

# Downtown Garibaldi, Ore. Master Plan

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Final Report

February 19, 2008

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Graphics produced by Marc Bevens and Henry Fitzgibbons, Soderstrom Architects  
Text produced by Kevin Greenwood, City of Garibaldi

# I. INTRODUCTION

## PUBLIC INVOLVEMENT

### **Garibaldi Urban Renewal Agency**

Val Folkema, Chair, Port of Garibaldi representative  
Carolee North, Vice Chair, Garibaldi Planning Commission rep.  
Doris Mengel, At-large rep.  
Bill Fouste, At-large rep.  
Hon. Suzanne McCarthy, Mayor  
Terry Kandle, City Council President  
Marv Evans, City Council Vice President  
Roberta Bettis, City Council Member  
Jerry Bartolomucci, City Council Member

### **Staff, Consultants, Agency Representatives**

Marc Bevens, Soderstrom Architects, Portland, Ore.  
Henry Fitzgibbons, Soderstrom Architects, Portland, Ore.  
Ingrid Weisenbach, Oregon Department of Transportation  
Bob White, Tillamook People's Utility District  
Kevin Greenwood, Garibaldi City Administrator  
Wayne Schultz, Garibaldi Public Works Director

### **Public and Other Representatives**

Aaron Zorko, Oregon Coast Scenic Railroad  
Tom Jayred, Tillamook Urban Renewal  
Cheryl and Warren Evans, Garibaldi Museum  
Don Bacon, Port of Garibaldi  
Mary Sause, Port of Garibaldi  
Bil Luth, Garibaldi Planning Commission  
Rob Trost, Old Mill Marina  
Dick Stanfill, Myrtlewood Factory  
Emmy Lou Orahood  
Christie Zerfing  
Lorraine Vandecoevring  
Ernie Huff  
Paul and Lois Daniels  
Art Beyers

## WORKSHOP SCHEDULE

August 6, 2007  
September 10, 2007  
November 19, 2007  
January 7, 2008  
February 4, 2008

## BACKGROUND

This Downtown Master Plan Final Report is a culmination of efforts by the City of Garibaldi, Port of Garibaldi, Garibaldi Urban Renewal Agency (GURA), and Garibaldi Planning Commission to develop a long-term vision for the development of downtown Garibaldi. GURA was given the charge by the City Council to work on the project and held five public workshops to develop this report.

On June 18, 2007, the City Council awarded the design bid to Soderstrom Architects for \$25,500 and asked GURA to set priorities for the project. It was also noted that along with the \$11,625 loan to GURA, the Port of Garibaldi would contribute \$3,875 toward the project. The City also received a \$10,000 federal grant to help offset planning costs.

GURA met on August 6<sup>th</sup> to further review the projects to be included in the master plan. At this time the scope of work included a wide overview including the Port of Garibaldi, other waterfront property and downtown from a “5,000 ft. perspective” that would tie-in to a similar plan previously generated by the Old Mill Marina.

The September 10<sup>th</sup> workshop gave Marc Bevens and Henry Fitzgibbons from Soderstrom significant public input based upon their presented design. Dozens of changes were suggested. The board felt that due to the large scope of work, an entire city/port-wide overview would not serve the agency’s purposes based upon time constraints. The group agreed to focus on a handful of areas with more details. Suggestions were routed through City Hall to Soderstrom to re-focus the project.

As the scope of work was becoming more detailed in a smaller area, Ingrid Weisenbach from ODOT and Bob White from Tillamook PUD attended the November 19<sup>th</sup> workshop to help with technical concerns. The board had agreed to focus on downtown from Second St. to Eighth St., however, Weisenbach cautioned about including Third and Seventh Sts. due to problems that could be created for the surrounding property owners. The board agreed to develop a more detailed “refinement plan” for the area between Third and Sixth Sts. agreeing to avoid significant remodeling of the Third and Seventh St. intersections. Discussions focused on a handful of issues in this area: relocation of utility lines, curb extensions, street lighting, and street section dimensions. Based upon the discussion, staff was directed to come up with a series of options for all four categories and allow the board an opportunity to discuss and vote on each of the characteristics.

The group reconvened on January 7<sup>th</sup> with the goal of providing Soderstrom final direction on the plan’s vision. Seven of the nine voting members of the Garibaldi Urban Renewal Agency were in attendance and voted on seven specific issues for downtown. The findings in this final report document the discussion and vote on the issues along with a list of priorities that also included rehabilitating crosswalks and the addition of sidewalk amenities.

GURA met for one last workshop on February 4<sup>th</sup> to review the final draft. Bevens gave a block-by-block powerpoint presentation (attached to the back of this report) showing what the agreed-upon vision would look like if, and when, implemented. It was noted that the

“Garibaldi Plaza” stands out as a central location in downtown and that further visioning may need to take place at this site. Some discussion centered around focusing on a small part of downtown and making it as pleasant as possible and radiating from there toward both ends of downtown. Chair Folkema summarized the process and felt that the presented plan is an overall upgrade to downtown, that it was an accurate representation of the public’s input and that she felt comfortable using it as a driving document for future downtown goals. A motion was made by Marv Evans, seconded by Doris Mengel, to approve the presented documents as a guide for developing a Downtown Master Plan. The motion passed by all in attendance and this document is a synthesis of GURA’s process.

## **II. WORKSHOP SUMMARY**

The January 7<sup>th</sup> workshop was critical for developing key policies that allowed the architects to finalize their version of GURA’s vision. With the assistance of Ingrid Weisenbach, ODOT, and Bob White, Tillamook PUD, GURA voted on seven key characteristics. The summaries follow:

### **RELOCATION OF UTILITY LINES**

Bob White added important technical background to the agency’s discussion regarding how utility lines might be relocated. He noted that most prefer to have them undergrounded, but that relocating the lines off of Garibaldi Ave. might be more cost effective. He did, however, not discourage the group from considering their vision, but noted that it would be expensive. White added that the cable and telephone companies would also need to be involved. The group discussed relocating poles off of Garibaldi Ave. as an alternative to burying and most felt that would be satisfactory if undergrounding was too expensive. White added that there would also be added costs to private property owners to provide for new infrastructure. Discussion on decorative power poles as yet another alternative. Greenwood noted that recent discussions with PUD regarding this issue had already resulted in an underground “drop” line.

#### **Recommendation**

Six of the seven members voted in favor of undergrounding utility lines, but would be satisfied with relocating the lines off of Garibaldi Ave. in the expense was too much. One member felt that the current power pole configuration was satisfactory.

### **CURB EXTENSIONS**

Marc Bevens defined “curb extensions” as bump-out or bulb-out areas at intersections that project into the parking space area. Normally extensions take the space of a non-parking space on the right of way and are normally eight feet wide. Extensions help with ADA compliance, safety issues and have a slowing effect on traffic. Bevens added that the side streets would maintain the 15-ft. travel lane. Ingrid Weisenbach noted that the turning radii will still be tweaked to meet highway standards. Extensions can be retrofitted to provide for storm drainage at a much more affordable cost and that extensions on the south side of Garibaldi Ave. are possible as well at ODOT permitted crosswalks. Most felt that Third St. would be a great intersection for extensions, but ODOT had recommended avoiding too much infrastructure development at Third St. Additional comments included concerns about maintaining as much on-street parking as possible, turning radii at corners and increasing safety through downtown.

### **Recommendation**

Six of the seven members voted in favor of building curb extensions. General consensus prioritized the intersections as follows: Fourth St., Fifth St., Sixth St. There was also consensus that if ODOT would agree, a curb extension at Third would be a high priority.

### **RIGHT OF WAY CROSS SECTION**

The board reviewed three different scenarios for a sixty foot right of way: (1) a denser downtown street section that had a 12-ft. travel lane, 8-ft. parking, 4-ft. amenity strip and 6-ft. sidewalk, (2) the current section that has a 15-ft. travel lane, 8-ft. parking and 7-ft. sidewalk, and (3) ODOT multi-use (bike/motor) option that has a 14-ft. travel lane, 8-ft. parking and 8-ft. sidewalk. Weisenbach noted that options (1) and (3) would both require changing the curb's location which would be expensive. Wayne Schultz, Public Works Director, added that the undergrounding of utilities could occur at the same time as the curb relocation. Schultz also felt that narrowing the travel lane would cause safety issues for city employees that work on the edge of the right of way. There were also concerns about trees or other vegetation planted in amenity strips that would interfere with storm drainage. It was also reviewed that the Planning Commission is currently working on Downtown Zoning and that one requirement of the new development would be a 3-ft. setback to match the sidewalk. The setback area could include seats, kiosks or other amenities benefitting the business.

### **Recommendation**

All seven members voted in favor of keeping the current street section (option 2) throughout the Special Transportation Area.

### **STREET LIGHTING**

White noted that separate stand alone light poles could be installed separately from the power poles that currently exist. Bevins provided samples of human-scaled lamp posts. The City's 1999 Oregon Downtown Development Association Report also provided examples of similar street posts. Group felt that the individual, stand-alone, human-scaled lamp posts would only be effective if the utility lines had been relocated.

### **Recommendation**

Six of the seven members voted in favor of stand-alone, human-scaled lamp posts at intersections and mid-block if the utility lines were relocated. One member felt that the current situation was satisfactory.

### **LIMITING MID-BLOCK ACCESS TO GARIBALDI AVE.**

Greenwood discussed Special Transportation Area requirements that limit mid-block access to Garibaldi Ave. (US101). Staff recommended limiting access when other access to a side street is available. Group felt that this would be limited to redevelopment only and staff agreed that property owners must always have access to a public right of way. Discussion about driveways crossing sidewalks at mid-block increasing pedestrian safety issues as well as breaking up the visual look of downtown.

**Recommendation**

All seven members agreed to limit access to Garibaldi Ave. when it would not create a hardship on property owners.

**CROSSWALK IMPROVEMENT/REHABILITATION**

Discussion about inlaid tile or other surface that would beautify ODOT approved crosswalks. Weisenbach noted that unless there are separate agreements for maintaining crosswalks, ODOT engineers have strict guidelines for how crosswalks are laid. It was also noted that all corners of an intersection are a legal crosswalk, but that crosswalk marking must be permitted by ODOT.

**Recommendation**

Consensus of the board was to see crosswalks beautified or further distinguished compliant with ODOT standards or agreements.

**STREET AMENITIES**

The group briefly discussed the types of amenities that could be on the right of way. Weisenbach noted that curb extensions provide additional space for amenities. Greenwood noted that if the curb extensions were run up the side streets as well above ground utility boxes could be placed on the extension off of Garibaldi Ave. Benches, flower boxes and public art were all discussed. Many of these items would also be included on the proposed 3-ft. setbacks.

**Recommendation**

Consensus of the board was to include street amenities where possible and when appropriate.

**PRIORITIZATION OF OPTIONS**

Weisenbach listed the six appropriate survey options (utility line relocation, curb extensions, street lighting, improved crosswalks, street amenities and “do nothing”) and gave each board member three stickers of equal value to place next to the options of their choice. They could place all three on one option or spread them out over three options.

**Results**

1. Curb Extensions
2. Street Lighting
3. Relocation of Utility Lines
4. Crosswalk Improvements
5. Do Nothing
6. Street Amenities

### **III. NEXT STEPS**

Based upon the discussion and decisions made during the GURA workshops on this topic and the recommendations made by Cogan Owens Cogan, Portland, Ore. in their Special Transportation Area TGM Outreach Workshop Final Report dated June 30, 2007, the following steps are identified as part of the Downtown Garibaldi Master Plan Final Report for implementing standards within the ODOT designated Special Transportation Area and Downtown (D-1) Zone:

#### **DEVELOPMENT OF A DOWNTOWN REFINEMENT PLAN**

Develop a Refinement Plan for Garibaldi Ave. (US101) between Sixth and Third Streets in downtown Garibaldi. Include cost estimates, rough engineering, likely funding sources and phasing schedules as elements. In addition, the refinement plan would include proposed Comprehensive Plan language to update the Transportation System Plan, suggest policies for a STA Management Plan and potentially address access management issues. This document would be helpful for pursuing Oregon Department of Transportation grants as it could include phases for implementing the priorities as identified by the agency. In conversations with DLCD, a downtown refinement plan would be an eligible Transportation Growth Management grant project. TGM grant notices of intent will open in Fall 2008 for possible award in Summer 2009.

#### **FURTHER REFINE "GARIBALDI PLAZA" VISION**

In considering priorities within the Garibaldi Urban Renewal Plan, staff noted that instead of focusing on a specific project within the entire district (i.e. underground utilities from Driftwood Ave. to Twelfth St.) perhaps it would make more sense to focus on a specific area within the district (i.e. 301 Garibaldi Ave. or "Garibaldi Plaza") to accomplish a number of goals that could be used as a successful example of urban renewal.

The group identified the Garibaldi Plaza as an important central point in downtown. The area could be developed from Garibaldi Ave., including the city property, the Port of Tillamook Bay rail road, the Port of Garibaldi Lumberman's Park, to American Way and the fish cleaning station. Due to the scope of work, a number of stakeholders were identified: the City of Garibaldi, Port of Garibaldi, Port of Tillamook Bay, Oregon Coast Scenic Railroad (POTB leaseholder), and Garibaldi Lion's Club (POG leaseholder). A facilitator may need to be hired to effectively work with the wide range of interests and issues affecting the stakeholders. With a successful vision identified for the plaza, the City and GURA could then begin working with developers for the potential advancement of the 301 Garibaldi Ave. site.



## IV. WORK PRODUCTS

1. Street View of Garibaldi Plaza
2. Site Plan
3. Eastbound along Garibaldi Ave. through 6<sup>th</sup> and 5<sup>th</sup> St. intersections
4. Eastbound along Garibaldi Ave. through 4<sup>th</sup> and 3<sup>rd</sup> St. intersections
5. Overhead View of Garibaldi Plaza
6. Street View of Commercial Buildings at 3<sup>rd</sup> St.
7. Plaza View of Commercial Building at 3<sup>rd</sup> St.
8. Westbound/Overhead View of 3<sup>rd</sup> St. intersection.

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