

City of John Day Innovation Gateway Area Plan

November 2019

Acknowledgements

PAC/TAC

Project Advisory Committee (PAC)

Chris Cronin	Chair of School Board
Kara Kohfield	John Day Resident
Alec Oliver	Rancher, Seneca
Levi Manitsas	Pastor / Hospital Board
Ashley Stevick	John Day Resident
Lindsay Madden	Eastern OR Realty
Gordon Larson	Business Owner/Rancher, Grant County
Haley Walker	Airport Manager / School Board
Dustin Oates	Ed Staubs
Lisa Weigum	Parks & Rec / Former Councilor
King Williams	Business Owner, Canyon City Resident
Elliot Sky	John Day Resident / New Resident
Leann Gast	Cosmetology College former owner
Amanda Martino	Blue Mountain Land Trust, Mt. Vernon
Kate Cueno	Forest Service, John Day Resident
Shaun Robertson	Business Owner
Cindy Lemcke	Worksource Oregon
Allison Field	Grant Co. Economic Development Office
Didgette McCracken	OSU, Extension & Outreach
Jake Bellingier	Business Owner in John Day
Rob Raschio	Public Defender/Local Attorney

Technical Advisory Committee (TAC)

Ken Boethin	Planning Commission Chair
Angie Jones	District Manager, Grant Co. Transp. District
Shane Griffin	ODOT District 14
Shannon Adair	City Councilor
Derek Daly	CEO, Blue Mountain Hospital District
Bret Uptmor	School District 3 Superintendent
Scott Myers	Grant County Judge
Amy Charette	Watershed Restoration Coordinator, Warm Springs Reservation of Oregon
Russ Young	Parks & Rec District Representative
Roy Walker	USDA Forest Service Representative
Brent Smith	ODFW Representative
Bruce Ward	President, Grant Co. Chamber of Commerce
Robert Waltenburg	Grant ESD Superintendent

City of John Day

Nicholas Green, City Manager
Aaron Lieuallen, City Planner

ODOT

Cheryl Jarvis-Smith

Consultant Team

Walker Macy Landscape Architects and Planners

Ken Pirie, Principal
Mike Zilis, Principal
Aaron Maples, Landscape Designer
Tiffany Swift, Landscape Designer

Kevin Chewuk, DKS, Transportation
Matt Hastie, Angelo Planning Group, Land Use
Kristen Kibler, JLA, Public Involvement
Matt Craigie, ECONorthwest, Economics
Bob Parker, ECONorthwest, Economics
Gardner Johnston, Interfluve

This project is partially funded by a grant from the Transportation and Growth Management (“TGM”) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Fixing American’s Surface Transportation Act (“FAST-Act”), local government, and State of Oregon funds.

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

Table of Contents

Executive Summary	4
Goals & Objectives	12
Existing Conditions	18
City Strategy for Growth	20
Site Context	22
Planning Context	23
Transportation System	25
John Day River Background	28
John Day River Restoration	30
Sustainable & Interpretive Features	32
Innovation Gateway Concept	34
Opportunities & Challenges	36
Concept Overview	38
Wayfinding & Overlooks	43
Planer Shed Adaptive Reuse	44
Gateway Monuments	46
Placemaking Opportunities	47
Evaluation Criteria	48
Transportation	50
Transportation Solutions Map	52
Proposed Circulation System	54
Street Design	60
Transportation Summary	64
Implementation	66
Funding & Finance	68
Transportation Funding Sources	72

Executive Summary



Concept

The John Day Innovation Gateway Project is an integrated community development, transportation and design plan that envisions the revitalization of the former Oregon Pine mill site and adjacent riverfront properties as a dynamic, thriving and welcoming public space. The John Day River is a central, cohesive element of the Innovation Gateway, with public trails winding through restored habitat along the riverbanks, creating the connective tissue for a wide range of new land uses and a bold vision for the use of reclaimed wastewater. These improvements offer significant public investments for John Day's future and support the City's initiatives to maximize innovation and efficiency, build partnerships and spur a sustainable and resilient economy that retains and attracts a range of residents and businesses to John Day.



Activity

The redevelopment on the site of the former Oregon Pine Mill will create a welcoming first impression of John Day and signal vibrant development activity and momentum for the city. The vision for this site emphasizes public amenities that bring the John Day community and visitors together. Former mill structures will be renovated to host events such as farmers markets, classes, events as well as communicate the history and identity of John Day. Water sourced from the new state-of-the-art wastewater treatment plant will be showcased in a water garden and in hydroponic greenhouses. The area will be a hub of recreation with a beach for swimming, tubing, and small boat access, and trails for jogging, biking, or walking. A lawn adjacent to the renovated Planer Shed will host a variety of events, such as food and beverage festivals, movie nights, concerts, and fairs. The site will act as an employment node with a potential office development, vendors in the Planer Shed Pavilion, a 60-room hotel and Public Works facilities.



Integrated Park System

The proposed parks and recreation improvements are part of a broader economic redevelopment plan to improve access to the John Day River and restore 100 acres of brownfield. This strategy will help revitalize the City of John Day by creating a destination for visitors and reinforcing the city's position as a regional hub for a wide range of outdoor recreation activities. Among the notable environmental benefits of the project is the city's ability to reclaim over 90 million gallons per year of wastewater and put it to beneficial reuse irrigating the integrated park system and providing non-potable water for the facilities.



The integrated park system is a placemaking approach to improve the overall health of the community and open access for residents and visitors alike to the John Day River. It extends the existing trail system and create access to parks for underserved and economically distressed neighborhoods. It creates options for kids to get to multiple recreation sites without using surface streets, provides needed parking to support visitors to the area, and lays the groundwork for future amenities including a new community pool, a new Kam Wah Chung interpretive center, in-city camping and a restored riverfront.

Economic Redevelopment

A parallel study performed by ECONorthwest focused on economic redevelopment potential for the City and Innovation Gateway, with an aim of achieving the three basic tenets of the city's ambitious Strategy for Growth:

1. **Differentiated capabilities:** Identify those things that make John Day stand out in positive ways from other communities.
2. **Cost structure alignment:** Adjust spending priorities so the investments the City makes and the costs incurred align with differentiated capabilities.
3. **Organize for growth:** Empower strategic partners, local stakeholders, and City Staff to further this strategy by re-directing efforts toward growth initiatives.



Pedestrian & Bicycle Circulation

The concept creates safe and comfortable connections between the Innovation Gateway site and destinations such as Downtown John Day, 7th St Park, Davis Creek Park, Hill Family City Park, Fairgrounds, and the Kam Wah Chung State Heritage Area. The proposed trail system includes new trails on the north and south banks of the John Day River and connective trails within new parks. The trail system may incorporate boardwalks, paving, and more rustic gravel paths. Three additional footbridges over the John Day River encourage exploration of the restored river and better connections for adjacent neighborhoods. On-street pedestrian connections and bike lanes link these new trails with town destinations, and will include new sidewalks and improvements such as pedestrian scale lighting, enhanced crossings, bulb-outs, benches, street trees, and signage.



Vehicular Circulation System

The extension of the 7th Street minor arterial will connect the two functioning road bridges to the north side of the city. Making this connection, combined with the addition of a new pedestrian bridge at 3rd Avenue, will significantly increase flood resilience and support future housing growth while also creating an integrated network of trails and local access streets along the John Day River and its adjacent natural areas. The project will create connections to new residential neighborhoods, wastewater reuse projects, educational areas, and community gathering places to complete the City's local street network.





Fig. E1: Refined Oregon Pine / Innovation Gateway Concept Plan



0 400 800



Fig. E2: Concept Plan for Innovation Gateway, at site of Oregon Pine Mill. This is envisioned as the core area for the Innovation Gateway, showcasing the City's bold investments in greenhouses and a new wastewater treatment plant, while providing space for new park space and trails along the banks of a restored John Day River. A new site for a 60-room hotel is provided at the western entry to the City. A renovated pedestrian bridge across the John Day River leads to potential office development space and hotel overflow/trailhead parking.



Fig. E3: Event lawn, river access, and renovated Planer Shed Pavilion



Fig. E4: Multi-use path along the 7th St extension

TRANSPORTATION PROJECTS

This map summarizes the numerous proposed transportation improvements for the Innovation Gateway Area Plan and related projects around the City of John Day.

Constructing/Improving Streets within the Plan area

- 1 7th Street: Extend minor arterial from Bridge St to Patterson Bridge Rd; install sidewalk along south side and include sharrows. Include sidewalk on north side adjacent to future bus stops
- 2 Government Entry Rd: Construct a collector street from Patterson Bridge Rd to Valley View Dr; include shoulders both sides
- 3 Gateway Drive: Construct collector street from 7th St to Government Entry Rd; install sidewalk along the north side
- 4 Johnson Drive: Construct a local street north of W Main St; include separate left-turn and right-turn lanes at W Main St.
- 5 W Main Street Upgrade Segment 1: Improve between NW 3rd Avenue and Johnson Drive to include one travel lane in each direction, a center turn lane, and sidewalks and bike lanes on both sides
- 6 W Main Street Upgrade Segment 2: Improve between Johnson Drive and Patterson Bridge Road; include one travel lane in each direction, a left-turn lane at key intersections, bike lanes on both sides and a sidewalk on the north side
- 7 Patterson Bridge Road: Construct to collector standards between W Main Street and Government Entry Road; include a sidewalk on the east side and sharrows

New Multi-Use Paths and Trails in the Plan area

- 8 John Day River Multi-Use Path: Construct a multi-use path between Patterson Bridge Rd, the Oregon Pine Bridge and 7th Street Park
- 9 Oregon Pine and Innovation Gateway Area Paths and Trails: Construct path and trail network within the Oregon Pine and Innovation Gateway Areas; provide a connection to the Oregon Pine Bridge river crossing and W Main Street pedestrian and bicycle facilities
- 10 Hill Family City Park Paths and Trails: Construct path and trail network within the Hill Family City Park; provide a connection to the proposed Hill Family City Park Bridge
- 11 Davis Creek Park and Campground Trails: Complete path and trail network already begun at Davis Creek; provide a connection to the John Day River multi-use path and Valley View Drive

Constructing or Improving Bridges in the Plan area

- 12 Johnson Bridge: Improve the existing bridge to serve pedestrian and bicycle river crossings
- 13 Hill Family City Park Bridge: Construct a bridge to serve pedestrian and bicycle river crossings

Projects Outside the Plan Area

- A Ironwood Estates Phase II Streets: Construct local streets west of Valley View Drive and Government Entry Road
- B Valley View Drive/Bridge St Intersection: Improve the intersection of Valley View Drive, Bridge St, Charolais Heights and Boulder Lane
- C 7th Street East Extension: Extend 7th Street to the Charolais Heights extension
- D Charolais Heights Extension: Extend Charolais Heights to 3rd Ave.; include a new bridge over the John Day River.

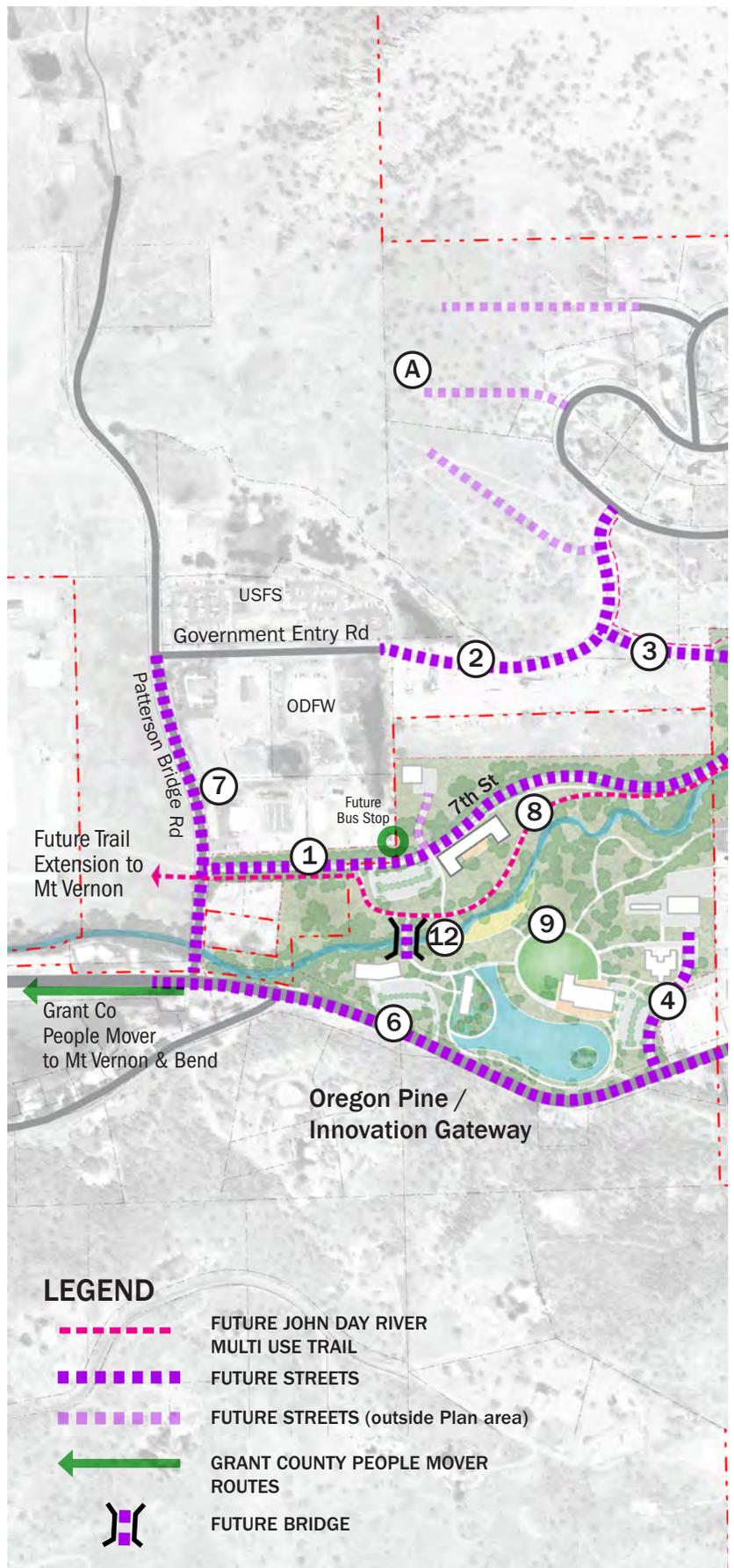
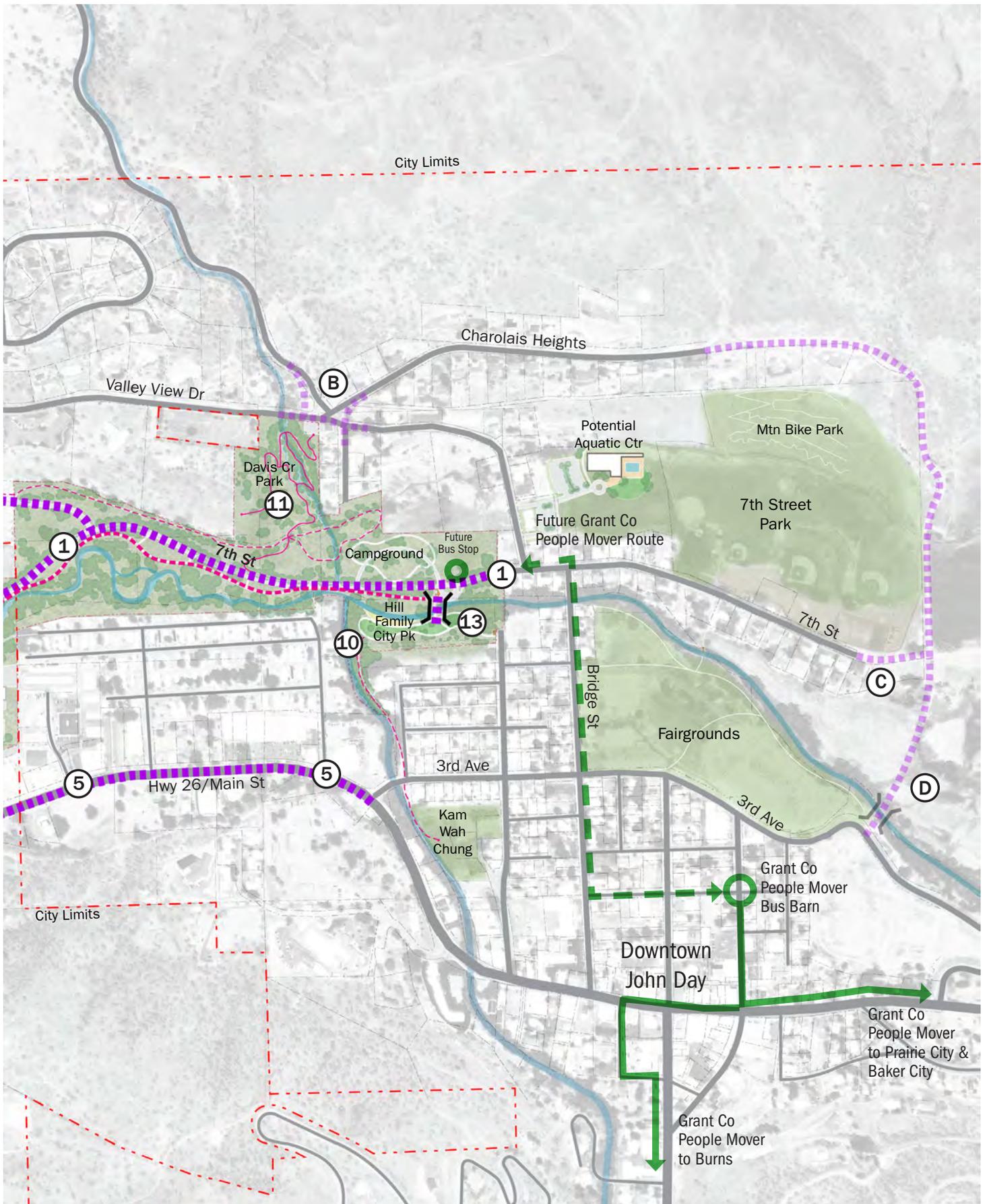


Fig. E5: Transportation Solutions Map



1 **Goals & Objectives**

This chapter introduces the project intent and goals for the Innovation Gateway Area Plan.



Project Objectives

The John Day Innovation Gateway Project is an integrated community development, transportation and design plan that envisions and supports the revitalization of the former Oregon Pine mill site and adjacent properties as a dynamic, thriving and welcoming public space.

The following objectives were established by the City and key stakeholders before this project began, to guide the overall City strategy for the Innovation Gateway:

- Support development of the former Oregon Pine mill site and adjacent City-owned land to unify design, land uses and transportation connections.
- Rebrand John Day as a thriving rural community to retain residents, attract visitors and sustainable commerce.
- Identify an area for the new wastewater treatment plant to be constructed outside the 100-year floodplain.
- Create a community destination attraction focused on rural innovation and rural value creation to support infill development and a multimodal transportation system.
- Create a beautiful and scenic environment to promote inviting community gathering places and launch new opportunities through transit supportive urban designs.
- Provide active transportation choices to serve all ability levels and provide a healthy, safe and comfortable user experience.
- Restore public access to the riverfront on both sides of the John Day River and enhance the greenbelt along Canyon Creek to link recreational areas and neighborhoods.
- Improve efficiency in use of land and public infrastructure investments so they become vibrant places.
- Enhance planned and existing amenities which support conservation and renewable energy.
- Apply smart growth development strategies to optimize collaboration and leverage public-private partnerships.
- Capitalize on natural assets that improve livability and health of the community.

Guiding Principles

With guidance from the Project Advisory Committee and Technical Advisory Committee and City staff, the consultant team synthesized these detailed project objectives into more concise guiding principles for this specific Area Plan process:

“Keep what is great about our community and enhance it”

Advisory Committee member

- The Gateway Project should:***
- 1** Create a thriving destination
 - 2** Attract investment and jobs
 - 3** Honor John Day’s identity and character
 - 4** Promote a connected and healthy community
 - 5** Create opportunities for walking and biking
 - 6** Provide public access to the John Day River and Canyon Creek
 - 7** Efficiently use public resources and land
 - 8** Support innovation in conservation

Fig. 1.1 Project Objectives & Guiding Principles

Smart Growth in John Day

The following is a list of 8 potential smart growth-oriented actions that could be considered as part of this Area Plan and specifically relate to the challenges and opportunities in John Day.

1. Strengthen Downtown

Given the challenges of surviving in a small market, future redevelopment on the Innovation Gateway site should strive to complement and support Downtown, not compete with it.

2. Promote mixed-use, compact infill development

The study area is a great opportunity for infill development on a ‘brownfield’ site within close proximity to existing urban services and with good potential for active transportation connections to the rest of John Day.

3. Create a range of housing options, including affordable, workforce housing

If housing is determined to be a feasible use in the study area, within the constraints of the floodplain, there should be opportunities for housing to support existing John Day residents with pricing that reflects local incomes.

4. Foster a strong sense of place

The John Day region has a very distinctive identity as a rural ‘frontier’ town with a long history of self-reliance and connection to natural resources. New development should recognize and strengthen the region’s physical and social character.

5. Capitalize on views and connections to John Day’s natural assets

The John Day river flows through the study area and the City has long ‘turned its back’ to the river, an attitude which probably stems from the past degraded nature of the riverbanks due to dredge gold mining and subsequent use of the banks for lumber storage. The river can become a positive asset for the community and a focal point for new development and recreation that attracts visitors, employers and new residents. Views of the Strawberry Mountains and Aldrich Range are reminders of John Day’s position within a remarkable context of natural beauty.

6. Build new complete streets

New street extensions in the study area should be designed for all potential uses, not just automobiles and should include safe walking and biking facilities, on-street parking, use by people with mobility limitations, and allow for future transit service.

7. Encourage walking and biking

In addition to the design of complete streets, new trails should be designed throughout the study area to link destinations and connect to the existing city trail system.

8. Coordinate City and County actions and foster collaboration and partnerships

A variety of local, regional and state organizations can partner with the City to help ensure implementation.



Committee members suggested the example of Simplot Park in Boise, Idaho, which reconnects visitors to the river and encourages walking and biking with a unique trail and boardwalk system.



Mountain views from a trail on the north side of the study area. Views of John Day's stunning natural context were noted by the public as important elements to preserve and celebrate through this Area Plan.



The Advisory Committee liked the example of Downtown Sisters, Oregon, which helps encourage walking with enhanced crosswalks and fosters a strong sense of place with rustic lighting and furnishings.

2 Existing Conditions

This chapter reviews John Day's context, site conditions, and other opportunities and constraints that shape the project site's development and recreational potential.



City Strategy for Growth

The City of John Day and Grant County is a distressed rural area that has experienced a number of socioeconomic problems including the highest unemployment rate in Oregon since 2012 (Grant County 6.5% percent as of June 2018); low real market property values and assessed values and struggles to find sufficient revenue to fund basic public services. Over 60% of working John Day residents work outside the City. John Day’s population, which peaked in the 1990s, is now at the same level it was in the 1970s and is primarily white with a median age of 40.5. The John Day & Canyon City Income Survey (2018) found that the most common response to the question “Which of the following best describes your family’s total gross income, before taxes, for the previous 12 months?” was less than \$29,900. 57.3% of the population reported making a low to moderate income.

The intent of the City’s strategy is to reverse the pattern of population and economic decline. The strategy also includes an understanding of and sensitivity to John Day’s traditional values and culture and expresses a desire to grow in a balanced way to preserve a rural lifestyle and quality of life for generations to come. The City of John Day is also situated in a unique regional context of incredible diversity of rivers, lakes, mountains, and recreational facilities. John Day is ideally located for backpacking, hunting, fishing, mountain biking and more, which could be important to attracting new residents.

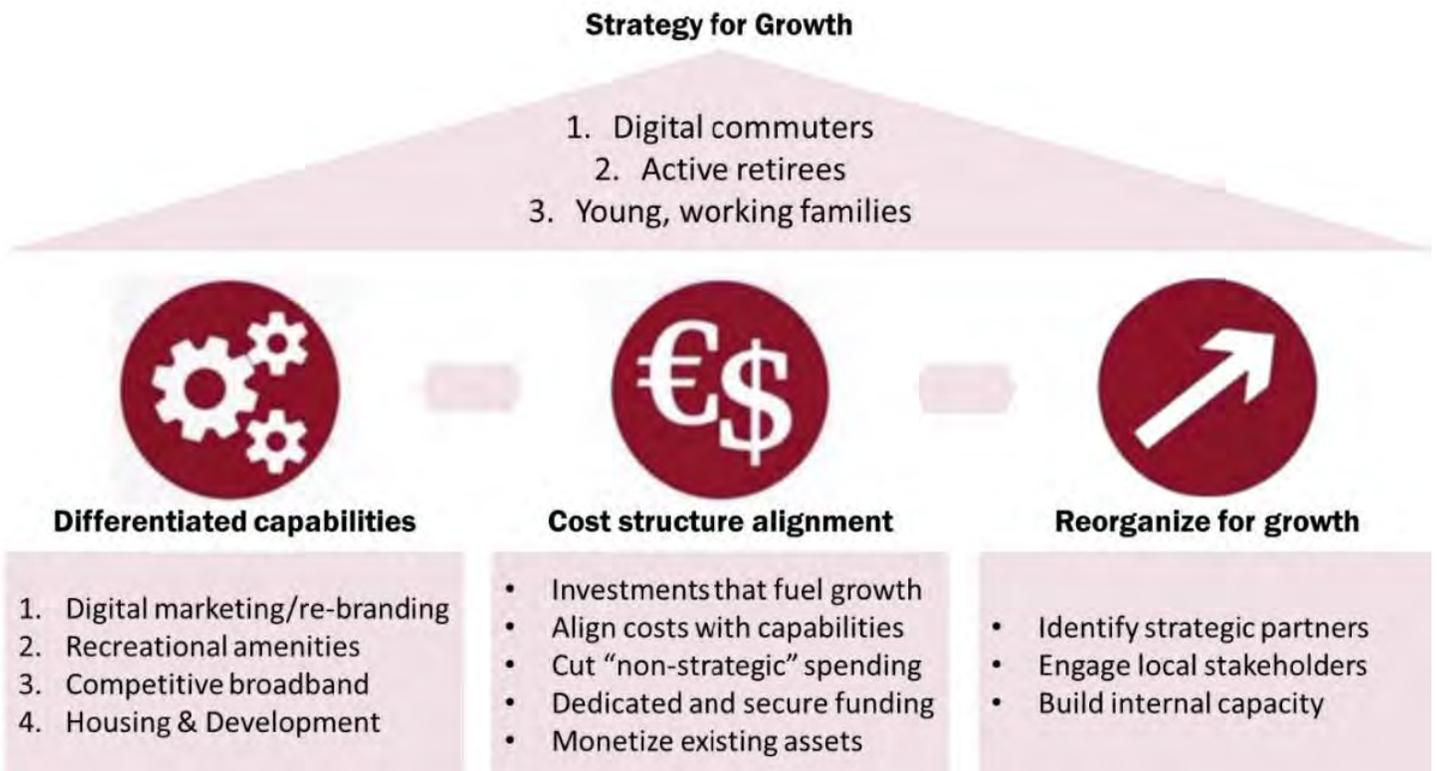


Fig. 2.1 John Day Strategy for Growth

The strategy for growth focuses on recruiting and retaining three core demographics:

1. Digital commuters who have a choice about where they work;
2. Active retirees with disposable income; and
3. Young, working families that contribute to the local economy and tax base.

Attracting these demographics will result in a more diversified and more resilient economy and will promote growth in supporting infrastructure and agencies, including the local hospital and schools. Targeting these demographics will require the City to focus its investments in four main areas:

1. Digital marketing and branding that promotes the rural quality of life;
2. Recreational amenities that make for attractive, active-lifestyle communities;
3. Competitive broadband infrastructure enabling residents to be digitally connected to friends, family and coworkers; and
4. Housing and community development initiatives that create more housing options across a wider and more balanced price range and community spaces that enhance the economic value of our city.

The three basic tenets for the Strategy for Growth are:

1. **Differentiated capabilities.** Identifying those things that make us stand out in positive ways from other communities.
2. **Cost structure alignment.** Adjusting our spending priorities so the investments we make and the cost we incur align with our differentiated capabilities.
3. **Organize for growth.** Empowering our strategic partners, local stakeholders, and City Staff to further our strategy by re-directing efforts toward growth initiatives.

The Innovation Gateway project will be a major contributor to help the City meet the Strategy for Growth, in particular providing recreational amenities to attract and retain residents.

Site Context



Planer Shed



Sawmill Shed



Kam Wah Chung

Study Area Location

The study area sits in the valley bottom of the John Day River and slopes gently down toward both banks of the river. The elevation of the study area is approximately 3040 feet above sea level, rising to 3140' where Davis Creek flows into the area from the north. The steep slopes in the vicinity of Davis Creek are the only topographic challenge in the study area, but this area will likely only have trail and other low-impact recreational improvements.

Urban Context and Existing Land Uses

Situated west of downtown John Day, the 90-acre study area is surrounded by a mixture of land uses, from residential to light industrial. US 26 borders the 53-acre Oregon Pine mill portion of the study area on the south. The mill site has recently been annexed into the City and rezoned for consistency with the vision for the project area.

The study area has been vacant for 20 years, with no recent development on the site itself and includes three buildings that were in the past actively used as part of lumber production at the Oregon Pine mill. These three buildings are the Sawmill Shed, the Planer Shed, and the Truck Shop. The Sawmill Shed and the Planer Shed are open timber and steel structures with concrete floors.

Existing Parks

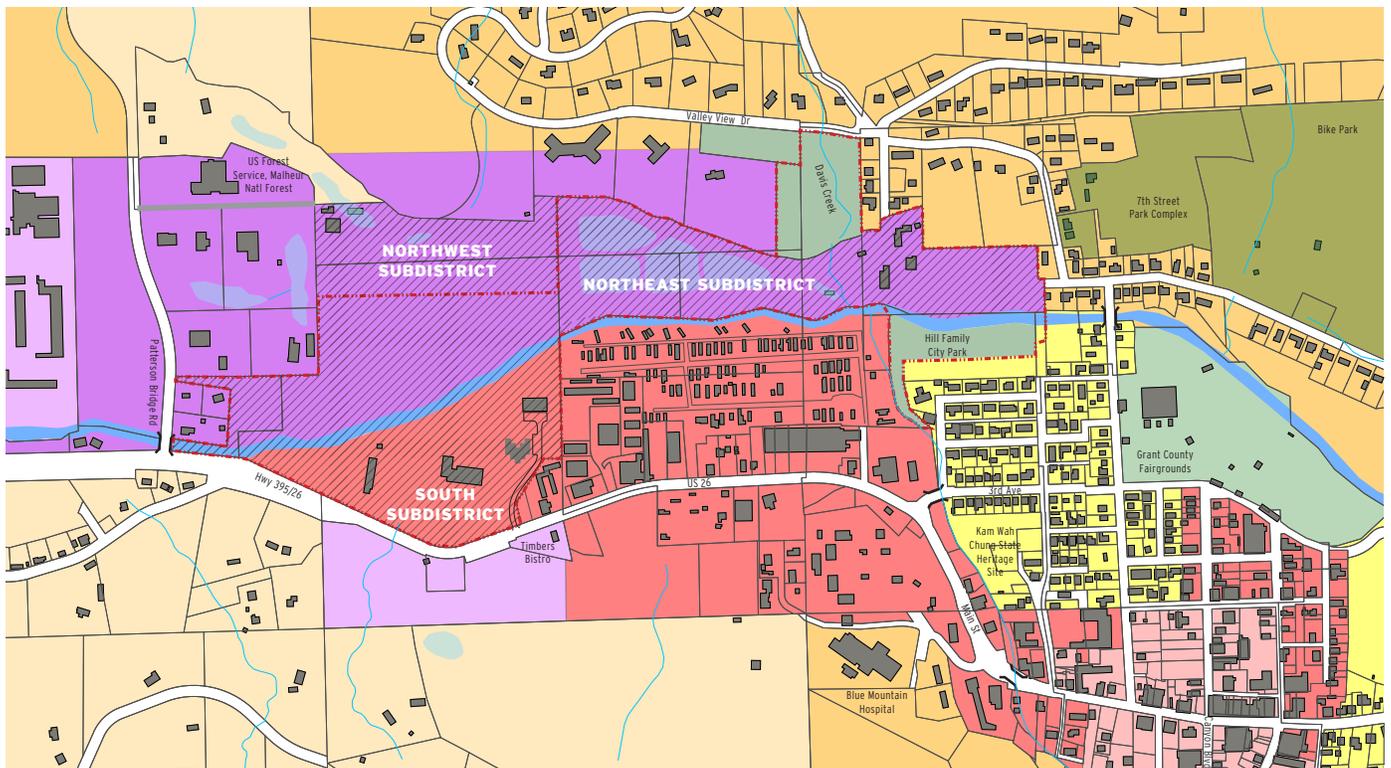
The John Day-Canyon City Parks and Recreation District currently manages the ballfields at the 7th Street Parks Complex, the adjacent new mountain bike trail park and Gleason Pool, a facility which is 60 years old and open only 12 weeks per year. A 2017 survey of County residents indicated strong public support for a new aquatics center and more outdoor recreational opportunities. Ultimately, if a new aquatics center is built, Oregon Parks and Recreation is interested in building a new interpretive facility at the existing pool site next to Kam Wah Chung.

A 10-acre parcel incorporating the Davis Creek ravine has been acquired for open space and now includes trails from Valley View Drive to an overlook with dramatic views of the city and mountain ranges to the south. Other newly-acquired park land includes 4 acres along the south side of river that will become the new Hill Family City Park.

Planning Context

Existing Zoning

The study area is now entirely within the Urban Growth Boundary and city limits of John Day. The City recently annexed remaining portions of the Oregon Pine Mill site which were previously outside of the city limits and still under county zoning. The City also applied city zoning designations to these areas which are generally consistent with the vision for the project. A significant portion of the study area (primarily north of the John Day River) is zoned for industrial use. The majority of the project area south of the river, including the portion of the area recently annexed into the City, is zoned for commercial use. The site of Hill Family City Park was recently rezoned to 'Park Reserve' to ensure consistency with current use and future plans for the property. In addition to establishing allowed uses in each zoning designation, city and county development codes outline other design and development standards. In both the city and county industrial zones, development standards are generally limited to building setbacks and heights, and requirements associated with parking, landscaping fences, signs and stream setbacks. The city's commercial zones include a variety of additional standards related to building orientation, block and lot layout, architectural design and pedestrian amenities.



ZONING & SUB-DISTRICT BOUNDARIES

- Study Area
- Tax Lots
- Park Reserve
- Overlay Zone
- CG (County) General Commercial
- Downtown Commercial
- General Commercial
- Residential General
- Residential Limited
- SR (County) Suburban Residential
- General Industrial
- G1 (County) General Industrial



Fig. 2.2 Existing zoning

New greenhouses that will eventually utilize treated water from the new Wastewater Treatment Plant to irrigate produce.



Intergovernmental Agreements and Special Districts

Transportation networks such as multimodal trails, sidewalks, and other infrastructure need to be developed in a coordinated fashion between John Day and Grant County. Since 2011, Grant County and the City have had an Urban Growth Management Agreement, which stipulates that Grant County is responsible for administering land use for projects outside the John Day city limits, but within the UGB. Park and recreation facilities and services are provided by the John Day Canyon City Parks and Recreation District. This district was established to help provide a dedicated funding source and agency to serve regional park and recreation needs. The City will need to continue to coordinate with the District for future planning of capital facility improvements and recreational programming that meets the needs of John Day residents and the goals for the project area.

New Wastewater Facility and Use of Treated Effluent

The 2018 Wastewater Treatment Plant Plan Update proposes an innovative new strategy of constructing a membrane bioreactor with aerobic digestion and anticipated supply of treated effluent to new parks, gardens and most importantly, greenhouses. This treated water will be piped to the 6,200sf pilot-scale greenhouse, located on the Oregon Pine mill site. Harvests have already occurred and this greenhouse should generate roughly 1,200 pounds of fresh produce per week. Local restaurants and grocers intend to purchase produce from the City at wholesale prices. Revenue from the greenhouse will accrue to the Sewer fund to offset its operating expenditures and ultimately the cost of wastewater treatment. The innovative project will also become a tourist attraction in its own right, while portraying evidence of an entrepreneurial public sector for companies potentially interested in investing in John Day.



New greenhouses.

Existing Transportation System

John Day has numerous activity generators that attract residents and visitors alike (see Fig. 2.3). The most common categories of activity generators in the City include the following:

- Recreational/Entertainment (e.g., 7th Avenue Park, Kam Wah Chung State Heritage Site, John Day River)
- Schools (e.g., Blue Mountain Community College, Grant Union High School)
- Places of employment (e.g., Blue Mountain Hospital)
- Shopping (e.g., Downtown John Day, Chester's Market, restaurants)
- Community/Government (e.g., City Hall, John Day Senior Center, Gleason Pool)
- Public Transportation (e.g., People Mover bus stops, Airport)

Each of these represents important starting and ending points for travel and provides a good basis for planning ideal routes.

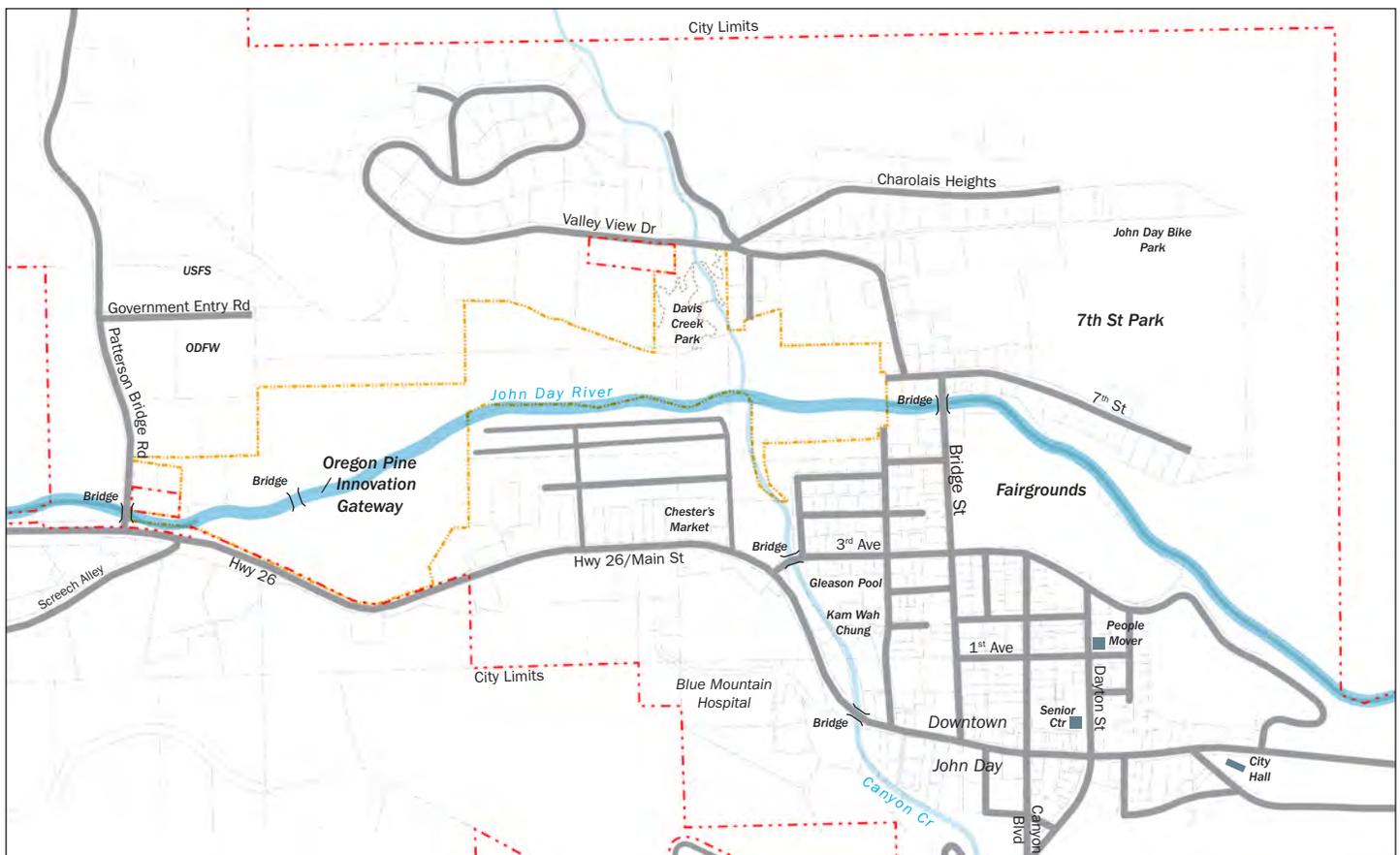


Fig. 2.3. Existing streets and activity generators.

↓ To Airport, Grant County Schools, BMCC & Library



Sidewalks and bike lanes on W Main St.



Lack of sidewalks, bicycle facilities or paved shoulder on W Main St adjacent to the Innovation Gateway/Oregon Pine Site.

Streets

Many roadways in John Day are not constructed to urban standards. The only streets providing for higher capacity motor vehicle movement through the study area are W Main Street and S Canyon Boulevard, classified as Statewide Highways. W Main Street runs east-to-west, and maintains a two-lane (i.e., one through lane in each direction) to three-lane cross-section (i.e., one through lane in each direction and a center turn lane) through the study area. Posted speeds along the highway in the study area range between 25 and 35 miles per hour. It is also designated as the Old West Scenic Bikeway and freight route, and some segments are within a special transportation area or urban business area. Average annual daily traffic (AADT) volumes along W Main Street were obtained from ODOT. The data indicates AADT volumes range from around 4,800 near Patterson Bridge Road, 5,900 near NW 3rd Avenue, to 6,200 near S Canyon Boulevard-US 395.

Bridge Street runs north-to-south, while 3rd Avenue runs east-to-west through the center of John Day, connecting to W Main Street. These streets are classified as collectors and generally have lower vehicle-carrying capacity than the highway. Other key collector streets in the City include Patterson Bridge Road and Screech Alley. All other roadways in the study area are local streets and primarily serve local traffic traveling to and from the highway.

Due to the rural nature of abutting land uses, many streets have not been improved to urban standards and generally lack accommodation for pedestrian and bicycle users. W Main Street and S Canyon Boulevard are important connections for pedestrian and bicycle travel in the City. Those walking or biking along portions of these highways often have to walk along the edge or share the travel lane with motor vehicles. In addition, frequent driveways negatively impact the walking experience and introduce conflict points between pedestrians and motor vehicles. Motor vehicle traffic volumes and speeds along these highways are generally not conducive to comfortable shared walking and biking travel conditions.

As a major street connection through the area, W Main Street should not be a barrier to pedestrian and bicycle travel between the neighborhoods and businesses on the north and south side of the street. While most of the south side of the highway is undeveloped, especially areas towards the west side of the City, safe and comfortable pedestrian and bicycle crossings should be provided in convenient areas to encourage ease of access.

Bridges

There are two public street bridges, at Patterson Bridge Road and Bridge Street, and one private bridge, on the Oregon Pine site, that cross the John Day River. These crossings are the only existing connections between the north and south side of the City. The bridge at Patterson Bridge Road does not provide facilities for pedestrian or bicycle travel, while the one at Bridge Street provides a sidewalk on one side.

There are also two bridges over Canyon Creek, at NW 3rd Avenue and W Main Street, providing the only existing improved connections over this waterway. These bridges provide sidewalks on both sides for pedestrian travel, but lack bicycle facilities.

Transit

Transit service is provided in John Day and other nearby cities by the Grant County People Mover via several fixed bus routes, a Dial-a-Ride service and two deviated fixed route systems. The deviated fixed routes have transit stops throughout John Day, with 56 stops in and around the City. Most of the intercity routes pick-up and drop-off passengers at the People Mover Bus Depot located on NE Dayton Street near at NE 1st Avenue. However, the Monument to John Day route pick-ups and drop-offs passengers at the Senior Center parking lot on NE Dayton Street south of NE 1st Avenue. Transit users in the John Day Innovation Gateway Area Plan study area are generally less than one quarter mile from the closest bus stop (within the typical trip length for the average walking trip).

Resilience

The City's 1996 Transportation System Plan and 2009 Local Street Network Plan revealed a lack of cohesion in the city's general transportation planning, with large areas of the city's northern neighborhoods potentially stranded in the event of flooding along the John Day River. The city experienced its second major flood event of the past decade this April, resulting in a Federal Disaster Declaration and \$500,000 in local damages to John Day's street and utility infrastructure. Large extents of vacant, developable land also lack critical roads and utilities needed to make the sites more attractive to new businesses and housing developers.



3rd Ave bridge over Canyon Creek provides sidewalks on both sides but lacks bicycle facilities.



Grant Count People Mover



2019 Flooding

John Day River Background



Historic photo of gold dredge



Historic photo of mining activities in study area



Current river channel near fairgrounds

Approximately one mile of the John Day River flows through the project area. Canyon Creek, which is a significant tributary to the upper John Day, flows north through town and enters the mainstem within the project area. A smaller tributary, Davis Creek, flows from the north and enters the mainstem just across from the Canyon Creek confluence. The river and tributaries provide important aquatic and riparian habitats for fish and wildlife species. The river, riparian zone, and adjacent floodplain areas have been heavily impacted by past and current land uses, which have substantially changed conditions compared to those that existed historically. This project provides an opportunity to improve some of the river-related functions and features, including fish habitat, aesthetics, and recreational access.

This portion of the upper John Day River is designated Critical Habitat for Middle Columbia Steelhead, which are listed as Threatened under the Endangered Species Act. Several limiting factors and threats have all occurred to some degree within the study area, either in the past and/or currently. This reach of river, and the surrounding valley bottom, was heavily impacted by dredge mining for gold and silver in the early 1900s. The river was relocated from its original position and essentially left in a straight ditch through the project area. Dredge mining not only directly damages habitat, but it also changes the way that the river and floodplain function, removing the meandering pattern that helps maintain pools and riffles in natural rivers. The river also now inundates its floodplain much less frequently than it would have prior to dredging. Natural rivers of this type typically inundate their floodplains at least every year or two, and sometimes more frequently. Floodplain inundation is important in that it provides access to slow water rearing habitat for fish during high flows, and results in dynamic channel changes that are necessary for creating and maintaining habitat over time. Reduced floodplain inundation results in a much less complex channel with poorer habitat conditions for fish. Furthermore, reduced floodplain inundation can also increase flow velocities, potentially increasing flood levels and associated damage to human infrastructure in downstream areas.

Contemporary river conditions include an incised (i.e. deepened) river channel with a lack of habitat complexity. Many of the components that are important for fish habitat are missing. This includes deep pools with cover, instream large wood, and vegetated riparian zones. A lack of shading from streamside vegetation results in higher stream temperatures, which negatively impact steelhead. The riverbanks have also been treated with bank armoring in numerous locations. This riprap and concrete armoring reduces channel complexity, limits the ability of vegetation to establish, and prevents the river from being able to migrate (i.e. move around as natural rivers do) and develop a natural meandering pattern. Overall, aquatic habitat has been significantly impaired in this once dynamic and complex reach of river.

Opportunities for River Restoration

The Innovation Gateway Project offers an opportunity to integrate river habitat improvements with other components of the concept plan. From a habitat perspective, restoration could provide important benefits to ESA-listed steelhead and other aquatic, avian, and terrestrial species. From a human perspective, actions could benefit recreational uses, including wildlife/bird watching, swimming and floating, and aesthetics. There have been many river habitat improvement projects in the John Day Basin and throughout the region that can be used to help guide river improvement efforts, including other projects in previously dredge-mined valleys.

Benefits of River Restoration

- Overall increased flood conveyance is likely to reduce flood impacts to nearby infrastructure during large flood events (more analysis will be required to determine specific impacts on flooding)
- New inset floodplain surfaces would have more frequent inundation to better mimic natural river conditions, and can also be utilized for multiple recreational uses
- Potential to create constructed wetlands to reduce need for City stormwater treatment
- More recreational trails and access to natural area
- Improved fish habitat
- Additional access for fishing
- Enhanced land values for neighboring properties
- Improved visual identity for City
- Maintain existing function of irrigation diversion

Considerations for Future Study / Challenges

- Current wastewater ponds need analysis and permitting to be integrated with river restoration
- The effects of the past gold dredging on future ecological restoration needs further study
- Needs additional hydrologic engineering feasibility study
- City could still build the proposed improvements without river restoration, but there would be less visual and recreational benefit

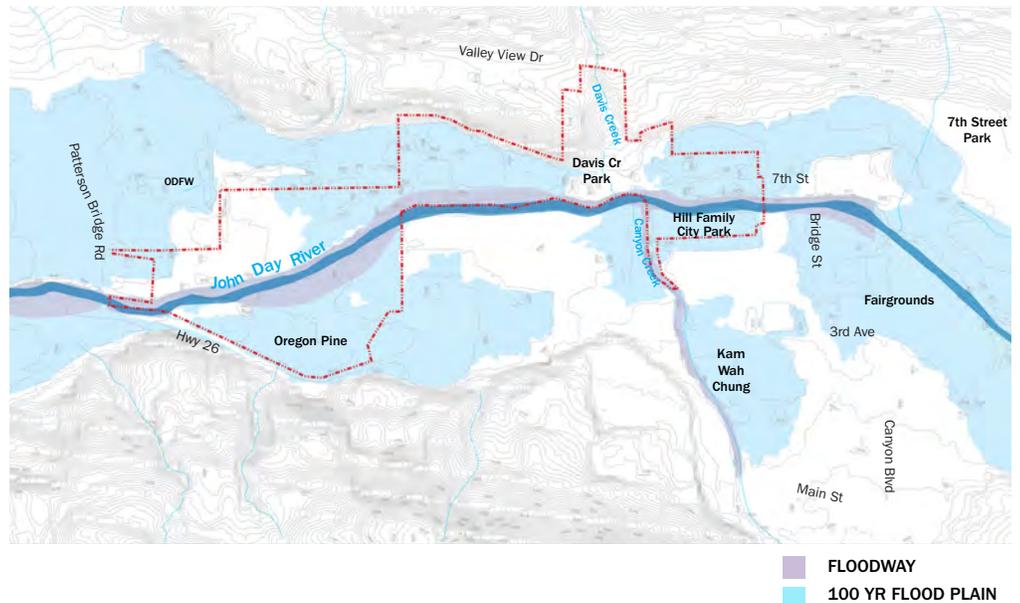


Fig. 2.4. Existing floodplain map. The above map reflects a 2018 Letter of Map Revision process that removed some developable land from the floodplain within the Innovation Gateway site.

John Day River Restoration

The concept below for a dramatic river restoration should be integrated as a core component of the Innovation Gateway Project, especially since other features associated with the plan may be affected by what happens with the river. For example, creating new meanders could affect the location of other features, such as trails or infrastructure; and changes to the river depth and width could affect flooding conditions in nearby areas. More detailed analysis will be required and the plan for the river should be developed as early as possible. Costs can vary considerably depending on the final approach, and could range from approximately \$200,000 for very simple habitat improvements (e.g. adding large wood to the channel) to over \$2,000,000 for creating new meanders, side-channels, and improving floodplain connectivity. There are also several environmental permits that are likely to be required for the project. Environmental permitting can be a long and potentially costly process and it is therefore recommended to begin consultations with permit agency staff early to make sure that the project is designed with permitting requirements in mind. It is also recommended to initiate consultation with the Confederated Tribes of Warm Springs. They may have particular interest in (and likely support for) river habitat restoration work that would provide benefits to salmon and steelhead.

A few project examples are provided on the following page that demonstrate approaches that could be employed at the City of John Day site.

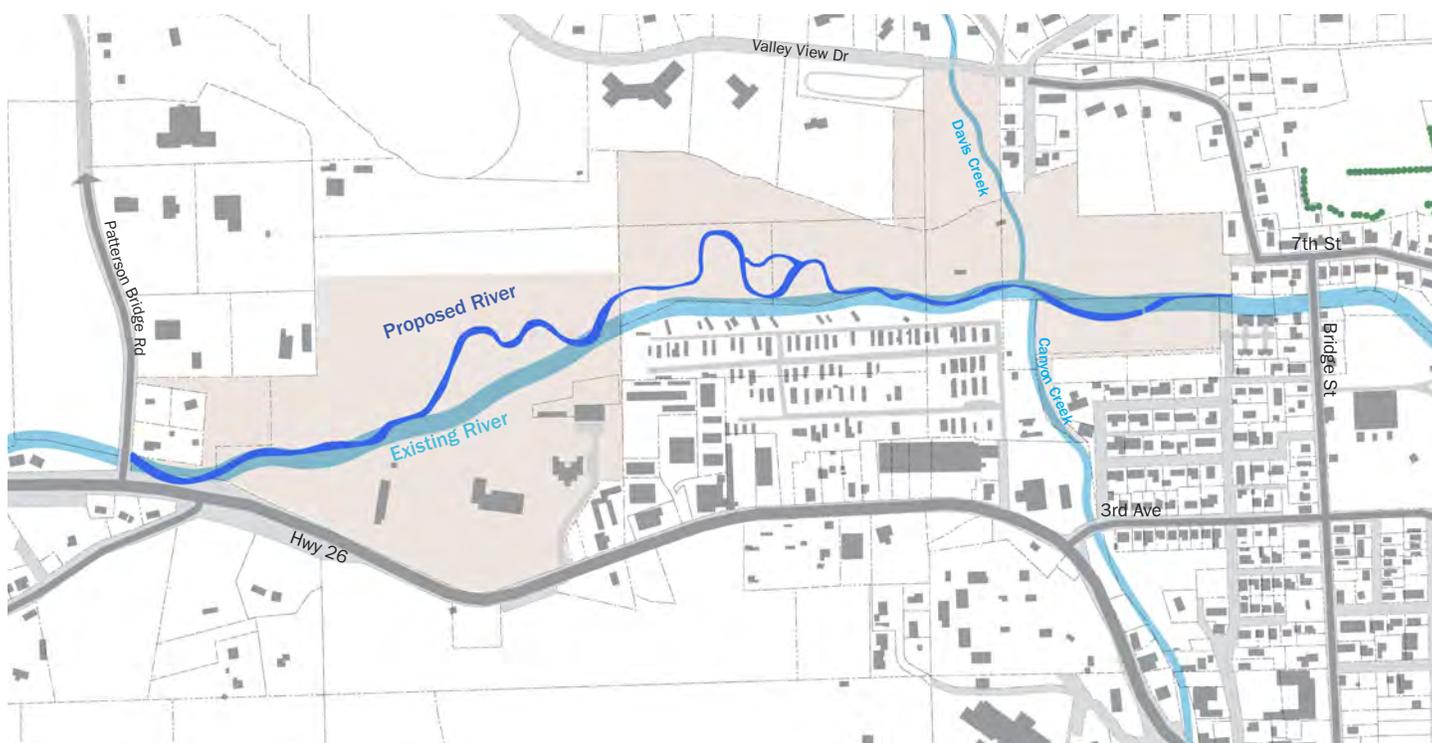


Fig. 2.4 Proposed concept for John Day River restoration

Restoration Project Examples



At left, the Middle Fork John Day Oxbow Project, located approximately 21 miles northeast of John Day, re-created a meandering pattern, reconnected the floodplain, created off-channel habitat features, and installed large wood for habitat. There was very little infrastructure that needed protection from flooding, but this demonstrates some of the types of actions that could be implemented at the Innovation Gateway site.



At left, the Johnson Creek Schweitzer Natural Area Project in Portland, Oregon. In the 1930s, the stream was straightened, ditched, and lined with stone armoring. The project re-created a meandering pattern, created pools and riffles, added large wood for habitat, and created off-channel alcoves, wetlands, and side channels. The project also included extensive planting of native vegetation and excavation of material to lower and reconnect the floodplain, which could potentially be used in the City of John Day to accomplish multiple ecological and human objectives.



Pagosa Springs, Colorado. This small city of 1700 people reconnected to the San Juan River, creating a new recreational destination for fishing and floating from a formerly degraded and hidden channel. A city that was oriented solely to timber production was able to build on a growing attractiveness as a second-home market 280 miles from the nearest large city, Denver, and attract new employment and infill development, while marketing its riverfront to recreational tourists and fishing enthusiasts.

Sustainable & Interpretive Features

Smart growth-oriented planning efforts can help focus urban development on efficiently-served infill sites and encourage walking to improve public health. The strategy of restoring the heavily degraded John Day River to promote habitat and floodplain protection is also inherently sustainable and it enhances citizens' daily access to nature. The former Oregon Pine Mill site was evaluated and treated for contaminated soils and has been given a determination of No Further Action (NFA) needed.

Perhaps the best illustration of sustainable innovation can be found in the City's strategy to build a new membrane bioreactor, outside the floodplain, pipe the treated water to greenhouses and build local produce that is then sold in John Day, creating a positive internal resilient support loop for the City.

Educating visitors and residents on these sustainable features and on aspects of John Day's natural and cultural history is an excellent way of strengthening the City's sense of place and encouraging people to stay in the study area longer. Specific interpretive opportunities include:

- History of gold dredge mining and effects on the river
- Oregon Pine Mill history
- Native American history
- The birds, animals and plants of the John Day River
- Riverbank restoration
- Innovative wastewater treatment and greenhouse development

Historic machinery displayed at Tillamook Forest Center, OR, a good precedent for the interpretation of Oregon Pine Mill history





Interpretive Signage on river restoration and biota at Minnehaha Creek Preserve, Minneapolis, MN



The wastewater treatment and greenhouse at the Innovation Gateway will be a key site of education and interpretation for visitors to John Day.

3 Innovation Gateway Concept

This chapter reviews the proposed concept plan for the Innovation Gateway including a restored John Day River, new transportation infrastructure, and integrated parks and open space.



Opportunities & Challenges

The concept for the study area was crafted with the help of feedback from the PAC/TAC in four meetings, all open for public input, and two online surveys. The concept is guided by the principles and the overarching vision statement that emerged, inspired by a community member, who hoped the plan would:

“Keep what is great about our community and enhance it.”

Inspired by this direction, the following is a list of Opportunities and Challenges that guided concept plan development. The photos on the facing page describe some of the elements favored in community input.

Opportunities:

- Build on John Day’s existing identity, values and resources
- Provide access to the John Day River
- Build a sustainable local economy, based on competitive advantages of John Day’s location and resources
- Improve aesthetics for this western gateway to John Day
- Create room for natural floodwater storage, reducing flood impacts
- Recognize health benefits from improved access to nature and opportunities for active recreation
- Upgrade utility and public infrastructure
- Encourage community connection and interaction

Challenges:

- Costs of improvements and limited public resources
- State and National competition for grant funding
- Maintaining local community support through time needed to realize improvements
- Creating a careful phasing strategy to ensure efficiency in new improvements
- Market feasibility of supporting envisioned hotel and public market uses
- John Day River floodplain and restraints on development



River restoration can improve river conditions for fishing, while new public access points can invite the community and visitors to view and fish the river.



More trails and improved wayfinding near town, building on the success of facilities like the John Day Bike Park, were highly valued by community members.



Community members discussed how children currently use the John Day river for floating, and expressed a desire to improve river conditions near the Innovation Gateway Site.

Concept Overview

Activity will be concentrated in the Oregon Pine / Innovation Gateway site to create a welcoming first impression of John Day and signal development activity and momentum for the city. The anticipated program emphasizes public amenities that bring the John Day community and visitors together. Former mill structures will be renovated to host events such as farmers markets, classes and events. Interpretive displays will communicate the history and identity of John Day. Water sourced from the new state-of-the-art wastewater treatment plant will be showcased in the water garden and hydroponic greenhouses. The site will serve as a hub of recreation with a beach for swimming, tubing, and small boat access, and trails for jogging, biking, or walking. A lawn adjacent to the renovated Planer Shed Pavilion will allow for a variety of events, such as food and beverage festivals, movie nights, concerts, and fairs.

In addition, the site can also become a node of employment, with vendors in the Planer Shed Pavilion, greenhouse employees, and public works facilities. A new 60-room hotel is proposed south of the John Day River and adjacent to the Water Garden. An office development anchors the north side of the river and 7th St extension.

The existing wastewater treatment plant will be decommissioned. The land it occupies will provide space for riverbank renaturalization and new trails, including connections to the new Davis Creek Park trails. On the actual site of the current plant, a new campground is proposed, similar in design quality and experience to Clyde Holliday State Park, providing additional sites for visitors in peak season. South of this facility, a new pedestrian bridge provides access to the future Hill Family City Park and a new trail south along Canyon Creek to Kam Wah Chung.

Circulation

The concept creates a strong linkage between the Oregon Pine / Innovation Gateway site and the existing and planned open spaces of 7th St Park, Hill Family City Park, Fairgrounds, and Kam Wah Chung. The new 7th St extension will serve as a minor arterial but will be designed as a 'parkway street' featuring gentle curves, dense tree canopy, and ample space to walk and bike along the river. The proposed trail system includes new trails on the north and south banks of the John Day River and new park trails that connect and circulate within Kam Wah Chung, Hill Family City Park, and Davis Creek Park. Three additional footbridges over the John Day River encourage exploration of the restored river and better connections for adjacent neighborhoods. This trail system may incorporate boardwalks, paving, and more rustic gravel paths. On-street pedestrian connections link these new trails with town destinations, and will include new sidewalks or improvements such as pedestrian scale lighting, enhanced crossings, benches street trees, and signage.



Curving, lush views on the Natchez Trace Parkway, Tennessee, a precedent for the 7th Street 'parkway'.



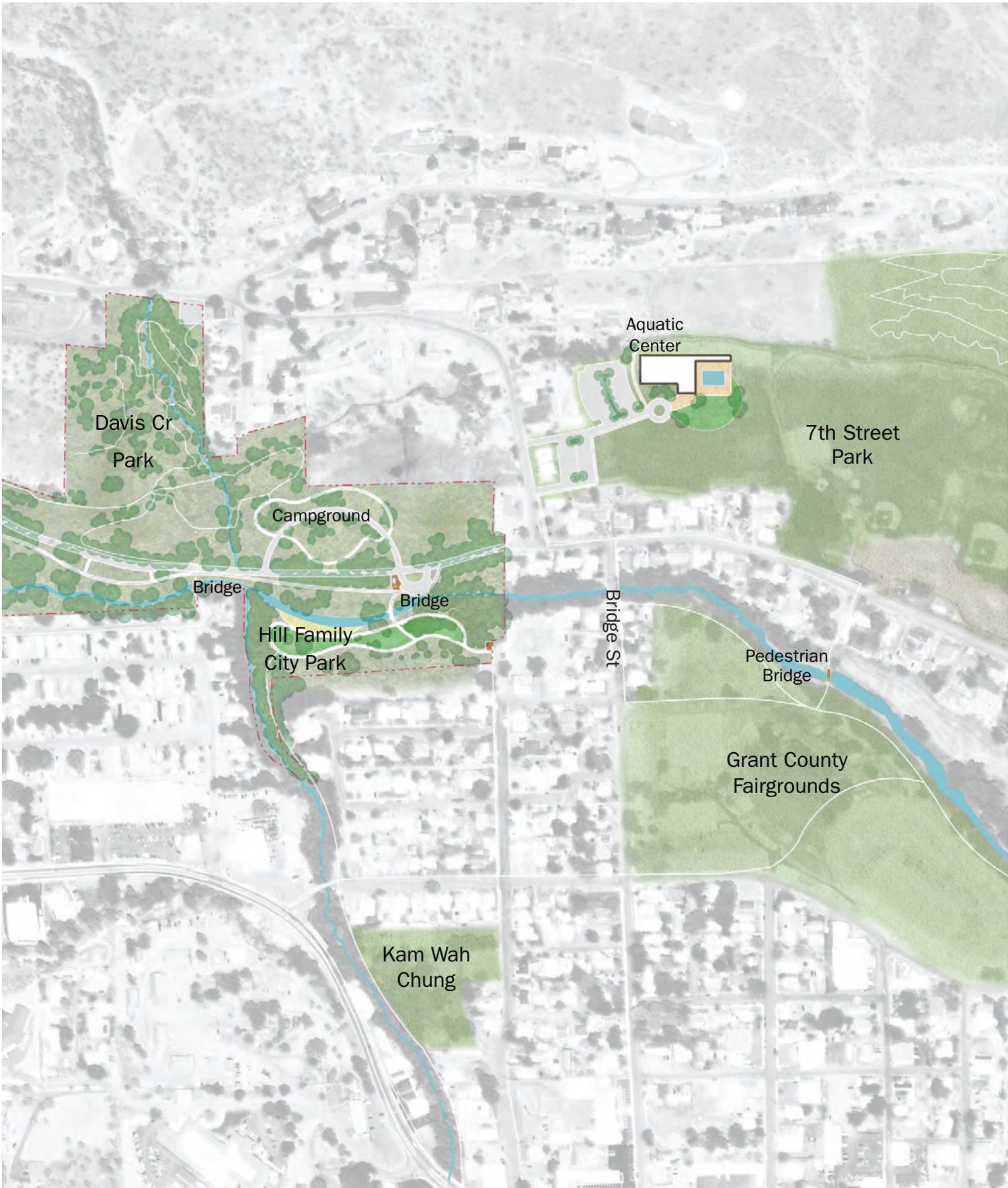
The flexible event lawn can host summer time events such as food and beverage festivals, movie nights, concerts and fairs.



Precedent for event space within adapted Sawmill (The Ruins, Hood River)



Fig. 3.1 Refined Oregon Pine / innovation Gateway Concept Plan



Davis Cr
Park

Campground

Aquatic
Center

7th Street
Park

Bridge

Bridge

Hill Family
City Park

Bridge St

Pedestrian
Bridge

Grant County
Fairgrounds

Kam Wah
Chung



0 400 800

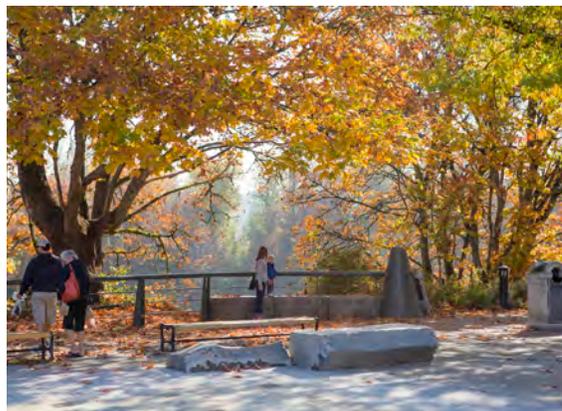
Wayfinding & Overlooks

Wayfinding and public art are incorporated into the proposed trail system to orient and communicate John Day's identity. Overlooks along the trail system will capitalize on views of the restored river and the surrounding Aldrich and Strawberry Mountains. Overlooks may include seating, shade, lighting, wayfinding or interpretive signage.

The proposed parks and recreation improvements are part of a broader economic redevelopment plan to improve the overall health of the community. These infrastructure investments will open access for residents and visitors alike to the John Day River. The existing trail system is extended and creates access to parks for under-served and economically distressed neighborhoods. This creates options for kids to get to multiple recreation sites without using surface streets, creates needed parking to support visitors to the area, and lays the groundwork for future amenities like the new community pool, a new Kam Wah Chung interpretive center, in-city camping and a restored riverfront.



Newly-constructed trail overlook at Davis Creek Park



Riverfront overlook, Corvallis, OR



Simple trail marker



Riverfront overlook with benches designed by artist, Portland



Trail system signage



Interpretive signage at an overlook (Bend)

Planer Shed Adaptive Reuse



Fig. 3.4 Proposed plan for renovation of the Planer Shed

The existing planner mill / sorting shed is comprised of three separate structures built through time as mill operations changed and expanded. The proposed use for the main shed structure is an open park pavilion that can be used for a variety of community uses and events including farmers markets, performances, food festivals and large community gatherings. The pavilion will also support large events and gatherings in the outdoor event space to the north. The building will be structurally stabilized with steel or timber cross bracing to meet current codes. A new slab floor will be provided with a paving pattern that recalls the linear concrete strips. Openings on the north and south sides will be expanded to provide generous connections to the adjacent outdoor spaces. The trusses will be lightly sandblasted and sealed to retain the current appearance. Exterior materials will be repaired or replaced with similar industrial materials including corrugated siding and metal roofing. Existing skylights will be replaced allowing natural light into the center of the building.



Existing Planer Shed shown in 1994 at heart of a thriving mill.

The two wood frame buildings to the west will be converted into an unconditioned gallery and art space. The large opening between the main pavilion and the art gallery will be maintained to allow events to flow from one space to another. The large opening on the west elevation will be retained and will provide framed views of the sawmill and water gardens proposed to the west. Additional large openings will be created to capture views of the river, site and surrounding mountains while also providing views of the activities within. Large sliding doors will be incorporated to allow the building to be secured at night and during the winter season. The raised platform will be removed to provide universal access to all spaces. A new concrete slab on grade will be provided throughout. Storage spaces will be provided for the main pavilion and the art center. New industrial exterior cladding and roofing materials will be incorporated. New restroom facilities will be constructed in the northwest corner of the main pavilion. They will be designed to withstand flooding events. The restrooms will be accessible from the main pavilion and the outdoor event space.



Existing Planer Shed



Pybus Public Market, Wenatchee, WA, precedent for adaptive reuse of Planer Shed



Fig. 3.5 Rendering of renovated Planer Shed hosting a market

Gateway Monuments

The City of John Day will become identified by the success of the Innovation Gateway. so a new entry monument or gateway is proposed on or adjacent to the site or potentially arching over Highway 26, providing a strong sense of arrival for visitors and signifying that there is a substantial attraction. The design of this gateway can be inspired by local history and use local materials and should be scaled to provide a strong, visible marker for arriving vehicles.



A future gateway to John Day could include timber design elements fabricated locally



Gateway monuments should be visible from vehicles. This example has an industrial aesthetic appropriate to this former mill site.



An arched gateway over Highway 26 is one potential concept for John Day's western entry



Many bridges on the Oregon Coast Highway 101 feature substantial vertical markers at each end

Placemaking Opportunities

The future design of elements within the Innovation Gateway can provide visitors with a strong sense of John Day's history and culture, through careful consideration of context-appropriate design and material. Elements in the public realm should be carefully designed with a conscious goal of quality and durability.



Public Art
(Great Salt Lick, Baker City)



Public Toilets



Context-appropriate design including park furnishings (Centennial Park, Redmond)



Nature-Play



Street furnishings

Consistency with Evaluation Criteria

As a method of comparing and evaluating the draft preferred concept, the following set of 14 criteria were proposed. The team suggested in Technical Memo #4 that a concept that scores 6 or fewer points would require further revision. **The score sheet below suggests that the final concept meets and exceeds evaluation criteria.**

Criteria	Evaluation Range	Evaluation Score
Community Support	+1 Recommendations and findings complement and support other pertinent plans 0 No opportunity to implement in coordination with other projects or partners -1 Poses barriers to implementing other projects	+1
Identity and Character	+1 Plan honors John Day identity 0 Some elements of plan context-appropriate -1 Plan doesn't feel appropriate for regional context	+1
Complementary design to City as a whole, "enhances existing community"	+1 Provides opportunity to connect residents to downtown and provides an attractive and welcoming gateway into the City 0 No real change - doesn't change relationship of study area to downtown -1 Draws focus away from downtown, feels disconnected from City.	+1
Trail system for active transportation	+1 Clear, connected trail system 0 Some trail connections -1 Disconnected, incomplete trails	+1
Public access to the John Day River	+1 Access provided on both banks 0 Access provided to at least one bank -1 Incomplete access to riverbank	+0.5
Smart location for wastewater treatment plant	+1 Plant is located out of floodplain 0 Plant is partially in floodplain -1 Plant is within floodplain and requires mitigation	+1
Accommodates mix of uses	+1 Plan proposes sites for range of land uses 0 Plan provides sites for at least 2 land uses -1 Most of site dedicated to single land use	+1

Fig. 3.6 Evaluation criteria table

Criteria	Evaluation Range	Evaluation Score
Street network and connections	+1 Fully connected, improved complete streets 0 Some connections, incomplete streets -1 Inadequate connections	+1
Use existing rights of way (ROW)	+1 Plan uses existing ROW 0 Plan requires some ROW acquisition -1 Plan requires significant ROW acquisition	+1 (ROW for 7th Street is entirely public today)
Potential for future bus transit	+1 Potential for improved transit service 0 No improvement on existing limited transit -1 Transit access is constrained or reduced	+1
Flood hazard mitigation for new buildings	+1 All buildings avoid or raised above floodplain 0 Most buildings avoid or raised above floodplain -1 Flood hazard not considered or avoided	+1
John Day River habitat and function	+1 River habitat is protected and enhanced 0 Some river restoration and protection -1 River conditions not improved	+1
Plan ensures implementing of plan in future land use and development actions	+1 Policy and code amendments provided/adopted 0 Policies and code amendments not provided -1 Current policies and code conflict/not resolved with new or amended policies and code	+1
Cost of public improvements	+1 Plan proposes reasonable improvements within existing funding or future grant potential 0 Plan will require additional public investment -1 Plan may entail higher costs; sources of funding unclear	0
	Total Evaluation Score	+11.5

4 **Transportation**

This chapter summarizes the project's circulation system for pedestrian, bicycle, transit and vehicular travel, and proposed cross-sections for new or reconstructed streets.



TRANSPORTATION PROJECTS

This map summarizes the numerous proposed transportation improvements for the Innovation Gateway Area Plan and related projects around the City of John Day.

Constructing/Improving Streets within the Plan area

- 1 7th Street: Extend minor arterial from Bridge St to Patterson Bridge Rd; install sidewalk along south side and include sharrows. Include sidewalk on north side adjacent to future bus stops
- 2 Government Entry Rd: Construct a collector street from Patterson Bridge Rd to Valley View Dr; include shoulders both sides
- 3 Gateway Drive: Construct collector street from 7th St to Government Entry Rd; install sidewalk along the north side
- 4 Johnson Drive: Construct a local street north of W Main St; include separate left-turn and right-turn lanes at W Main St.
- 5 W Main Street Upgrade Segment 1: Improve between NW 3rd Avenue and Johnson Drive to include one travel lane in each direction, a center turn lane, and sidewalks and bike lanes on both sides
- 6 W Main Street Upgrade Segment 2: Improve between Johnson Drive and Patterson Bridge Road; include one travel lane in each direction, a left-turn lane at key intersections, bike lanes on both sides and a sidewalk on the north side
- 7 Patterson Bridge Road: Construct to collector standards between W Main Street and Government Entry Road; include a sidewalk on the east side and sharrows

New Multi-Use Paths and Trails in the Plan area

- 8 John Day River Multi-Use Path: Construct a multi-use path between Patterson Bridge Rd, the Oregon Pine Bridge and 7th Street Park
- 9 Oregon Pine and Innovation Gateway Area Paths and Trails: Construct path and trail network within the Oregon Pine and Innovation Gateway Areas; provide a connection to the Oregon Pine Bridge river crossing and W Main Street pedestrian and bicycle facilities
- 10 Hill Family City Park Paths and Trails: Construct path and trail network within the Hill Family City Park; provide a connection to the proposed Hill Family City Park Bridge
- 11 Davis Creek Park and Campground Trails: Complete path and trail network already begun at Davis Creek; provide a connection to the John Day River multi-use path and Valley View Drive

Constructing or Improving Bridges in the Plan area

- 12 Johnson Bridge: Improve the existing bridge to serve pedestrian and bicycle river crossings
- 13 Hill Family City Park Bridge: Construct a bridge to serve pedestrian and bicycle river crossings

Projects Outside the Plan Area

- A Ironwood Estates Phase II Streets: Construct local streets west of Valley View Drive and Government Entry Road
- B Valley View Drive/Bridge St Intersection: Improve the intersection of Valley View Drive, Bridge St, Charolais Heights and Boulder Lane
- C 7th Street East Extension: Extend 7th Street to the Charolais Heights extension
- D Charolais Heights Extension: Extend Charolais Heights to 3rd Ave.; include a new bridge over the John Day River.

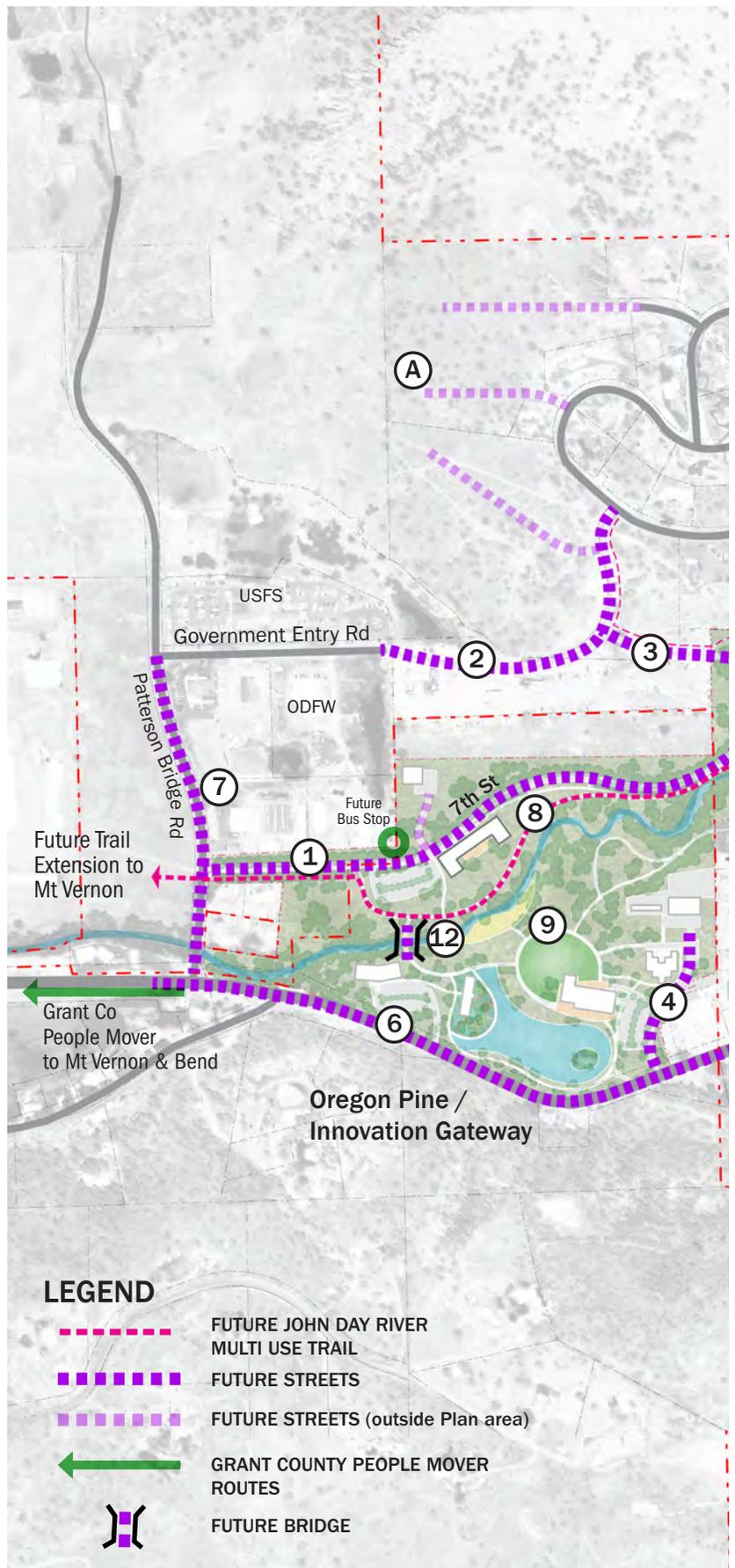
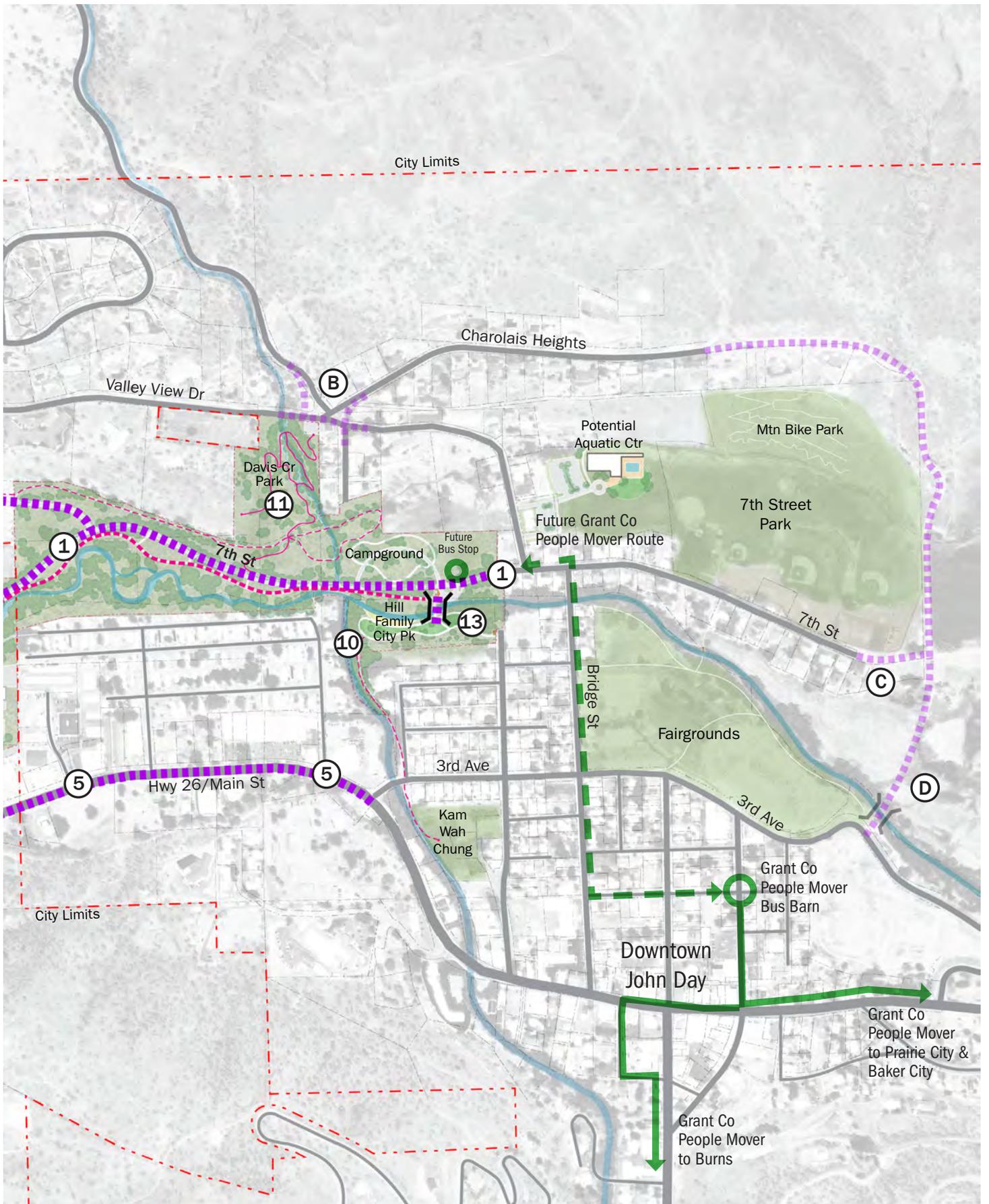


Fig. 4.1 Transportation Solutions Map



Proposed Circulation System



Accessible trails for all



Example of pedestrian bridge built with weathering steel

Pedestrian Circulation System

Pedestrians approaching and traveling within the project site will be able to safely and efficiently walk between destinations using a proposed system of sidewalks, multi-use paths and trails (see map on previous page). As a primary pedestrian thoroughfare, an improved W Main Street will include a continuous sidewalk on the north side from downtown John Day to Patterson Bridge Road, and from downtown John Day to the proposed Johnson Drive on the south side. In addition, curb ramps are recommended at each intersection crossing along W Main Street to bring them into Americans with Disabilities Act (ADA) compliance.

The proposed 7th Street extension will serve as the primary pedestrian route north of the John Day River. It will provide a continuous pedestrian connection between Patterson Bridge Road and Bridge Street. This street is proposed to include a 5-foot sidewalk on the south side and a multi-use path will parallel the roadway on the south side.

A 5-foot sidewalk is recommended on the east side of Patterson Bridge Road between W Main Street and the proposed Government Entry Road. The proposed Gateway Drive will also provide a local walkway linking the proposed 7th Street with the proposed Government Road extension. This street is proposed to include a 5-foot sidewalk on the north side.

The proposed multi-use path on the south side of the proposed 7th Street will provide a primary walkway along the John Day River. This multi-use path will provide for convenient and comfortable travel and recreation between the Oregon Pine and Innovation Gateway areas and the proposed Aquatic Center and existing multi-use pathway network within 7th Street Park, east of Bridge Street. In addition, a proposed network of multi-use paths and trails will link the proposed multi-use path along the John Day River with Hill Family City Park, Davis Creek Park and Campground, Oregon Pine, and Innovation Gateway areas.

An improved Johnson Bridge and a bridge adjacent to Hill Family City Park will provide new pedestrian crossings of the John Day River, in addition to the existing crossings at Patterson Bridge Road and Bridge Street. This network of river crossings will provide shorter block lengths for the pedestrian system, will increase pedestrian access to destinations, and will also provide a recreational loop trail.

Safe and comfortable pedestrian crossings will be provided where facilities cross streets. This will include curb extensions and marked cross-walks where appropriate. A pedestrian wayfinding system for the site and the entire downtown area should also be developed.

Bicycle Circulation System

The proposed 7th Street extension will serve as a local bikeway, serving those traveling from downtown John Day and the neighborhoods to the north and east. Given the relatively slow vehicular speeds along the proposed street, bicyclists will share travel lanes with vehicular traffic. It is recommended to include sharrows to alert drivers to share the street and be designed with 12-foot travel lanes to allow bicyclists to travel outside of the door zone of parked vehicles.

In addition, cyclists can travel along the proposed multi-use path along the John Day River between the Oregon Pine and Innovation Gateway areas and Bridge Street. A potential link to Hill Family City Park and 7th Street Park will also connect the site with the multi-use path networks in these parks. This multi-use path will provide for convenient and comfortable bicycle travel between the Oregon Pine and Innovation Gateway areas and Bridge Street.

W Main Street will serve as the primary bikeway south of the John Day River. It is recommended to include 6-foot bike lanes between downtown John Day and Patterson Bridge Road. The recommended bike lanes will also enhance the Old West Oregon Scenic Bikeway through the project area. Sharrows are also recommended on Patterson Bridge Road between W Main Street and the proposed Government Entry Road, and along Government Entry Road from Patterson Bridge Road to Valley View Drive.

In addition, it is recommended that bike racks and bike storage zones be incorporated in strategic locations along streetscapes and within future development to encourage bicycle use. A bicycle wayfinding system for the site and the entire downtown area should also be developed. This system could also consider highlighting nearby mountain biking opportunities, to enhance the city's reputation for that sport.



Riverfront multi use trail

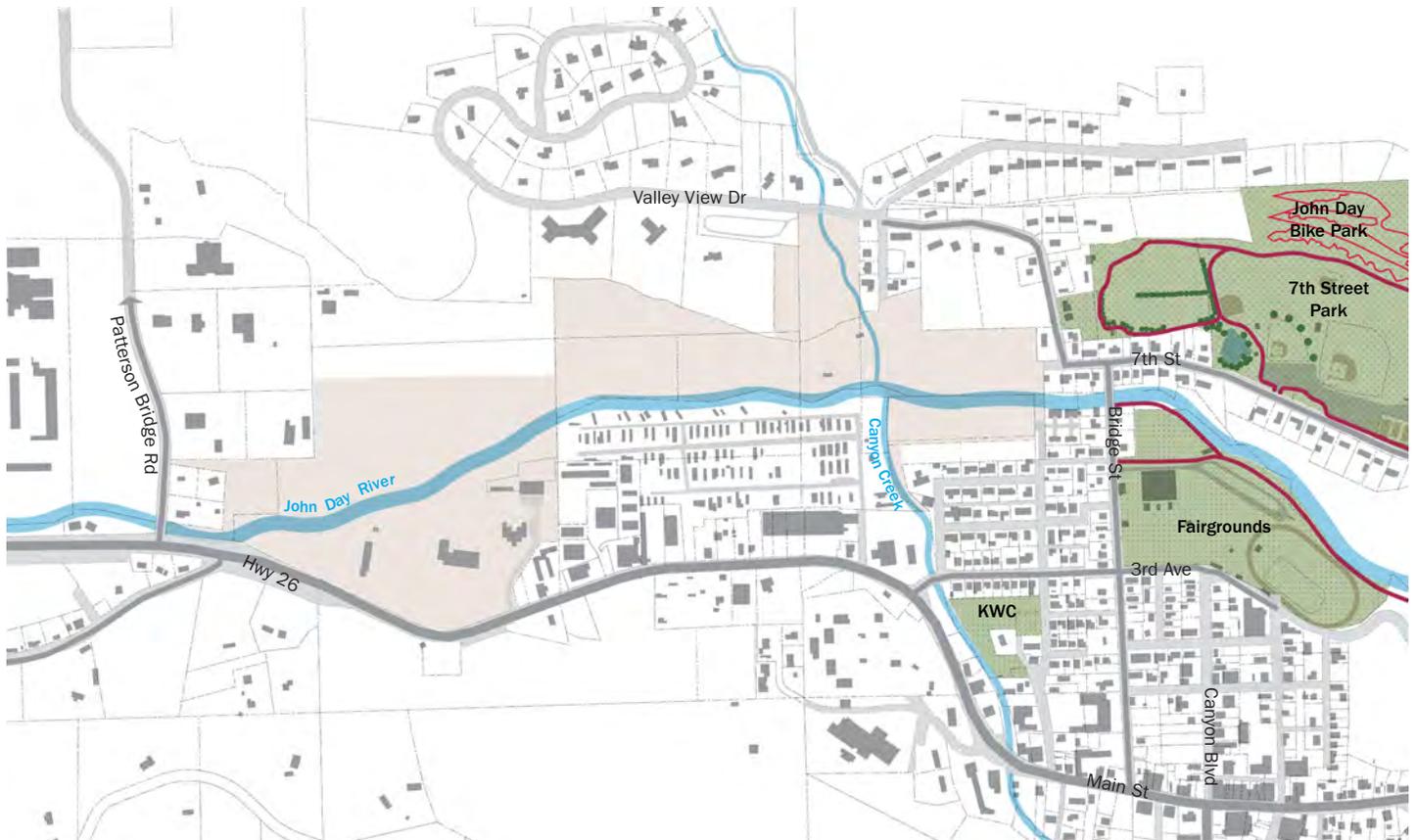


Fig. 4.2 Existing trails and open spaces



Existing trail in 7th St Park

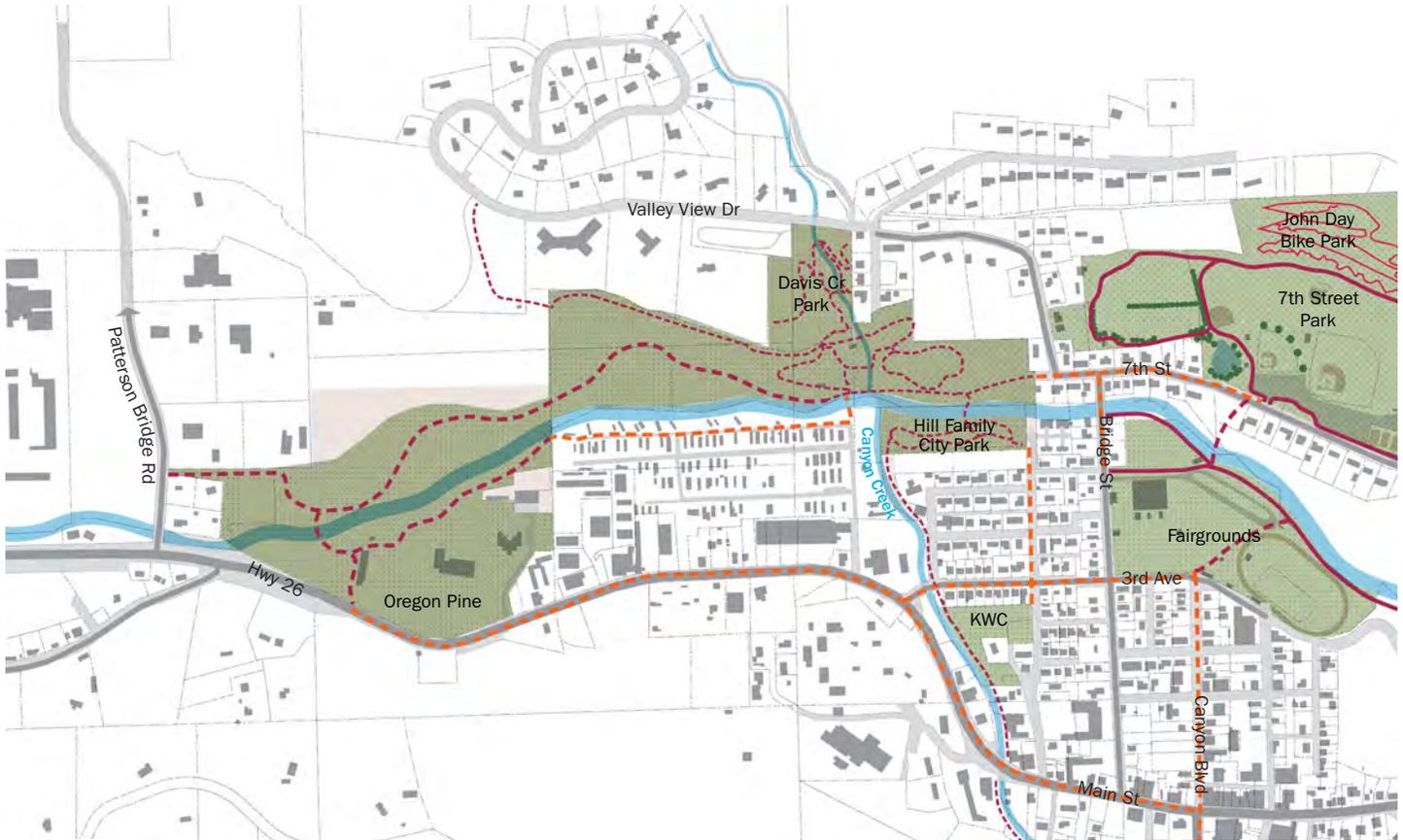


Fig. 4.3 Proposed open space and trail network ties the Oregon Pine site with existing open space, residential neighborhoods, and downtown John Day.



Precedent for proposed river front multi use trail in Truckee, CA

Transit Circulation System

The proposed 7th Street is recommended to serve as the primary pedestrian and bicycle path to Grant County's People Mover bus service. Bus pull-outs are recommended in strategic locations along the proposed alignment to serve future bus service. The on-street sidewalk and multi-use pathway network will connect transit users from these facilities to other key destinations. Within reasonable proximity to the project site, pedestrians and cyclists can also access the existing bus stops on W Main Street. It is intended that the project site will also include a supportive mix of uses and amenities for encouraging transit ridership. Future bus stop locations should also include necessary infrastructure (e.g., shelter, bench, signage) to encourage transit ridership.

Grant County People mover will be served by the proposed pedestrian sidewalk and trail network to connect riders to key John Day destinations.



Vehicular Circulation System

W Main Street provides primary access to the project site south of the John Day River. One access point is proposed approximately 1,100 feet east of Patterson Bridge Road, serving the proposed hotel. The primary site access will be Johnson Drive, located approximately 900 feet east of the proposed hotel driveway. Left-turn lanes are recommended on W Main Street at both proposed access points, and the Johnson Drive approach to W Main Street is recommended to include separate left-turn and right-turn lanes for exiting traffic.

A critical element of the proposed vehicular circulation system is the extension of 7th Street to Patterson Bridge Road north of the John Day River. This 'parkway' will be pleasant for cars, bicyclists, and pedestrians, with gentle curves capitalizing on views of the restored river and surrounding landscape. 7th Street's proposed alignment will provide an alternative route to the highway and a means of vehicular site access to areas north of the river. This new street connection will provide circulation between Patterson Bridge Road and Bridge Street and offer drivers from downtown John Day and neighborhoods to the north and east another option to access the site and to circulate during emergencies.

North-south running cross-streets, including Patterson Bridge Road and Bridge Street, will link the proposed 7th Street and W Main Street. The proposed Government Entry Road and Gateway Drive will connect 7th Street and Patterson Bridge Road with neighborhoods to the north, further enhancing connectivity north of the river.

The proposed street system modifies some of the classifications of the John Day Transportation System Plan (TSP). Given the City's standards, the estimation of traffic volumes on area streets and overall circulation needs, recommended classification/reclassification is as follows:

1. W. Main Street will continue to serve as an Arterial Street
2. Patterson Bridge Road, Bridge Street and the proposed Government Entry Road will continue to be Collector Streets
3. 7th Street is recommended to be a Minor Arterial Street, modified from a Collector Street in the TSP
4. Gateway Drive and Johnson Drive are newly identified streets that were not in the TSP and are recommended as a Collector Street and Local Street, respectively



Precedents for proposed 7th Street Parkway and multi-use trail

Street Design

W Main Street between NW 3rd Avenue and Johnson Drive

W Main Street is recommended to be consistent with the standard in the Highway Design Manual (HDM) between NW 3rd Avenue and the proposed Johnson Drive. This segment will include bike lanes (6-feet wide) and reconstructed sidewalks (6-foot wide) on both sides (see Figure 4.4) and would fit within the existing 60-foot highway right-of-way. Note that more right-of-way would need to be obtained (beyond the existing 60-feet) if a buffer is desired between the roadway and the sidewalk.

W Main Street between Johnson Drive and Patterson Bridge Road

W Main Street between the proposed Johnson Drive and Patterson Bridge Road is constrained by upward slopes on the south side of the highway. The south side of the highway along this segment also has no development potential and is recommended to include a sidewalk on the north side only (see Figure 4.5). The sidewalk on the north side is recommended to be wider (8 feet versus 6 feet in the HDM standard) and include a four-foot buffer. A left turn lane is only recommended at the proposed hotel driveway, Screech Alley and Patterson Bridge Road intersections with W Main Street. Otherwise, the center turn lane can be narrowed at mid-block locations as feasible.

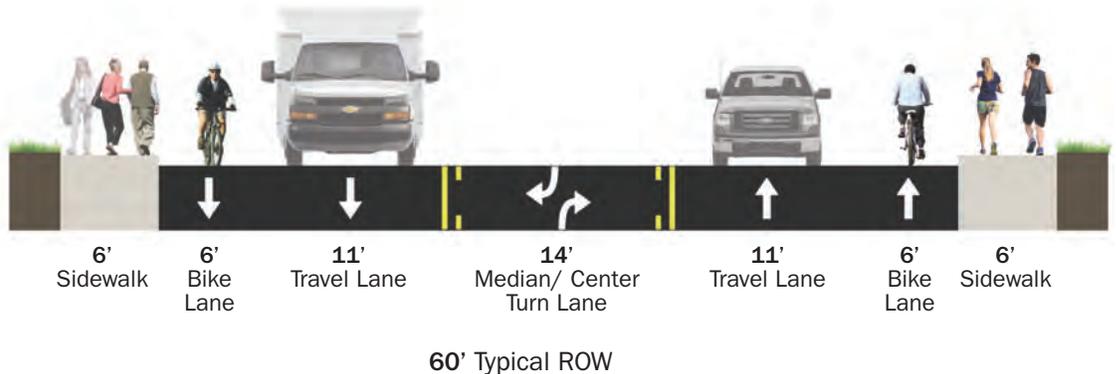


Fig. 4.4 W Main St between NW 3rd Ave and Johnson Dr

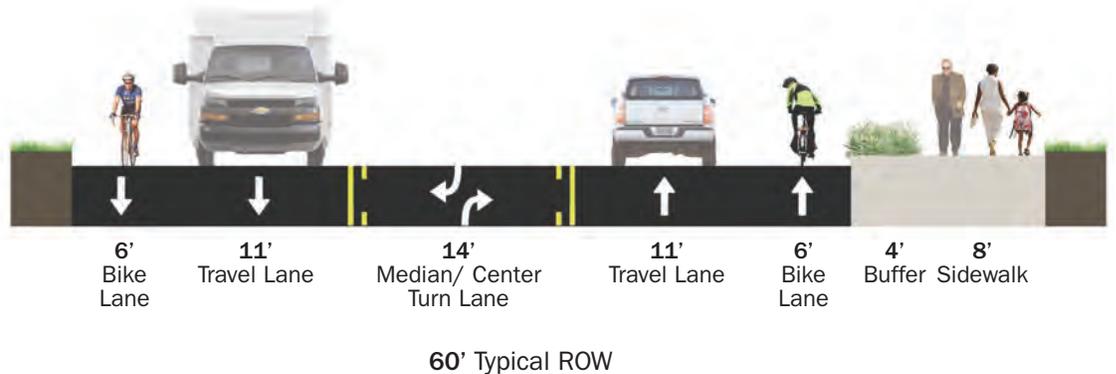


Fig. 4.5 W Main St between Johnson Dr and Patterson Bridge Rd

7th Street

The current street design standards in the John Day TSP (amended by the 2009 John Day Local Street Network Plan) for a Minor Arterial would require 7th Street to include at least 62-feet of right-of-way. This includes two 14-foot travel lanes and a 12-foot center turn lane, two 5-foot bike lanes and a 6-foot sidewalk on each side.

Eleven-foot travel lanes are recommended along 7th Street to encourage slower vehicular travel speeds. Given the relatively slow speeds expected, sharrows are recommended, instead of bike lanes. In addition, no center turn lane is provided given the lack of driveways and slow travel speeds. The recommended design for 7th street is shown as an illustrative view in Figure 4.6. Parking pockets interspersed along the street reduce the need for large surface parking lots. A multi-use path and sidewalk between the river and street will provide ample space for all modes of transportation. Street furniture, such as bicycle racks, pedestrian scale lighting, and benches, will be located at key nodes along the street and reflect the palette of materials on the Oregon Pine / Innovation Gateway site.

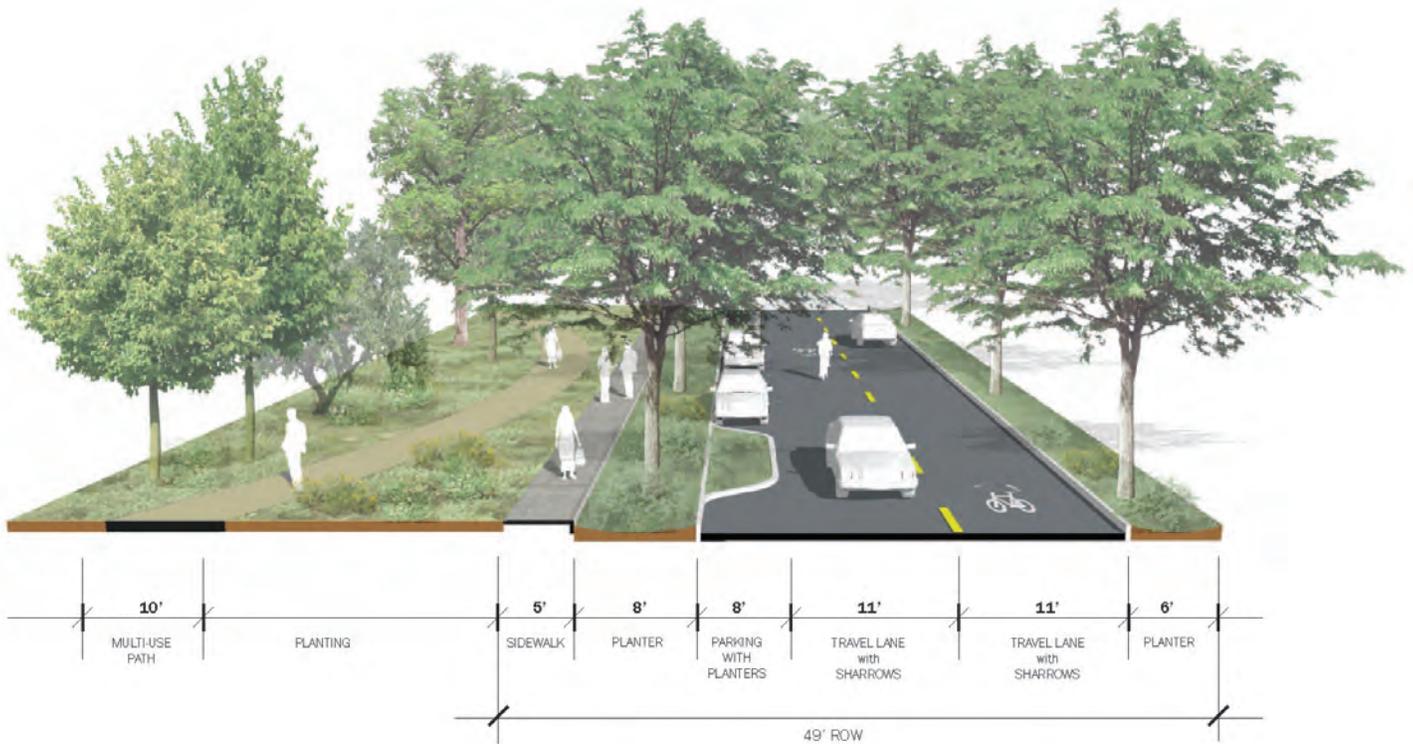


Fig. 4.6 7th St Extension

Gateway Drive

The current street design standards in the John Day TSP (amended by the 2009 John Day Local Street Network Plan) for a Collector would require Gateway Drive to include at least 40-feet of right-of-way. This includes two 11-foot travel lanes, two 5-foot bike lanes and a 6-foot sidewalk on one side.

Given that Gateway Drive is sloping upwards, wider travel lanes are recommended (12 feet versus 11 feet). Wider landscape strips are recommended to enhance the pedestrian experience and allow for occasional on-street parking. No bike facilities are recommended since facilities are recommended on adjacent routes (i.e., 7th Street, Patterson Bridge Road and Government Entry Road).

Fig. 4.7 Recommended Gateway Dr without on street parking

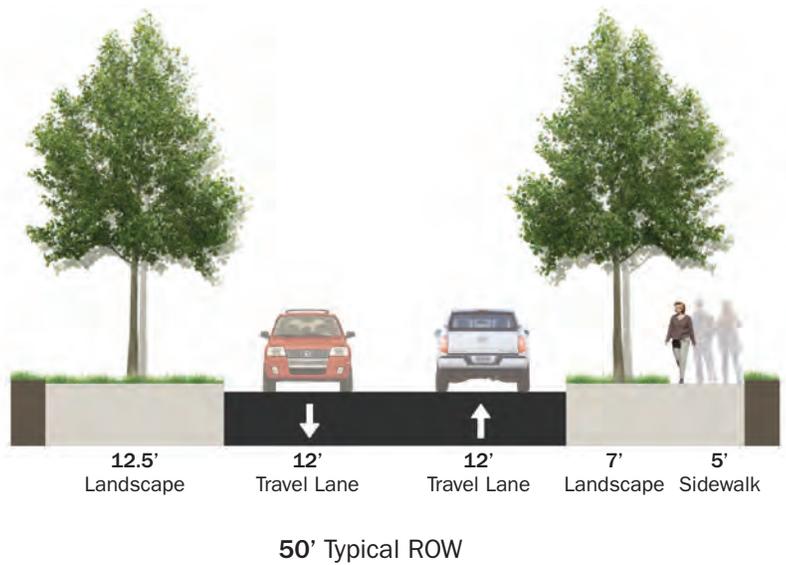
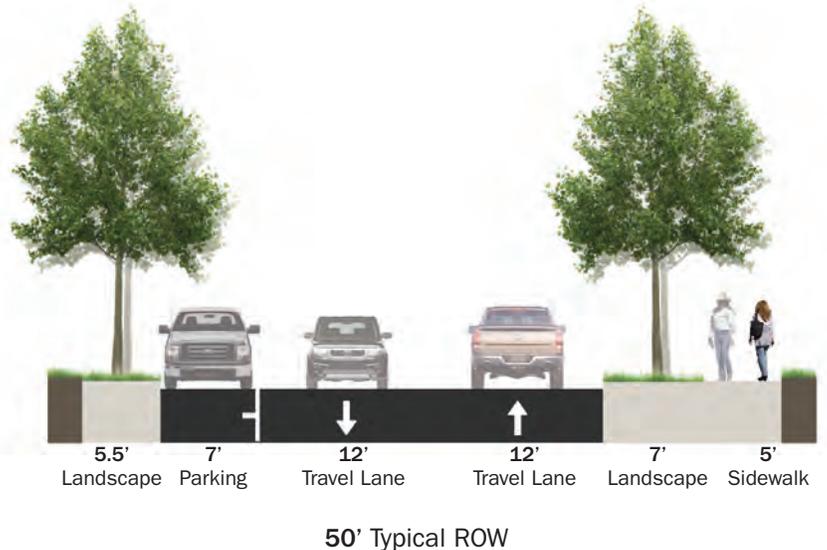


Fig. 4.8 Recommended Gateway Dr with on street parking



Government Entry Road

The current street design standards in the John Day TSP (amended by the 2009 John Day Local Street Network Plan) for a Collector would require Government Entry Road to include at least 40-feet of right-of-way. This includes two 11-foot travel lanes, two 5-foot bike lanes and a 6-foot sidewalk on one side.

Since Government Entry Road travels uphill, wider travel lanes are recommended (14 feet versus 11 feet). Given the expected low traffic volumes and slow vehicular speeds, it is recommended to include sharrows instead of bike lanes. A two-foot gravel shoulder is recommended on each side for pedestrian travel in place of a sidewalk given the rural nature of surrounding uses and minimal pedestrian travel expected. The recommended design for Government Entry Road is shown in Figure 4.9. It includes 50-feet of right-of-way, consisting of two 14-foot shared travel lanes and a 2-foot gravel shoulder on each side.

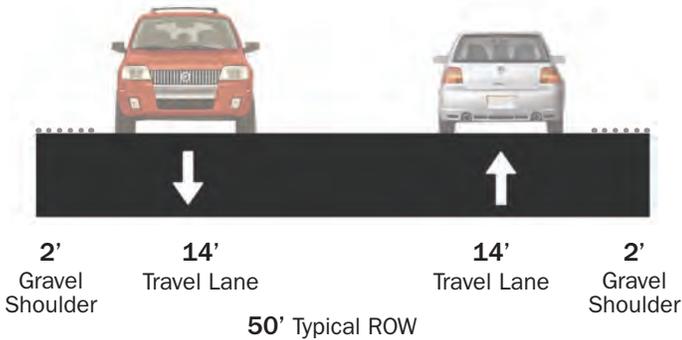


Fig. 4.9 Government Entry Rd

Johnson Drive

The current street design standards in the John Day TSP (amended by the 2009 John Day Local Street Network Plan) for a Local Street would require Johnson Drive to include at least 40-feet of right-of-way. This includes two 10-foot travel lanes, an 8-foot parking lane and a 6-foot sidewalk on one side.

Parking is proposed to be provided in lots surrounding Johnson Drive, so no on-street parking is recommended. In addition, a network of walkways and trails is recommended just to the west of Johnson Drive that would connect to recommended sidewalks on W Main Street. Therefore, no sidewalks are recommended along the alignment.

The recommended design for Johnson Drive is shown in Figure 4.10. It includes 20-feet of right-of-way, consisting of two 10-foot paved travel lanes.

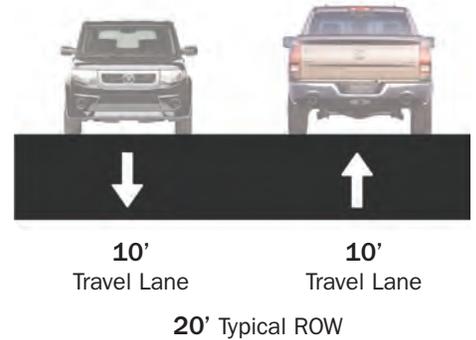


Fig. 4.10 Johnson Dr

Transportation Summary

The table below summarizes transportation improvements needed to support future growth and new development within the John Day Innovation Gateway Area Plan study area, including projects previously identified in the TSP or Local Street Network Plan. Not all recommended improvements need to be in place prior to developing land within the John Day Innovation Gateway Area Plan study area. Upgrade of the existing streets will be driven by the multi-modal access needs of the adjacent properties. Many of the street construction projects, such as 7th Street and Johnson Drive, will be dependent on new development.

Table I: Recommended Transportation System Improvements in the John Day Innovation Gateway Area Plan Study Area

Project ID	Project Description	Project Summary	Project Source
Projects Constructing or Improving Streets within the Plan area			
1	7th Street	Extend a minor arterial from Bridge Street to Patterson Bridge Road; install a sidewalk along the north side and include sharrows	Modified version of TSP Project Alternative 2 (modified roadway design and classification)
2	Government Entry Road	Construct a collector street from Patterson Bridge Road to Valley View Drive; include gravel shoulders and sharrows	Modified version of Local Street Network Plan Project 10 (modified roadway design)
3	Gateway Drive	Construct a collector street from 7 th Street to Government Entry Road; install a sidewalk along the north side	New Project
4	Johnson Drive	Construct a local street north of W Main Street	New Project
5	W Main Street Upgrade Segment 1	Improve between NW 3 rd Avenue and Johnson Drive to include one travel lane in each direction, a center turn lane, and sidewalks and bike lanes on both sides	Local Street Network Plan Projects 38 and 39
6	W Main Street Upgrade Segment 2	Improve between Johnson Drive and Patterson Bridge Road; include one travel lane in each direction, a left-turn lane at key intersections, bike lanes on both sides and a sidewalk on the north side	Modified version of Local Street Network Plan Projects 38 and 39 (modified roadway design)
7	Patterson Bridge Road	Construct to collector standards between W Main Street and Government Entry Road; include a sidewalk on the east side and sharrows	New Project

Fig. 4.11 Summary Table of Recommendations

Projects Constructing Multi-Use Paths and Trails in the Plan area

8	John Day River Multi-Use Path	Construct a multi-use path between the Johnson Bridge and 7 th Street Park	Local Street Network Plan Project 5
9	Oregon Pine and Innovation Gateway Area Paths and Trails	Construct path and trail network within the Oregon Pine and Innovation Gateway Areas; provide a connection to the Johnson Bridge river crossing and W Main Street pedestrian and bicycle facilities	New Project
10	Hill Family City Park Paths and Trails	Construct path and trail network within the Hill Family City Park; provide a connection to the proposed Hill Family City Park Bridge	New Project
11	Davis Creek Park and Campground Paths and Trails	Construct path and trail network within the Davis Creek Park and Campground; provide a connection to the John Day River multi-use path	New Project

Projects Constructing or Improving Bridges the Plan area

12	Johnson Bridge	Improvements to the existing bridge to serve pedestrian and bicycle river crossings	New Project
13	Hill Family City Park Bridge	Construct a bridge to serve pedestrian and bicycle river crossings	New Project

5 Implementation

This chapter includes the financing plan, financing strategies and development incentives.



Funding & Finance

Innovation Gateway Plan - Phasing

Currently, the City has identified three phases of development for the Innovation Gateway Area and associated investment areas.

- **Phase 1:** The first phase is almost complete. The phase featured property acquisitions and land assembly activities along the John Day River, environmental site assessments and initial fundraising of \$1.5 million from multiple sources. Key sources included securing ODOT TGM and Economic Development Administration grants that funded the Innovation Gateway Area Plan and the Community Investment Strategy. Phase 1 culminates in November 2019 with City Council adoption of the Innovation Gateway Plan.
- **Phase 2:** The second phase will feature development of the new wastewater treatment plant (scheduled completion in 2021) and transportation infrastructure in the western portion of the area, including an extension of 7th Street, connections and/or enhancements to connector roads. In addition, this phase includes new trails (concrete and gravel), parking areas, interpretive overlooks, a pedestrian bridge, and enhancements to the current bridge located at the Oregon Pine Mill site. Hotel planning will begin.
- **Phase 3:** The third phase will feature an extension of 7th Street in the eastern portion of the city, the creation of a 3rd Avenue bridge, and utility and infrastructure improvements to the industrial area within the Innovation Gateway. If funding is available, Phase 3 will also feature river restoration activities along the John Day River.

Funding and Implementation Approach

The City has severely limited financial resources, so has initiated a project funding and implementation approach that relies on strong partnerships with sponsors and partners at the local, regional, and national level. The City sees itself in the following project funding and implementation roles:

- Lead coordinator of economic development activities;
- Steward and careful manager of local infrastructure; and,
- Supporter of business development and private investment.

The City recognizes that the successful implementation of the Plan will require a community effort and ongoing collaboration with partners. Strong partnerships already exist, and the City is working to create new partnerships and recruit project sponsors. However, not all partners will play the same role. Some partners will be expected to contribute funding, while others are primarily partners in implementation, and others may play multiple roles. Fig. 5.1 provides an overview of the core partners for all of John Day's current economic development projects, and Figure 5.2 (following pages) describes project costs and funding sources.

IMPLEMENTING PARTNERS: <i>Organizations that will take a necessary and active role in project implementation</i>	FUNDING PARTNERS: <i>Public, private, and nonprofit organizations that will support strategic investments</i>	DUAL ROLE PARTNERS: <i>Implementation and Funding</i>
City departments (public works)	USDA Rural (broad array of funding programs)	Grant County (economic development, roads)
John Day / Grant County Chamber of Commerce	Business Oregon	Travel Oregon
John Day Canyon City Parks and Recreation District	Oregon Department of Transportation	Private businesses
Grant County municipalities: Canyon City, Prairie City, Dayville, etc.	U.S. Department of Commerce, Economic Development Administration (EDA)	
Greater Eastern Oregon Economic Development District (GEOEDD)	Oregon Department of Land Conservation and Development	
North Fork John Day Ranger District (USFS)	Oregon Parks and Recreation Department	
School District	Oregon Housing and Community Services	
Regional WIB	U.S. Housing and Urban Development	
Eastern Oregon Regional Solutions Team		
Community organizations		
Universities		
Consultants		
Planning Commission		
Advisory Committees		
City Council		

Fig. 5.1 Overview of partner roles

Funding & Finance

Project	Cost Range	Identified Funding Source	Triggers	Phased Actions/Timeframe
Study Area Roads				
7 th Street Extension (West)	\$4,826,779	BUILD Grant	Funding acquired	Phase 2 – Implementation /near-term
7 th Street Extension (East)	\$324,182	BUILD Grant	Funding acquired	Phase 3 – Implementation /mid-term
Government Entry Road Extension	\$652,363	BUILD Grant	Funding acquired	Phase 2 – Implementation /near-term
Gateway Drive	\$684,097	BUILD Grant	Funding acquired	Phase 2 – Implementation /near-term
Johnson Drive	\$131,080	BUILD Grant	Funding acquired	Phase 2 – Implementation /near-term
Wastewater Treatment Plant Facility Access	\$165,968	BUILD Grant	Water treatment development initiated	Phase 2 – Implementation /near-term
Campground Road	\$57,000	BUILD Grant	Funding acquired and campground development initiated	Phase 2 – Implementation /near-term
Study Area Roads Subtotal	\$6,841,469			
Other new City Roads				
3 rd Ave Bridge and Charolais Heights Street Ext.	\$6,257,636	BUILD Grant and Non-Federal Sources	Funding acquired and development initiated	Phase 3 – Implementation /mid-term
Charolais Heights Intersection Improvements	\$244,143	BUILD Grant and Non-Federal Sources	Funding acquired and development initiated	Phase 3 – Implementation /mid-term
Other City Roads Subtotal	\$6,501,779			
Trails and Recreations				
Oregon Pine-area trails	\$136,000	BUILD Grant and Non-Federal Sources	Funding acquired	Phase 2 – Implementation /near-term
Oregon Pine Bridge	\$90,000	BUILD Grant and Non-Federal Sources	Funding acquired	Phase 2 – Implementation /near-term

³ Rounded values include contingency, contractor overhead and profit, and soft costs (30%)

Project	Cost Range	Identified Funding Source	Triggers	Phased Actions/Timeframe
Oregon Pine-area concrete paths	\$122,000	BUILD Grant and Non-Federal Sources	Funding acquired	Phase 2 – Implementation /near-term
Multi-use Trail along John Day River	\$460,000	BUILD Grant and Non-Federal Sources	Funding acquired	Phase 2 – Implementation /near-term
Campground Trails	\$34,150	BUILD Grant and Non-Federal Sources	Funding acquired and campground development initiated	Phase 2 – Implementation /near-term
Integrated Park Transportation Infrastructure	\$555,864	BUILD Grant and Non-Federal Sources	Funding acquired	Phase 2 – Implementation /near-term
Interpretive Overlooks on River	\$204,000	BUILD Grant and Non-Federal Sources	Funding acquired	Phase 2 – Implementation /near-term
Gravel Parking lot/Trailhead	\$23,970	BUILD Grant and Non-Federal Sources	Funding acquired	Phase 2 – Implementation /near-term
Gravel Parking Lot (Planer shed)	\$153,000	BUILD Grant and Non-Federal Sources	Funding acquired and planer shed renovation initiated	Phase 2 – Implementation /near-term
Trails and Recreation Subtotal	\$1,778,984			
Grand Total	\$15,122,232			

Fig. 5.2 Projects and funding sources

Transportation Funding Sources

New transportation funding options include local taxes, assessments and charges, and state and federal appropriations, grants, and loans. Factors that constrain these resources include the willingness of local leadership and the electorate to burden citizens and businesses with taxes and fees; the portion of available local funds dedicated or diverted to transportation issues from other competing City programs; and the availability of state and federal funds. The City should consider all opportunities for providing or enhancing funding for the transportation improvements included in the Concept Plan.

Counties and Cities have used the following sources to fund the capital and maintenance aspects of their transportation programs. As described in Figure 5.3, they may help to address existing or new needs identified in the Innovation Gateway Area Plan.

Table 2: Potential Transportation Funding Options

Funding Option	Allowed Use of Funds	Existing or New Funding Source	Action Required to Implement	Example Charge	Potential Additional Annual Revenue
System Development Charge	Capital improvements	New	City Council action	\$500 per peak hour trip for new development	\$10,000
Transportation Utility Fee	Capital improvements or maintenance	New	City Council action	\$1 per month for residential units and \$.01 per month per square foot for non-residential uses	\$100,000
Local Fuel Tax	Capital improvements or maintenance	New	Voter Approval	One cent per gallon	\$12,000
County Vehicle Registration Fee	Capital improvements or maintenance	New	Voter Approval (County- wide)	\$18 for passenger cars, and \$8 for motorcycles per year	\$11,000
Property Tax Levy	Capital improvements or maintenance	New	Voter Approval	\$0.20 per \$1,000 in assessed value (per year, for 5 years)	\$20,000 (per year, for 5 years)
Transient Room Tax	Capital improvements or maintenance	New	City Council action	n/a	n/a
Local Improvement Districts	Capital improvements	New	Affected Property Owners	n/a	n/a
Debt Financing	Capital improvements	New	Varies	n/a	n/a

Fig. 5.3 Potential Transportation Funding Options

