\$200</u>    |           |
|  |   |                      |                   | <b>\$1,700</b>  |           |
| Sidewalk   | W side of Main, bet Charles<br>& Railroad | 600 sf sidewalk      | \$2.75/sf         | \$2,200         | Mid-ter   |
|  |   | 100 lf curb          | \$12/lf for curbs | <u>\$1,200</u>  |           |
|  |   |                      |                   | <b>\$3,400</b>  |           |

## **MT. ANGEL DOWNTOWN PLAN**

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<sup>1</sup> Does not include installation costs.

<sup>2</sup> These costs are approximate and do not include site-specific engineering, drainage, or utility costs, or land use acquisition. These costs presented in this table **MUST NOT** be considered actual costs until detailed design and engineering drawings are prepared for specific locations.

<sup>3</sup> Implementation: Short-term = develop in 1-5 years; Mid-term = develop in 5-10 year; Long-term = develop in 10-20 years.

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