



# Winston Downtown Redevelopment Plan



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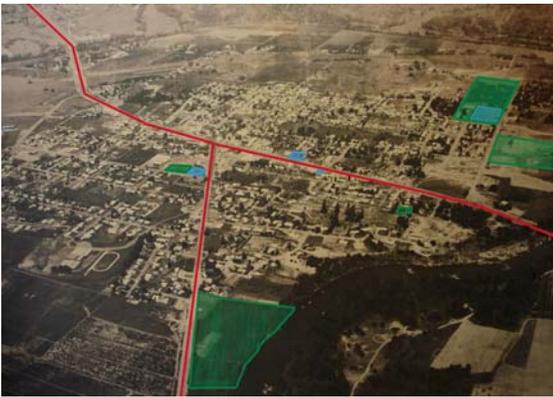
# Table of Contents



Introduction	5
What Makes a Downtown Work?	7
Chapter 1: Existing Conditions	11
Chapter 2: Market Analysis & Business Mix	17
Chapter 3: A New Vision for Downtown Winston	37
Chapter 4: Implementation Strategies	55



# Introduction



Aerial view of Winston, with highways shown in red, open space in green & civic uses (existing & proposed) in blue.

As a small, rural community adjacent to a regional center, Winston faces competitive advantages and disadvantages, as well as opportunities and challenges. Economically, downtown struggles to capture a growing market of new residents. Physically, downtown has never had the attributes of a traditional central business district, due to the fact the City was not incorporated until the 1950s. Winston's downtown fabric is comprised of highway commercial-style development (favoring cars over pedestrians) which is typified by large parking lots separating buildings from each other and the sidewalk.

On the plus side, Winston is rapidly growing and has embraced a new vision for downtown development. To guide revitalization in an proactive and integrated manner, the City of Winston, the local Economic Development Committee and the community at-large have collaborated to develop an integrated Downtown Redevelopment Plan that will serve as the 'roadmap' for downtown revitalization efforts. This cooperative effort was designed to address the need for a more vital downtown district through a combination of business development activities and physical improvements. It has been created to maximize downtown's unique assets and advantages and address its challenges and disadvantages - - and through the implementation of the projects and recommendations in the plan, lead to a more economically vibrant, inviting, and livable community.

The concepts and recommendations outlined in this plan are based on community feedback gathered through a series of public meetings and workshops. Community ownership of the plan and its associated projects are essential in order for it to be embraced and implemented! The goal of this project is not the simple development of a plan, but the ultimate implementation of a identified downtown projects that will help Winston's vision for downtown become a reality.

# What Makes a Downtown Work?



*“A community is characterized by civility, respect and neighborly concern.*

*It is a place; people feel rooted, they belong, they can participate in civic life.*

*A town supplies the heartbeat and signature for the area. It is where people gather to live, play, learn and grow.”*

*- - William Hudnut*

Perhaps before the question is answered as to *what makes a downtown work*, the issue should be addressed as to *why* having an economically vital, inviting downtown is important.

This is simply a rhetorical question, for as we learned during the process to develop the plan, not everyone is supportive of this general premise and planning approach. Some people did not see the connection between downtown redevelopment efforts and economic development and job growth. But as this plan shows, the two are intricately tied. The way a downtown looks and functions *does* matter to economic development. These days, an attractive, viable downtown is necessary to garner more visitor and resident dollars and send the message to potential businesses, industries, investors and residents who may locate in Winston, that the community values its downtown as the commercial, social and cultural center of the community. Developers and investors say that communities who make streetscape and other improvements to their downtowns send the signal they are confident about their future by their willingness to invest in it - - making these communities a better risk in comparison to communities who let their downtown infrastructure and assets decline due to deferred maintenance and neglect.

A community that is actively implementing a Downtown Redevelopment Plan also has a competitive edge as opposed to towns who do not have a roadmap to guide them (or whose plans sit idly on shelves) - - as these communities are also seen as better business and

## 5 Rules for a Well-Designed Downtown

- 1. Create a sense of place.**
  - Reflect your natural and cultural heritage
  - Make downtown a place that people remember in a positive way
- 2. Design the place for people.**
  - Downtowns need to be at a scale for pedestrians.
  - Create building details & signage for pedestrians.
  - Make sidewalks & public spaces enjoyable for people.
- 3. Mix in a variety of uses.**
  - Mixed-uses need to be both vertical & horizontal.
  - Local complementary uses should be adjacent to one another.
  - Have uses that keep downtown active after 5 pm.
- 4. No parking lots in front of buildings.**
  - Locate parking to the side, or behind, buildings.
  - Use on-street parking where possible to help shrink parking lots.
  - Make parking attractive for both cars and people.
- 5. Connect all the pieces.**
  - Storefronts – Sidewalks – Public Space - & Parking....they should all work together and complement each other!

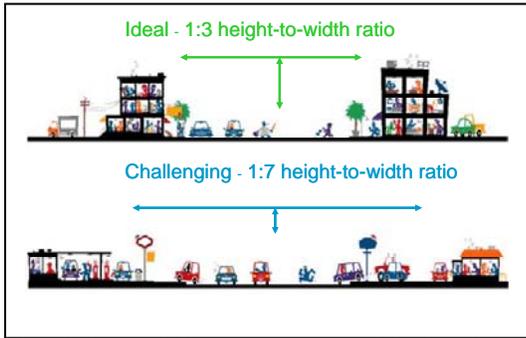
redevelopment risks because local stakeholders have articulated a proactive vision and plan for their future.

Finally, when looking for project funding, communities who work from an overall plan tend to have more success than those who don't because funders like projects that are part of a comprehensive vision and redevelopment strategy.

## What Makes a Downtown Work

Downtowns are not static. They are never sitting still, but are either moving forward or backward - - sometimes incrementally, sometimes not. Downtowns that are successful are active, inviting, pedestrian-friendly environments that have a range of retail, service, dining and residential options for community members and visitors alike. Successful downtowns don't just happen on their own, they are a complex interweaving of the following components:

- A shared vision, detailed plan and strong commitment to downtown; supporting it as the vital commercial, social, historic and governmental hub of the community;
- A cooperative public/private partnership that works together on downtown revitalization activities;
- 'Downtown champions' - - usually an organized group of private sector sparkplugs who are the driving force for redevelopment and revitalization activities;



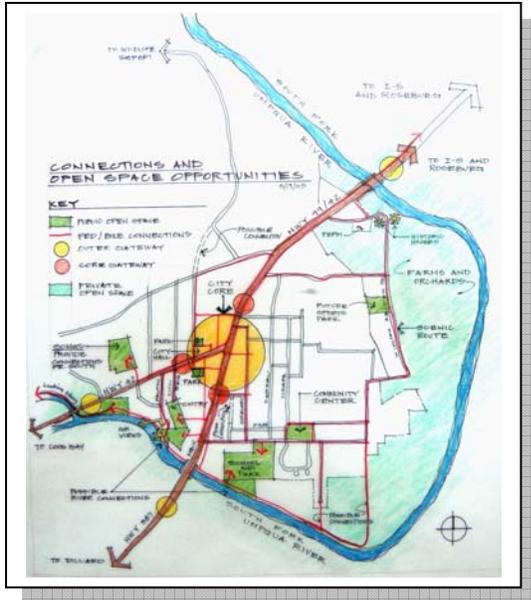
**The Goal: Moving from a car oriented environment to a multi-modal one.**



**Creating inviting places that encourage pedestrian activity and interaction.**

- An understanding that downtowns don't go downhill overnight and won't be revitalized overnight; that downtown redevelopment is an arduous process - - but one worthy of time, commitment and dollars;
- A mix of private and public funding is necessary to undertake a variety of downtown projects;
- A mix of uses is important in downtown, including upper-floor residential;
- The right mix and clustering of locally owned businesses that are sensitive to the needs of shoppers and changing retail trends;
- A pedestrian friendly, walkable environment that is conducive to 'pulling' shoppers down the street with contiguous, active storefronts that are built to the sidewalk and have eye-catching displays;
- Safe, welcoming sidewalks and 'calm' streets that have clear circulation patterns identified for both vehicles and pedestrians;
- Inviting public spaces and amenities that encourage social interaction and gathering - - serving as the 'living room' of the community;
- Cooperative, high quality marketing to a variety of well-defined target audiences;
- Downtown should be the home to a variety of unique special events and activities that fall into the categories of: image, retail, and special events;

- Perhaps, it is a positive, 'can-do' attitude that makes all the difference - - one of pride, cooperation and stick-to-it-ness; where the community works together towards a more positive future for downtown and the community as a whole.



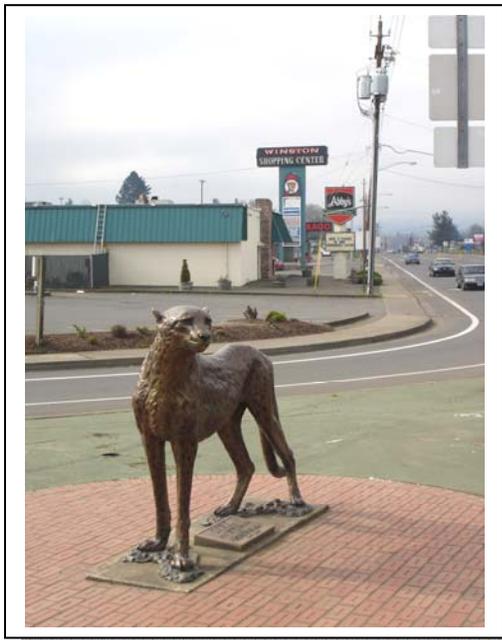
## Purpose of a Downtown Redevelopment Plan

When faced with issues about the future character and long-term success of a downtown commercial district, a proactive community develops a Downtown Plan, which is intended to provide a roadmap for implementation. A Downtown Redevelopment Plan helps ensure the community reaches its vision by proactively taking charge of downtown's future, rather than reacting to challenges and issues in a haphazard and piecemeal way. The projects and implementation strategies contained in Winston's Redevelopment Plan allow the City and downtown stakeholders to make informed, strategic decisions about future development and public improvements.

Winston's Downtown Redevelopment Plan outlines a framework for revitalization and identifies specific business development actions; streetscape improvements; and infill opportunities that best capitalize on existing assets and opportunities. The plan also includes strategies for implementation.

# Chapter 1:

## Existing Conditions



## Streetscape & Open Space

### *Gateways*

As travelers approach Winston, there are no significant features that announce the entrance to downtown. Although the South Umpqua River is present at all entry points, this natural amenity is not highlighted as a gateway. Closer to the downtown core, highway welcome signs greet the traveler. However, low-density development and an abundance of large parking lots along the highway dilute any sense of a welcoming arrival into town.

### *Open Space*

Winston has a rich inventory of public and private open space located primarily at the periphery of town. The private open space consists of rural properties, river frontage and the Wildlife Safari. Public space includes river front properties, school grounds, community center property, a cemetery, the public water facility and several neighborhood parks. Other than an ad hoc park behind city hall, very little public open space was found in the downtown core. In addition, access to many of the peripheral public spaces is not apparent to visitors. To further complicate matters, linkages between these open spaces are not well developed and defined. However, there appears to be excellent potential to provide bicycle and pedestrian connections to the open spaces along the river and to the community center and school sites. The river offers many amenities and experiences that are not obvious or accessible (i.e., boat access is lacking near downtown), but riverfront pathways that include access



to outstanding views and recreational opportunities are potential improvements that could enhance the identity and livability of Winston.

### **General Streetscape**

The primary streetscapes in Winston are found along State Route 42 (Douglas Avenue) and Highway 387 (Main Street) where they pass through the downtown area. The hub, or center of downtown is the “T” intersection where these routes intersect. Functionally, these routes work very efficiently to move vehicular traffic through town. However, the down side is that they lack many of the essential streetscape elements that support and define a successful and vibrant downtown environment.



### **Street Definition**

With the exception of several connected retail buildings east of the “T” intersection, very few of Winston’s commercial buildings contribute to a comfortable pedestrian environment. Most commercial and retail buildings are separated from the street by large ‘front-loaded’ parking lots, with other storefronts scattered about within an expanse of paving. These conditions are typical of newer, highway commercial developments that are designed for the convenience of cars and not pedestrians. Unfortunately, these same conditions do not provide for inviting, people-oriented environments.



### **Pedestrian Experience**

In downtown Winston, the pedestrian experience is harsh, uncomfortable and often unsafe. Due to the presence of multiple travel lanes, high traffic volumes

This stretch of downtown is posted at 30 mph. Do you think anyone observes it?

The wider the 'runway' - -  
the faster drivers 'fly'



and speed, walking downtown causes safety concerns. Pedestrian crosswalks are minimal, with some considered hazardous. There are few buildings and amenities along the street edge to encourage a leisurely, enjoyable experience. Instead, the sparse building fabric and heavy vehicular traffic compel pedestrians to move quickly through the area. Improvements to the building fabric along downtown streets (i.e. street trees, pedestrian scaled lighting, benches and other amenities) would promote a more favorable environment for pedestrians.

### ***Parking***

A large proportion of private land in downtown is devoted to parking and pavement. Although some parking lots are striped, significant areas of paving appear to be "left over" with no clear direction indicating where to drive or park. In addition, there is very little landscape to buffer or soften the expansive paved areas. Careful planning and organization of these areas could maintain parking space numbers, while providing orderly directional flow and the creation of areas for landscape beautification.

### ***Landscaping***

Although surrounded by a lush river valley and forested hill sides, downtown Winston is largely void of "greenscape". Parking lots and asphalt occupy most of the highway frontage, with minimal space devoted to landscape. Very few street trees are present downtown along routes 42 and 387. This lack of green space further contributes to the harshness of the streetscape. Winter impressions in downtown are very gray and summer conditions are very hot without

shade and landscape areas to cool the reflected heat from the paving. The Cheetah island could be greatly enhanced with appropriate plantings, that fit within the view-shed and satisfy the safety concerns of the Oregon Department of Transportation. The introduction of a landscape infrastructure may be the most cost effective means to improve streetscape conditions within downtown Winston.



## Existing Conditions: Downtown Buildings

Compared to most small towns in Oregon, Winston is unique in that the majority of downtown development did not occur until after World War II. As a result, Winston has no historically significant downtown commercial buildings. Typical of the era between the 1950s through the 1970's, most of the development along Highways 42 and 387 is single story and auto-oriented, with the majority of the retail and commercial establishments located in suburban-style strip shopping centers. This type of development does not make for an attractive pedestrian environment, or support the traditional small town feeling that many revitalized rural Oregon towns enjoy.



Historic downtowns, as well as current practice in town planning, have central business district buildings located at the sidewalk edge. This allows pedestrians to comfortably stroll from one shop to another along a pleasant street environment that is shared by pedestrians and cars alike. Parking occurs both



on-street and in small parking lots. On-street parking serves the additional purpose of creating a buffer between people on the sidewalk and cars on the street. Off-street parking lots are located either to the side of, or preferably, behind the buildings. Buildings in this type of environment also have a mix of uses, with small businesses or residences on one or more floors above the street level and with retail or services located on the street level.



There is an advantage to Winston’s current building stock and development pattern, if viewed over the long term: the lack of a distinct architectural history allows Winston to “reinvent itself” by creating a cohesive and pedestrian oriented architectural style for the entire town and for all future buildings. The Winston-Dillard region has a wealth of natural and historical precedents that could be interpreted into the design of future buildings, through design and development guidelines.

When viewed from the surrounding hills, Winston is an ideal setting for a small town – nestled in the green, rolling hills and framed by meandering rivers. This would suggest a “village in the valley” approach to creating a distinct image for Winston. Additional influences from the past, present and future include the region’s timber history, the Wildlife Safari, and the emerging wine industry.

The timber history could be interpreted through the creative use of wood structure and detailing. The Wildlife Safari should be interpreted in a careful and sensitive manner to prevent downtown Winston from taking on a theme park appearance. The Cheetah

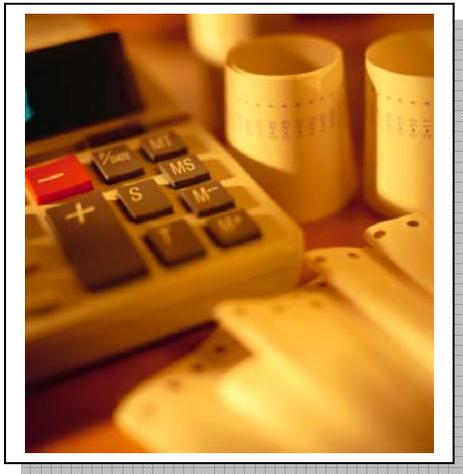
sculpture is an example of the community establishing a high standard for a public art piece that links the town to its strongest tourist attraction. Finally, Winston has the potential to be the “front door” for the emerging wine industry in the region. There is potential to create a link between Winston with local vineyards through architecture and community design.



The right direction for downtown design has already been set with creation of the new fire hall. The high quality construction and building materials make this building a new community landmark. The fire station possesses several design cues that could be continued in future buildings: the use of natural materials on the exterior; a minimum us of ornamentation; well proportioned and classically styled door and window openings; and bold, pitched roofs. These features make the building stand out while tying it to the natural surroundings.

A key to realizing a new vision and architectural style for downtown Winston lies in developing design standards or guidelines that support a pedestrian-friendly, inviting downtown environment.

## Chapter 2: Market Analysis & Business Mix



### Improving Downtown a Economic Driver

This section of the Winston Redevelopment Plan encompasses the following steps:

- ◆ **Business Development Readiness** - an assessment of Winston's competitive assets and identification of barriers for business recruitment
- ◆ **Target Market Analysis** - an identification of recommended targets for Winston to pursue with strategic marketing.
- ◆ **Retail Market Assessment**
- ◆ **Business Development Next Steps**

To prepare this analysis, information was gathered and observations made from two perspectives: 1) From the perspective of what shoppers, visitors and residents desire as products or services in Winston; and 2) Winston was evaluated in the manner that a business would use to seek out a new business location. The research incorporated:

- ◆ Business Interviews
- ◆ "Secret shopper" visits to retail establishments
- ◆ Personal interviews with local business and civic leaders
- ◆ Examination of all printed reports and materials available from City Hall
- ◆ Community tour
- ◆ Demographic and retail data analysis

# Existing Conditions: Business Development

## Critical Factors to Success Vs. What Winston Offers

-- and --

## What Businesses Want VS. What Winston Offers

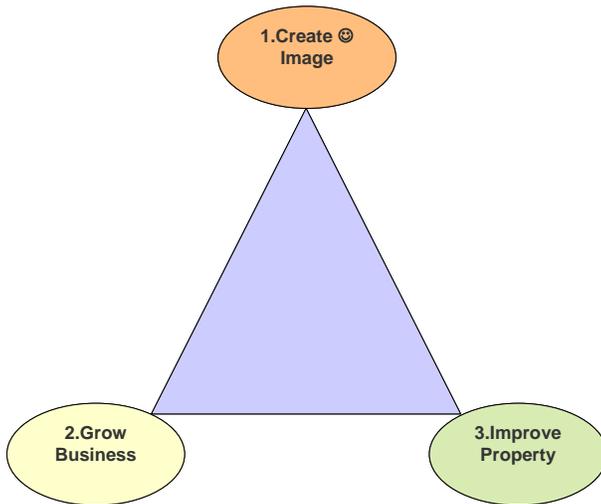
Successful downtown districts have a healthy business climate and a pro-active marketing program. Business climate and marketing factors that affect decision-makers at a business were evaluated for Winston's commercial area(s).

<b>Key for Rating</b> <b>S = Strength</b> <b>W= Weakness</b> <b>N = Neutral</b>		
Downtown Winston Analysis – Strengths & Weaknesses		
Critical Success Factors	Rating	What Winston Offers
Market Opportunity		
Growing population base	<b>N</b>	Very slow population growth is projected for the City of Winston at .15% on an average annual basis. However, over 170 new housing starts have been completed or are under construction since 2003, which will boost population. Safari Estates subdivision is priced to serve a higher end market.
Average or above average incomes	<b>W</b>	Median household income of \$32,182 for Winston is significantly lower than Oregon's @ \$45,702.
Diversified employment base	<b>S</b>	The Winston-Dillard area is blessed with numerous large employers including Roseburg Forest Products, Wildlife Safari, Ingram Book Company and others. Nearby Roseburg is a regional health and service center with a variety of significant employers.
Strong visitor market	<b>S</b>	The Wildlife Safari and Abacela Winery are two important visitor draws within the immediate area. In addition, Highway 42 is a major route to the Oregon Coast with very high traffic volumes offering positive exposure to Winston businesses.
New development is planned or is occurring.	<b>S</b>	In addition to the expansion of the housing market, there is recurring interest in the development of Brockway corner at the western edge of the city limits. The current development proposal is for a phased project adjacent to the Umpqua River to include 400 high end housing units, an 18 hole golf course and a hotel.
Business anchors/attractors bringing repeat shoppers to town.	<b>N</b>	Wintergreen Nursery is a good example of such a destination business that others in the community can cross market with and build upon. However, there appear to be few others.

<b>Real Estate</b>		
<b>Critical Success Factors</b>	<b>Rating</b>	<b>What Winston Offers</b>
Quality commercial buildings with good signage, parking and accessibility (walking from store to store in downtown). Buildings with small flexible space options.	<b>W</b>	Selected retail/commercial spaces are for rent, but are not in 'ready to market' condition. Buildings that are available are old and need façade and interior improvements or are in older shopping centers needing infrastructure improvements. No active marketing underway.
Land acquisition and assembly.	<b>W</b>	This is not actively handled at the city. No strategy is currently in place.
Business incubator (reduces cost through shared expenses, and access to expertise).	<b>W</b>	There is no incubator in Winston, but interest has been expressed by Umpqua Community Development Corporation and others in helping fill the need.
An up-to-date inventory of available commercial buildings and sites for sale and for lease.	<b>W</b>	There is no current inventory of available properties for lease or sale with price and basic property data. The sites with greatest development potential have no signage for sale or lease. (e.g., mostly empty shopping center site). Properties do not appear to be actively marketed.
<b>Attractive Shopping Environment</b>		
Inviting, landscaped, well signed and appealing shopping environment that entices auto travelers to stop and shop.	<b>W</b>	Winston's highway-oriented commercial area lacks unity and curb appeal.
Attractive city entrances with good signage.	<b>N</b>	Winston has attractive entry signage that looks recently installed. However, the signage does not tie into the Cheetah theme.
Shopping – a selection of quality shopping for a range of incomes available	<b>W</b>	Convenience shopping needs can be met in Winston with minimal to no selection for most comparison shopper's goods
Concentrated nodes or linkages of development creating a critical mass or dense shopping environment, attracting more shoppers.	<b>W</b>	Perhaps Winston's greatest challenge is the spread out commercial environment without a cohesive downtown 'center.'
<b>Transportation</b>		
Parking to support stores and services.	<b>S</b>	Visits to Winston reveal ample available parking in front of stores, in shopping centers and on side streets.
Walkable shopping district to encourage browsing and impulse shopping.	<b>W</b>	Winston's commercial area(s) are very geared to the automobile and are known safety hazards to pedestrians.

<b>Winston Business Climate Analysis – Strengths &amp; Weaknesses</b>		
<b>What Business Wants</b>	<b>Rating</b>	<b>What Winston Offers</b>
<b>Incentives</b>		
Façade improvement grants, low interest loans, retail attraction/expansion grants. Lower costs compared to other places provide enticement.	<b>U</b>	Unaware of any local incentives for commercial business development. Unaware of cost comparisons to other commercial districts.
Landscape design assistance.	<b>W</b>	No active program to offer this service to businesses. Standards have not been established for business developments.
<b>Business Environment</b>		
A streamlined, one-stop regulatory process that is clearly articulated in planning documents and that is consistently administered.	<b>U</b>	Unaware of any proactive program that streamlines the regulatory process for developers.
Business Ombudsman to shepherd new and expanding businesses.	<b>W</b>	No one is formally established for this role.
Business licenses and fees that are in line with other competitive cities/shopping areas and that are not burdensome in terms of costs.	<b>U</b>	Business license fee? Impact fees? Pre-development meeting fees?
A coordinated network of organizations that provide a comprehensive array of technical assistance and financing for business.	<b>S</b>	Many organizations in the area are eager to help small businesses: Umpqua Community College-SBDC, OECDD, Coos-Curry-Douglas Business Development, Winston-Dillard Chamber of Commerce, Umpqua CDC, Umpqua Economic Development Partnership. However, it is not clear to what extent these groups are coordinating efforts or that businesses are aware of their services.
Networking	<b>S</b>	The Chamber serves as the main networking organization. However, since Winston is so small and many business-owners are homegrown in Winston, networking may be taken for granted. In conversation with businesses owners, they expressed a desire to inform the public and one another about what businesses are doing and offering. It is common to assume that Winston does not offer certain products so businesses and shoppers are automatically going out of town to look for products that may be available in Winston.

<b>Winston Business Climate Analysis – Strengths &amp; Weaknesses</b>		
<b>What Business Wants</b>	<b>Rating</b>	<b>What Winston Offers</b>
<b>Business Environment (cont'd)</b>		
Services coordinated through a business retention and expansion program.	<b>W</b>	There is no active program. No recent survey of Winston area businesses to identify key needs and issues and a system of response.
Ongoing Business Recognition Program	<b>U</b>	Does the Chamber do this??
Community consensus on economic growth.	<b>S</b>	The strategic plan indicates that although local residents do not want to lose the “small town friendliness” of Winston, they do agree that a strong business community is important to sustaining the quality of life they desire.
<b>Marketing</b>		
Special Events	<b>S</b>	Concerts at Riverbend Park (Riverbend Live) and Melon Festival
Public Relations	<b>W</b>	No formal program. The city is not releasing news about positive happenings and events in the city on a regular schedule. There is no strategy to meet with media.
Videos/CDs	<b>W</b>	None
Web site	<b>S</b>	Professional appearance is a benefit for Winston’s image to prospective businesses. Data for existing or prospective businesses are a necessary addition to this website. Also recommend enhancements for e-government to include information on the permitting and development process, along with downloadable forms and applications
Community Newsletter	<b>S</b>	The community has a local newsletter printed 2x monthly
Design, logo, slogans	<b>S</b>	Cheetah logo is used consistently w/ city and chamber, though a slogan is not apparent
<b>Business Attraction/Lead Generation Activities</b>		
Specific types of businesses identified to target	<b>W</b>	Not established
Recruitment campaign/activities	<b>W</b>	Not established
Current lead sources	<b>W</b>	None



## TARGET MARKET ANALYSIS

Identifying the business voids, or gaps, in the local Winston market place is a function of understanding a variety of market factors and conditions. These include the socioeconomic characteristics of customers, their shopping needs and interests, the market potential based upon customer spending capacity, the existing business base and overall market trends.

In this section, information about Winston's target markets and their shopping needs and interests is revealed in detail and the results of a statistical analysis of retail spending potential are shared. This information, combined with retail trend/opportunity information, guides the business mix analysis presented at the conclusion of this section.

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

The primary target markets for retail sales in Winston include the following groups:

- ▲ Area employees
- ▲ Area visitors
- ▲ Trade area residents

## Area Employees

The table, left, illustrates that the employed population in the Winston market area is comprised of over 4,300 persons working in a diverse range of industries. The service sector has the highest proportion of workers in the Winston trade area (42%) followed by the manufacturing sector (18.4%) and then, retail trade (11%). While many residents may work outside the trade area, Winston businesses also attract employees from beyond the geographic market area boundaries.

Area workers are an important 'captive' market for local business to draw from as they come to Winston on a daily basis throughout the year and are in close proximity to retail, restaurant and service establishments. Market research conducted by the Building Owners and Managers Association of America demonstrated that office workers (as one segment of the workforce) spend between 10 and 15 percent of their expendable incomes in and near their places of work. Information on workday shopping behavior provided in a survey conducted by the International Council of Shopping Centers reveals that:

- ▲ The majority of downtown workers (76%) prefer to walk to lunch, up to three blocks.
- ▲ The most frequent items purchased by workers include cards, stationery, gifts, drugstore items, books and magazines.
- ▲ With lesser frequency, workers buy office supplies, jewelry, apparel, accessories, housewares, cosmetics, arts and crafts, and items found in galleries.

2005 Employed Population (16+ by Industry) Winston Market Area	
Economic Sector	% Employed
<b>Total Employment</b>	<b>4,315</b>
Agriculture/Mining	3.2%
Construction	5.6%
Manufacturing	18.4%
Wholesale Trade	4.7%
Retail Trade	11%
Transportation/Utilities	4%
Information	1%
Finance/Insurance/Real Estate	6%
Services	42.2%
Public Administration	4.1%
Total	100%

Among the defining characteristics of the Winston market area *residents* are their occupations. The majority of area *employees* are in white-collar professions such as sales, management and professional services as seen in the following table:

2005 Employed Civilian Residents by Occupation Winston Market Area	
Occupations	Percent of Employed Residents
White Collar	46%
Blue Collar	32%
Service	22%
<b>TOTAL</b>	<b>100.0%</b>
Source: ESRI BIS	

- ▲ Many workers (28%) will stop for “after work” activities (drinks, dinner and shopping) when such opportunities are available. Forty-eight percent (48%) of these workers are inclined to come back to the downtown district to eat and shop on weekends.

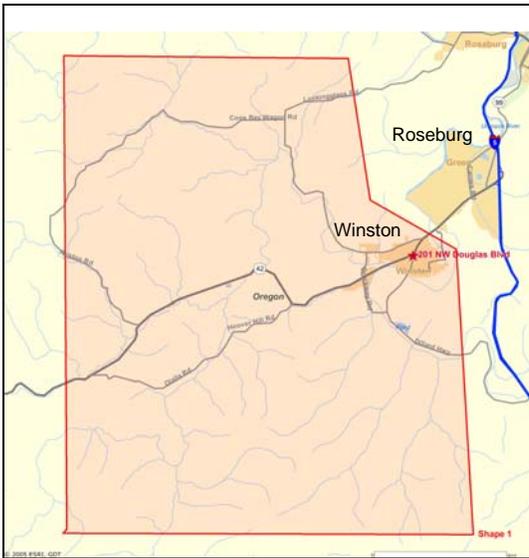


## Visitors

The visitor market in Douglas County as a whole has grown dramatically over a recent five year period. The Oregon Tourism Commission reported that in 1998, visitor spending estimates were \$156 million and in 2003 the number had reached reaching \$220 million, *with about half of this spending is tied to retail and restaurant sales.*

The Wildlife Safari and Abacela Winery are two important visitor draws within Winston’s immediate area, with the Safari attracting 160,000 visitors annually. In addition, Highway 42 is a major route to the Oregon Coast with very high traffic volumes offering positive exposure to Winston businesses, (between 5,500 and 9,500 ADT).

As downtown Winston progresses with its physical improvements and related business development and promotional activities, it should be able to draw an increasing number of visitors from the region who are looking for a weekend escape or an alternative to urban activities.



Map of Winston's Trade Area

## Trade Area Residents

Trade area residents are the most important shoppers for downtown Winston's success. This section of the report presents detailed demographic and lifestyle profile information of Winston area residents.

The socioeconomic characteristics of the retail and residential trade areas that surround Winston are provided in this section. This geographic area represents the area from which the majority of customers can be expected to originate and carry out day-to-day business transactions. It is largely based on school district boundaries, but takes into account the location of competitive shopping and the market area identified by select Winston business owners.

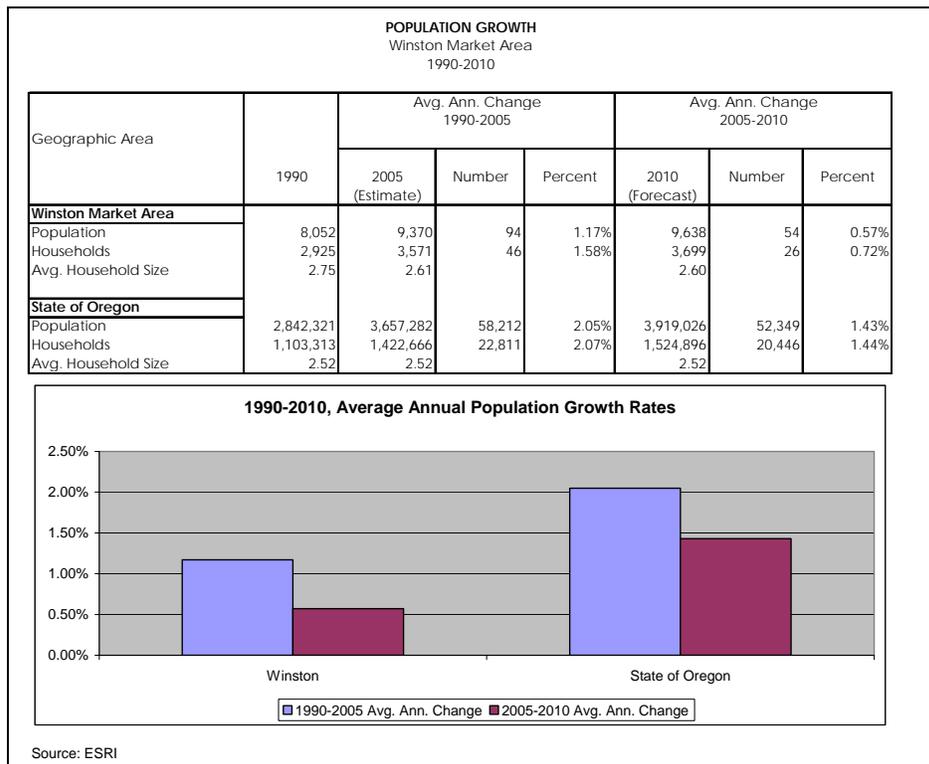
The delineation of the local trade area is not meant to suggest that prospective customers of area businesses or future Winston residents will be drawn solely from this geographic area. However, based on factors such as Winston's location, competitive assets and proposed redevelopment activity, this market area provides a sound and reasonable basis for gauging future potential.

A map illustrating the boundaries of the delineated local trade area is provided at the left. For comparative purposes, demographics are shown for the Winston polygon and the State of Oregon on the following page. Socio-economic trends are analyzed for the 1990-2010 timeframe.

### Population & Household Growth

- ▲ Over the past decade, population throughout the Winston trade area has seen moderate growth in population; the State of Oregon has experienced slightly stronger growth over the same time period (see next page).

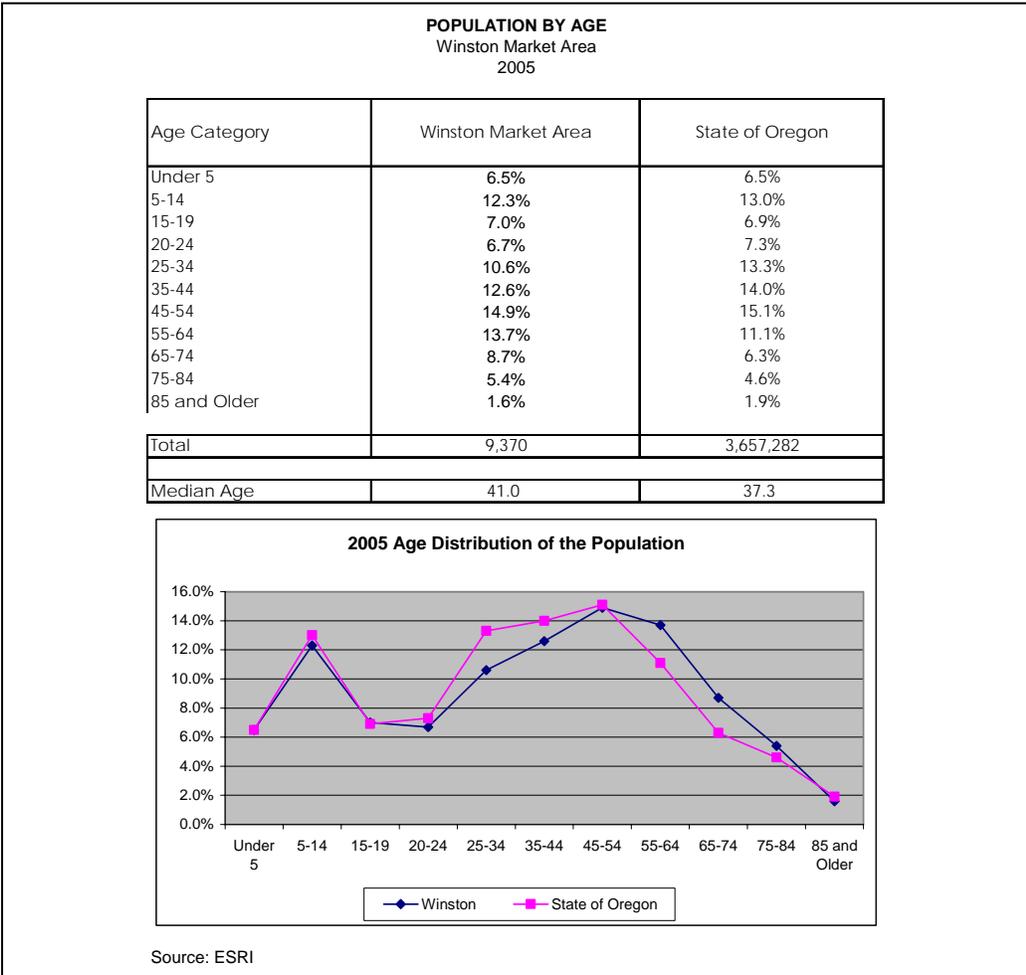
- ▲ The 2005 population of the Winston market area was estimated at 9,370 and has increased at an annual rate of 1.17% or by 1,318 persons per year since 1990. During the 2005-2010 time period, the trade area population is expected to continue to grow, however at about half the previous rate, at 0.57% annually. The population will climb slightly to 9,638.
- ▲ However, over 170 new housing starts have been completed or are under construction since 2003, which will boost population. Safari Estates subdivision is priced to serve a higher end market.
- ▲ The State of Oregon expects to see a similar decline in its population growth rate, falling from 2.05% at 1990 to 200 levels, to 1.03% at 2005 to 2010 levels. Despite the decline, the State of Oregon’s population should still reach close to 4 million people by 2010.
- ▲ In the past few decades, household size declined nationally due to a decrease in fertility rates, increasing divorces and single person households and a rise in the elderly population. Today, it is estimated at 2.58 persons per household. In the geographic area examined for this project,



household size falls just above the national average; Winston averages 2.61 persons per household. Oregon though, falls just below the national average at 2.52. These figures are expected to remain steady through 2010.

**Age Distribution**

- ▲ The age distribution of the population within the Winston market area is slightly older than the State of Oregon as a whole. The 2005 median age within the city was estimated at 41 years (see table below). Statewide median age is 10% lower, at 37.3 years.
- ▲ The estimated proportion of the population over the age of 45 in 2005 was 44.6% for the Winston market and 39% statewide. The State of Oregon, on the other hand, had a stronger proportion of its population in the 20 to 44 age range at 34.6%, compared to 29.9% in the Winston market area.



- ▲ Prime consumer age categories, age 25-54 made up approximately 38.1% of the market area population. Statewide the proportion of the population within this age group was 42.4%.

## COMMUNITY TAPESTRY SEGMENTS

Households within the Winston market area have been grouped into lifestyle market segments, which reveal a great deal of similarity:

- ◆ Working families and retirees, of average or below average incomes who enjoy a quiet small town lifestyle and outdoor recreation activities, dominate the local population.

Recognizing that people who share the same demographic characteristics may have widely divergent desires and preferences, Community Tapestry data (developed by ESRI Business Information Solutions) categorizes neighborhoods throughout the nation into 65 consumer groups or market segments. Neighborhoods are geographically defined by census blocks, which are analyzed and sorted by a variety of demographic and socioeconomic characteristics, as well as other determinants of consumer behavior. Based on this information, neighborhoods are classified as one of 65 market segments.

Households within the Winston market area have been grouped into Community Tapestry or lifestyle market segments, which reveal a great deal of similarity. Working families and retirees of average or below average incomes who enjoy a quiet small town lifestyle and outdoor recreation activities dominate the local population.

Salt of the Earth (24.6%), Home Town (23.8%), Rural Resort Dwellers (18.0%), Rooted Rural (17.8%) and Great Expectations (9.0%), encompass the majority of households for the Winston area. Generally, tapestry segments should be viewed as adding dimension to demographic characteristics. Lifestyle characteristics help existing and prospective businesses understand the interests, hobbies, needs, wants and spending power of

their local consumer market in a way that basic age and income data are unable to communicate.

The market segments representing the households of the Winston trade area are detailed below.

## RETAIL MARKET ASSESSMENT

### Retail Gap

The ultimate purpose of understanding the retail potential for Winston is to identify business opportunities in the community and then promote those opportunities to existing and prospective businesses. Quality information and analysis can help existing and prospective entrepreneurs prepare better business plans, thereby reducing the risk of business failure.

The retail trade or market area designated for Winston is shown on the map on page 25. All figures presented in the exhibits that follow reflect the sales and spending activity within this market area. This section examines 'retail leakage' for the most prominent categories of

SUMMARY OF MERCHANDISE AND SERVICE CATEGORIES	
Merchandise/Service Category	Types of Goods/Services
Apparel	Women's Apparel, Men's Apparel, Children's Apparel, Footwear, Watches & Jewelry
Home Furnishings	Furniture, Floor Coverings, Major and Small Appliances, Household Textiles, Floor Coverings, Housewares, Appliances, Dinnerware, Telephones
Home Improvement	Maintenance and Remodeling Mat'ls/Services, Lawn/Garden
General Merchandise	Department Stores, Variety Stores, Dollar Stores. May Include Apparel And Accessories, Small Home Furnishings, Hardware and Other Dry Goods.
Misc. Specialty Retail	Pet Care, Books & Periodicals, Sporting Equipment, Toys & Hobbies, Video Cassettes & Games, TV/VCR/Cameras, Audio Equipment, Luggage, Eyeglasses
Groceries	Food at Home, Nonalcoholic Beverages at Home, Alcoholic Beverages, Smoking Products, Housekeeping Supplies
Restaurants	Food Away From Home, Alcoholic Beverages
Source: ESRI BIS, Marketek	

retail and related expenditures. The table on the following page defines the types of goods referenced within several of the broad retail categories. For instance, “apparel” includes women’s apparel, men’s apparel, children’s apparel, footwear, watches and jewelry.

Retail leakage or conversely, surplus is estimated by comparing Supply to Demand as depicted in Exhibit R-1. Supply (retail sales) estimates sales to consumers by establishments within the Winston market area. Sales to businesses are excluded. Demand (retail potential) represents the expected amount spent by consumers at retail establishments, based upon consumer expenditure patterns derived from the Consumer Expenditure Survey. Supply and demand estimates are in current dollars. The

**R-1  
Retail Leakage  
Winston Trade Area, 2004**

	<b>Supply</b>	<b>Demand</b>	<b>Difference Leakage/(Surplus)</b>
Furniture & Home Furnishings	\$171,812	\$1,313,998	\$1,142,186
Building Materials	\$601,210	\$3,133,132	\$2,531,922
Grocery	\$5,021,698	\$8,926,897	\$3,905,199
Drugstore & Related	\$384,467	\$1,770,286	\$1,385,819
Apparel	\$374,404	\$1,290,843	\$916,439
Sporting Goods, Hobby, Books, Music	\$9,595	\$1,579,570	\$1,569,975
General Merchandise	\$0	\$11,034,578	\$11,034,578
Miscellaneous, Specialty	\$591,591	\$2,205,950	\$1,614,359
Eating & Drinking	\$12,550,527	\$8,969,750	(\$3,580,777)
	<b>\$19,705,304</b>	<b>\$40,225,004</b>	<b>\$20,519,700</b>

Sources: ESRI BIS, Consumer Expenditure Survey, Marketek, Inc.

Exhibit R-1 depicts virtually all retail categories with a leakage of sale occurring. Only ‘eating and drinking’ establishments have a surplus of sales, i.e., they are drawing a greater amount of sales than would be generated strictly by the local marketplace. Without ‘out of town’ sales, many of these business would likely not survive.

One interpretation of this data is that there are insufficient retail offerings in the categories where leakage is occurring. Since this data only includes spending by market area residents and does not incorporate spending by visitors and the workforce, leakage in certain categories may actually be higher—particularly in convenience goods (food, drugstore items, alcohol) which tend to be purchased by higher rates by these markets than comparison goods (electronics, home furnishings, etc.)

difference between supply and demand is either a leakage of sales out of the trade area or a surplus of sales, meaning that certain business sectors are 'importing' sales from outside the trade area. In reality, the consumer marketplace is quite fluid. Even if goods are locally available, priced appropriately, and of good value, local shoppers will always do a certain amount of shopping away from home. Certain businesses such as restaurants are often dependent on drawing customers from beyond the local residential population. However, the estimates of sales leakage and surplus are good indicators of the availability of goods within the local market.



Assuming that downtown Winston will remain the predominant business center within the designated market area, it has the *potential* to capture a portion of the retail sales generated by area residents. How much of the existing and new retail demand that downtown Winston can realistically capture is dependent on numerous factors including: improvements to the physical environment, availability of quality commercial space, aggressive marketing, and other related factors. As a general rule of thumb, shoppers will do most of their convenience goods shopping within a ten-minute drive time if the goods are available to purchase. For the purchase of shopper's goods, consumers prefer to comparison shop and will drive 20 minutes or longer, especially in rural areas.



**Think local!  
Shop local!**

Grow business locally!

Every **\$1** spent in a locally owned businesses will circulate **3-4 X** more back into the local economy compared to a chain store!

## BUSINESS MIX

A successful business district in virtually any size community will have a balance and mix of uses that includes retail shopping, professional, financial and government services, entertainment, housing and retail shopping. Unlike Winston's highway commercial development, downtown Winston is truly a mixed-use center that brings residents and visitors together for many purposes. It includes all of the uses noted above. At present, downtown Winston's business base has a small selection of many business types. One of the principal goals over the next five years and longer will be to increase the number of retail businesses within the core downtown area. Category descriptions are provided.

### Retail

The retail category includes grocery, pharmaceuticals, apparel, dry goods, hardware, cards and gifts, home furnishings, and any other category that provides goods with or without services. Successful small downtowns offer a mix of largely convenience and specialty goods. The most likely retailer for the Winston downtown cores will be home-owned, sole proprietorships, franchises, or small local corporations. National corporate chains prefer mall locations.

### Professional and Financial Services

This category includes banks, savings & loans, physicians, insurance agencies, financial advisors, attorneys, certified public accountants, home designers, and any other office situation that provides professional services. The function of this category is to provide

downtown with employees that will use, and are able to pay for, other available services. This category tends to pay higher rents and have fewer turnovers than the retail and entertainment categories.

## Entertainment

This category is closely related to retail except that businesses function as attractors for customers seeking entertainment venues. Entertainment establishments include restaurants, video stores, movie theatres, live performance spaces, galleries, bars and taverns, coffee shops and any other business that attracts customers for social or entertainment purposes.

## Government Services

Downtown has been the traditional location for government offices and services such as the post office, fire hall and library.

Government offices, such as the post office, are essential in developing the personality of a community through their scale, character and design. They, too, are meeting places for local residents to gather and exchange information.



Winston has a growing market, as many new households are being added.

### Keys to Success in Business Development

- ◆ Unique tenants
- ◆ Small, quality spaces w/ high visibility, great windows, lighting, signage!
- ◆ Concentrated nodes to create a critical mass

## OPPORTUNITIES

By virtue of its proximity to Roseburg shopping and the size of its trade area, Winston will not be able to compete with major malls or provide a large variety of retail goods, long and predictable shopping hours, and a consistent image of low-cost retail items. However, the local customer, local employee and area visitors will respond favorably when he or she feels that they are receiving good value for money spent, have a convenient, friendly and safe place to spend time, and consider Winston's downtown or other commercial areas an interesting and attractive place to be. These are important values and realistic goals for Winston.

**The two primary goals for enhancing Winston's business mix should be to:**

- ◆ Retain, strengthen and expand the existing business base in each commercial area of Winston, with emphasis on downtown.
- ◆ Recruit business that will complement and improve the existing downtown commercial mix and will enhance downtown's attractiveness to its target markets.

Downtown Winston and the community as a whole have the capability to serve local residents, area workers, and visitors with a wide range of goods and services. The keys will be to:

- ▲ Provide excellent service
- ▲ Offer unique, quality merchandise
- ▲ Target high dollar volumes per square foot (i.e., smaller spaces, in-depth merchandise and high turnover inventory) for a business to succeed
- ▲ Focus on the 'middle market' with moderately priced goods
- ▲ Work with Winston's business community to provide complementary product lines

The results of the retail gap analysis, as well as conversations with business owners and civic leaders, indicate that Winston has ample opportunity to grow its retail base and fill niches and voids in the local marketplace. Identifying the most appropriate business mix for Winston, as earlier noted, is a function of demographics and lifestyle characteristics, spending potential, the existing business base and retail trends.

Success will be achieved in Winston with stores and business owners that:

- ▲ Provide a good quality product at a fair price
- ▲ Serve trade area customers and nearby workers
- ▲ Aggressively market to these target customer groups
- ▲ Offer multiple, complementary product lines
- ▲ Fill specific, unique niches
- ▲ Have focus, imagination and strive to meet the needs of the customer

Target Business Opportunities for Winston		
<b>Merchandise</b>	Gifts/florist Apparel: women's & children's Arts/craft supplies Home accessories: lighting, décor, window shades, framing Books/cards/gifts Office supplies Pharmacy	Ice cream/Fudge Kitchen/bed/bath Jewelry Quality consignment Wine/local gift baskets Bait & tackle Dollar variety store
<b>Services</b>	Mail/copy center/packing/photo Selected professional services: CPA, medical	
<b>Restaurants/Food</b>	Ice cream/fudge Deli/soup/bagel Bakery/dessert	Mexican Health food
<b>Entertainment</b>	Live entertainment: music, line dancing Activity center or arcade for youth	

Visitor information organizations, chambers of commerce and observation of communities with a strong tourist market suggest that the following types of businesses and services are needed to serve the visitor/tourist market:

- ▲ Restaurants and eating places representing a variety of cuisine and prices
- ▲ Unique, one of a kind goods such as arts/crafts/gifts/galleries
- ▲ Antiques/reproductions/gifts
- ▲ Convenience goods
- ▲ Recreational/sporting goods and services
- ▲ Apparel – unique products and accessories

Winston should think and act locally before adding to its business mix with more chains. Locally owned business helps sustain the economic health of other businesses and the community as a whole.

Winston's best business opportunities are for specialty retail, selected services, restaurants and entertainment-type businesses.

The previous table lists business and merchandise opportunities that were identified as appropriate for downtown; combinations of these goods and services as well as many others that have unique appeal to area markets should be considered for business development efforts. Keep in mind that in small towns and small markets,

many businesses succeed using the concept of 'retail stacking' where several lines of complementary goods or services operate under one roof. As an example, hair salons offer hair products, tanning services, jewelry sales and manicures. As you review the list, think of existing businesses that could add product lines and/or merchandise/service categories that could be linked together into a successful business.

**Features of Successful Retail Businesses**

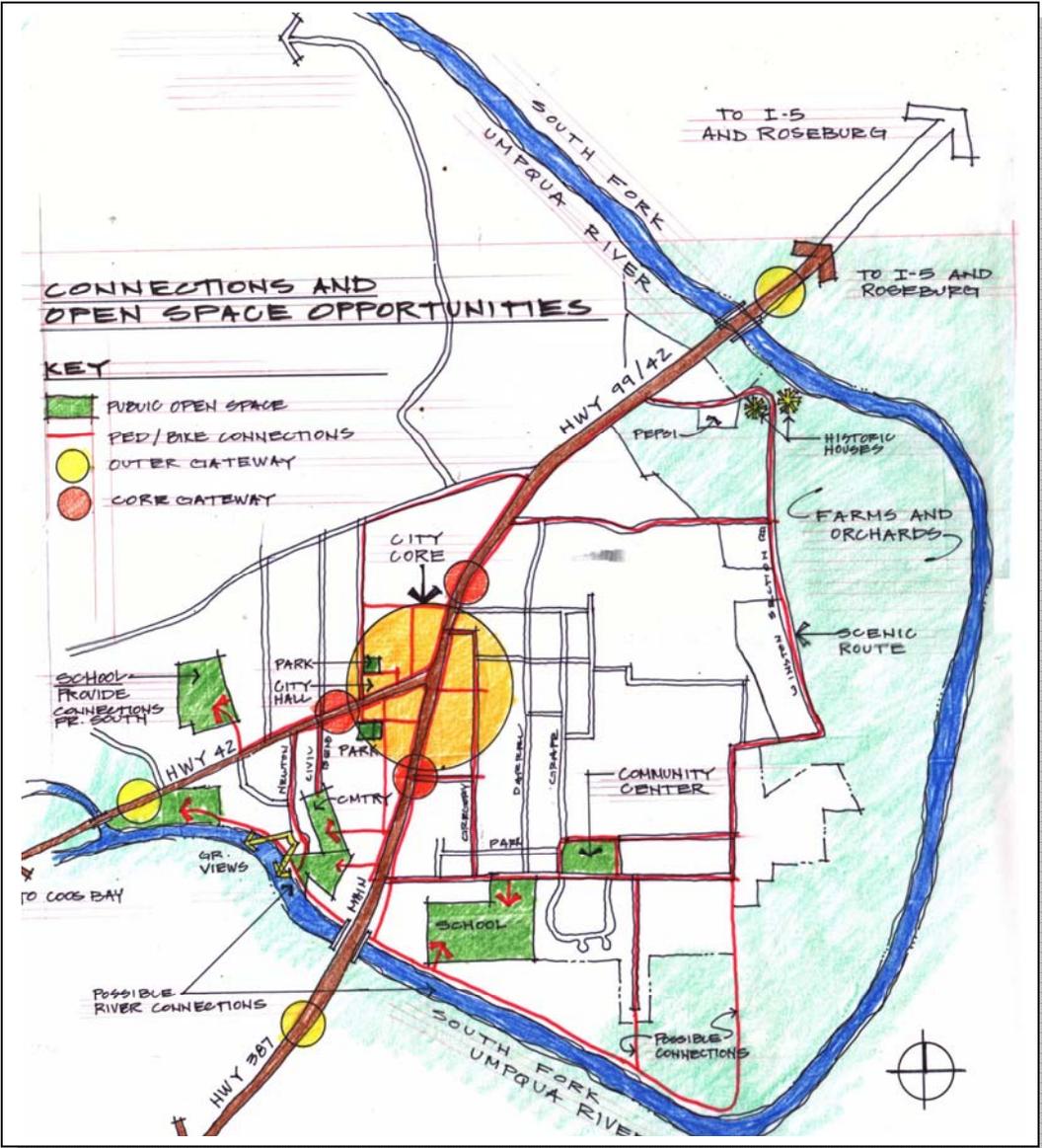
Retail and general business standards are just as important as the types of businesses attracted to Winston. The focus should be on superior retail standards when qualifying and recruiting a prospective downtown business.

<b>Standards of Prospective Downtown Businesses</b>		
<b>Strong Business Values</b>	<b>Strong Merchandising Elements</b>	<b>Superior Customer Service</b>
Planning	Up to date point-of-sale practices	Developing personal relationships
Commitment	Appropriate turnover of goods	Determining customer needs
Passion	Interesting visual displays	Servicing customer needs
Tenacity	Emphasis on value	After-sale contact
Understanding		

# Chapter 3: Articulating a New Vision for Downtown

## The Big Picture: Opportunities to Connect to Open Space

Winston is unique in that it is located within a big curve on the South Umpqua River. As mentioned earlier, there are few opportunities to connect to this natural resource. The following plan shows how Winston can offer residents and visitors new connections to the larger landscape surrounding the community through the development of a bike/ped network based on existing roads and trails, with the addition of new trails.



## Focusing In: The Downtown Core

As the project team worked with the community to develop a plan for downtown, it became apparent very quickly that the community was interested in a developing a completely new vision for the center of town - - one that was oriented toward the look and functionality of a more traditional downtown district. The community was supportive of concepts and ideas that helped create a more inviting, pedestrian friendly and walkable downtown environment.

A first step in helping the community understand 'the lay of the land,' and just how much of downtown was dedicated to parking, a figure-ground diagram was created (left). It shows the relationship between Winston's downtown buildings, in black, and adjacent parking areas, in white. This diagram helped stakeholders see how existing development patterns are working in direct opposition to a pedestrian friendly, cohesive downtown environment. After seeing this drawing, the community was even more committed to developing and implementing new vision for downtown Winston.

Developing a new vision and plan for downtown is a useless proposition unless there is the political will, commitment and tools in place to move the vision to reality. Downtown revitalization is a long-term and often slow process, but the changes that can occur will affect Winston for generations to come. The final chapter in this report will outline implementation strategies to help move efforts forward.

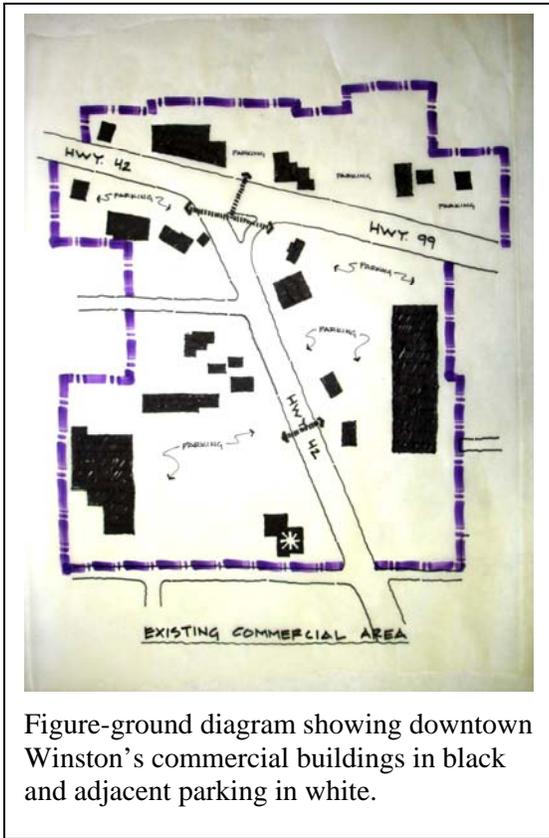
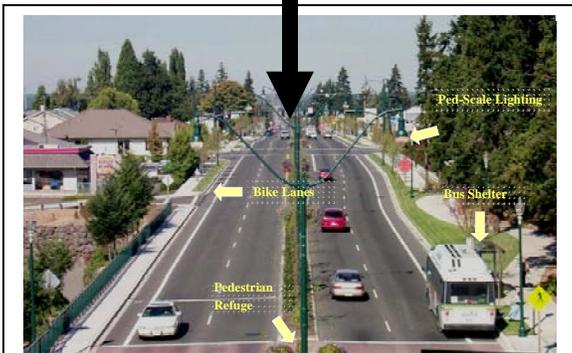


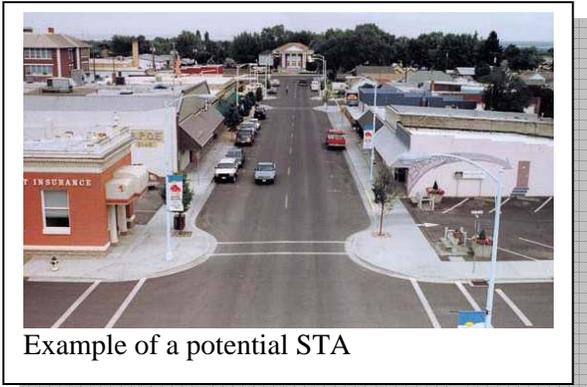
Figure-ground diagram showing downtown Winston's commercial buildings in black and adjacent parking in white.



Example of a road retrofit using people-Friendly design as a basis.

## Working with ODOT on a New Downtown Vision

Since downtown Winston is largely defined by Highways 42 (State) and 387 (County) that run through it, much of the early downtown revitalization discussion revolved around what the project team could recommend that would be acceptable from the state's point of view. During the planning process, the City began discussions with the Oregon Department of Transportation (ODOT) to explore obtaining a special designation that would support pedestrian friendly development and traffic calming measures in the downtown core. Working in partnership with ODOT, the City of Winston submitted an application for either a Special Transportation Area (STA) or Urban Business Area (UBA). Regional ODOT staff are recommending Winston undertake the process in a two phase approach by securing a UBA designation, because downtown meets that criteria *now*, then as redevelopment occurs and downtown characteristics change, go for an STA designation at that point in time. The State Transportation Commission will vote in September, 2005, to approve one of these designations for Winston. Both City and State officials believe the Commission will be approving an Urban Business Area designation. The following sections describing STAs and UBAs are excerpted directly from ODOT's Highway Design Manual.



Example of a potential STA

## **SPECIAL TRANSPORTATION AREAS**

### **GENERAL DESIGN PHILOSOPHY**

Special Transportation Areas (STAs) are those areas within urban growth boundaries that by their nature are more densely developed and populated. These areas are usually existing downtowns, central business districts, or community centers. The primary objective of an STA is to provide access to community activities, businesses, and residences, and to accommodate pedestrian, bicycle, and transit movement along and across the highway. Providing and encouraging a well-designed pedestrian, bicycle, and transit friendly environment should be a major goal of the designer in these areas. This generally means that through traffic operations and efficiency may be reduced in order to improve the attractiveness and operations of other modes of travel.

### **Potential Special Transportation Area (STA)**

An STA must be identified within a local comprehensive plan, transportation system plan (TSP), corridor plan, or refinement plan, and adopted by the Oregon Transportation Commission. The designer should work with the Region Planner to verify the limits of the STA that have been described and agreed to through the planning process, and to see that all requirements are met before designing transportation improvements to the standards. In addition, a management plan may be required prior to using the STA design standards. This management plan should include a discussion between ODOT's Technical Services and the local jurisdiction relating to various design standards to be used in the

particular STA, and the potential trade-offs and ramifications of those standards.



### **STA Characteristics and Attributes**

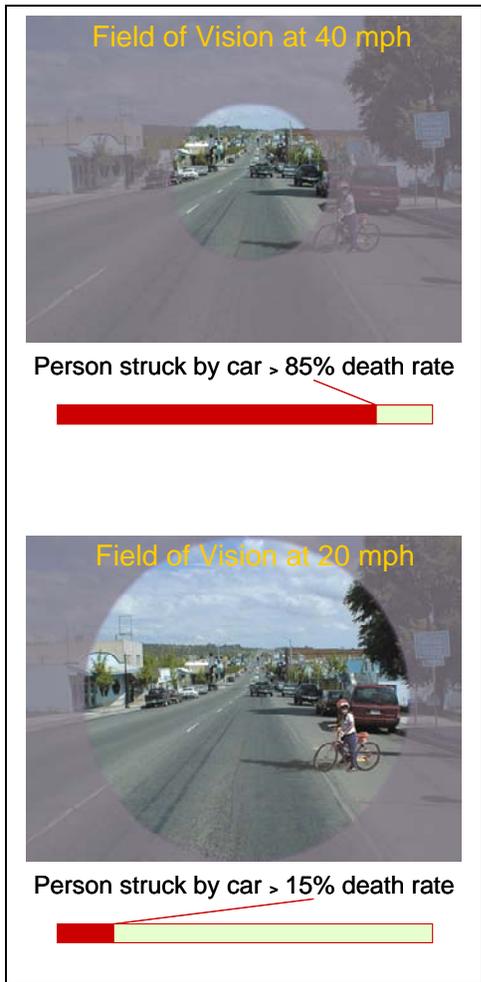
Buildings spaced close together and located adjacent to the street with little or no setback.

- ◆ Sidewalks with ample width located adjacent to the highway and the buildings.
- ◆ A well-developed parallel and interconnected local roadway network.
- ◆ Streets designed for ease of crossing by pedestrians.
- ◆ Public road connections that correspond to the existing city block-private driveways are discouraged.
- ◆ Adjacent land uses that provide for compact, mixed-use development.
- ◆ On street parking and/or shared general purpose parking lots which are located behind or to the side of buildings.
- ◆ Well-developed transit, bicycle and pedestrian facilities, including street amenities that support these modes.
- ◆ Posted speeds of 25 mph or less.

Generally in an STA, the accessibility and mobility needs of pedestrians, bicyclists, and transit users outweigh vehicular mobility. This is represented by lower operating standards for STAs than for other urban areas.

### **Pedestrian Scale**

In STAs, the highway design needs to consider pedestrian scale. This involves slow traffic speeds,



wide sidewalks, narrow and frequent crossings, and traffic buffers. However, the designer must still consider the potential impacts to the safety and operations of all travel modes when improvement projects traverse an area identified as an STA. The need for community access outweighs the considerations of highway mobility except on designated OHP Freight Routes where community accessibility and vehicular mobility needs are balanced.

### Design

The design of a highway in an STA needs to reflect the change in land use, bicycle and pedestrian activity, transit, and expected motorist behavior. This can often be accomplished with the use of various measures to calm traffic and improve the appearance of the streetscape. Since slow vehicular speed is often a major objective in STAs, project teams need to develop designs that help control vehicular speeds. This may include the use of traffic calming measures. There are planning and design tools to help reduce the impacts of reduced roadway standards on auto and truck movements in an STA. One example is the availability of an alternate route such as a bypass, other state highway, or local arterial that may be able to handle the additional traffic which may be diverted from the STA. In addition, a well designed local street network may help divert local trips off the highway and increase overall system capacity. Another factor is the availability and frequency of transit. A good transit system could reduce the auto commuter traffic not only within the STA, but on the entire highway. These

factors as well as the highway classification must be considered when developing designs within STAs.



Example of potential UBA

## **URBAN BUSINESS AREAS**

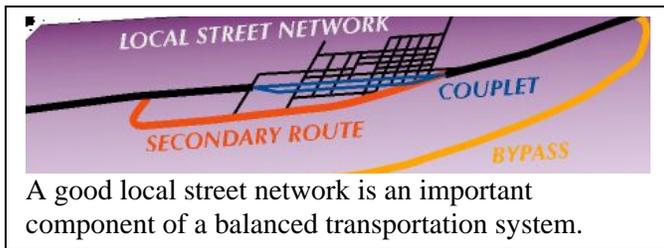
Urban Business Areas (UBAs), are those areas within urban growth boundaries where commercial activity is located along the highway and where vehicular accessibility is important to economic vitality. UBAs may also be designated where future areas of commercial activity are planned for through a comprehensive plan. UBAs may be located on Statewide, Regional, or District level highways, but are not allowed along Expressways. The primary objective of the state highway in an UBA is to maintain existing traffic speeds, while balancing the access needs of abutting properties with the need to move through traffic. Traffic speeds within an UBA are 35 mph or less (posted speeds of 35 mph or less). As with STAs, UBAs must also be designated through a corridor plan or local jurisdictional transportation system plan and must be agreed to by both ODOT (Oregon Transportation Commission) and the local jurisdiction.

### **Potential Urban Business Area (UBA)**

UBA Characteristics and Attributes include:

- ◆ Businesses and buildings clustered in centers or nodes for new development and where possible as redevelopment occurs.
- ◆ Consolidated access for new development and where possible as redevelopment occurs.
- ◆ Removal of impediments to inter-parcel circulation.
- ◆ Intersections designed to address the needs of pedestrians and bicyclists.

- ◆ Bicycle lanes, sidewalks, crosswalks, or other bicycle/pedestrian accommodations to address safe and accessible pedestrian movement along, across and within the commercial area.
- ◆ Provisions for good traffic progression.
- ◆ Efficient parallel local street system where arterials and collectors connect to the state highway.
- ◆ Provision of transit stops including van/bus stops, transportation demand management or other transit where available.
- ◆ Speeds of 35 miles per hour or less (posted).



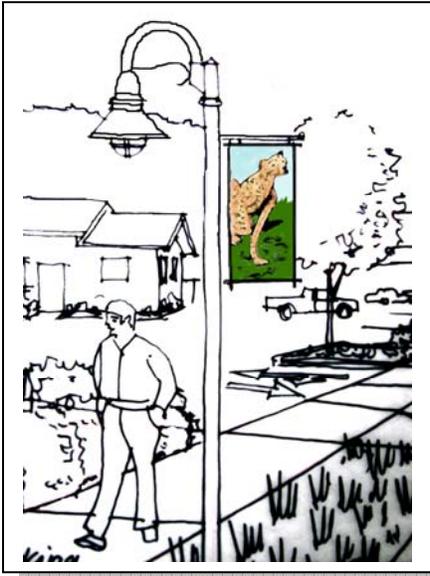
The design focus of a UBA is on designing or redesigning the commercial area so that traffic can circulate within the area rather than having to use the highway to get from place to place. This focus of inter-parcel circulation makes the existing development safer for both the motorist and pedestrian as well as improves the highway mobility. The key to designing a UBA is to maintain existing traffic speeds for through traffic while balancing the needs for accessibility to adjacent properties. Finding the balance of accessibility and mobility is the challenge for the designer on projects within UBAs. Accessibility in this case does not refer to the number of approaches but to the ease and safety of property access. Accessibility can still be obtained with shared approaches, inter-parcel circulation, and local street systems. The other concept in this goal is the term “balance”. Balance does not mean that the level of accessibility must be equal to the amount of mobility. The design of state highways within this land use designation should strive for an appropriate balance of accessibility with inter-community mobility. Therefore, the amount of

For more detailed information on both STAs and UBAs, check out ODOT's Highway Design Manual on-line at:

[http://www.odot.state.or.us/tsroadway/pub/pdf/hwy\\_dsgn\\_manual/2003E/2003E-Ch8.pdf](http://www.odot.state.or.us/tsroadway/pub/pdf/hwy_dsgn_manual/2003E/2003E-Ch8.pdf)

accessibility is dependent upon the highway classification, speed, roadside culture, and overall system structure. The designer's role will be to work with the Region Planner and local jurisdiction to use design techniques to maintain existing traffic speeds on the highway while designing for access, traffic progression, and safety features that also ensure the continued economic viability of the area.

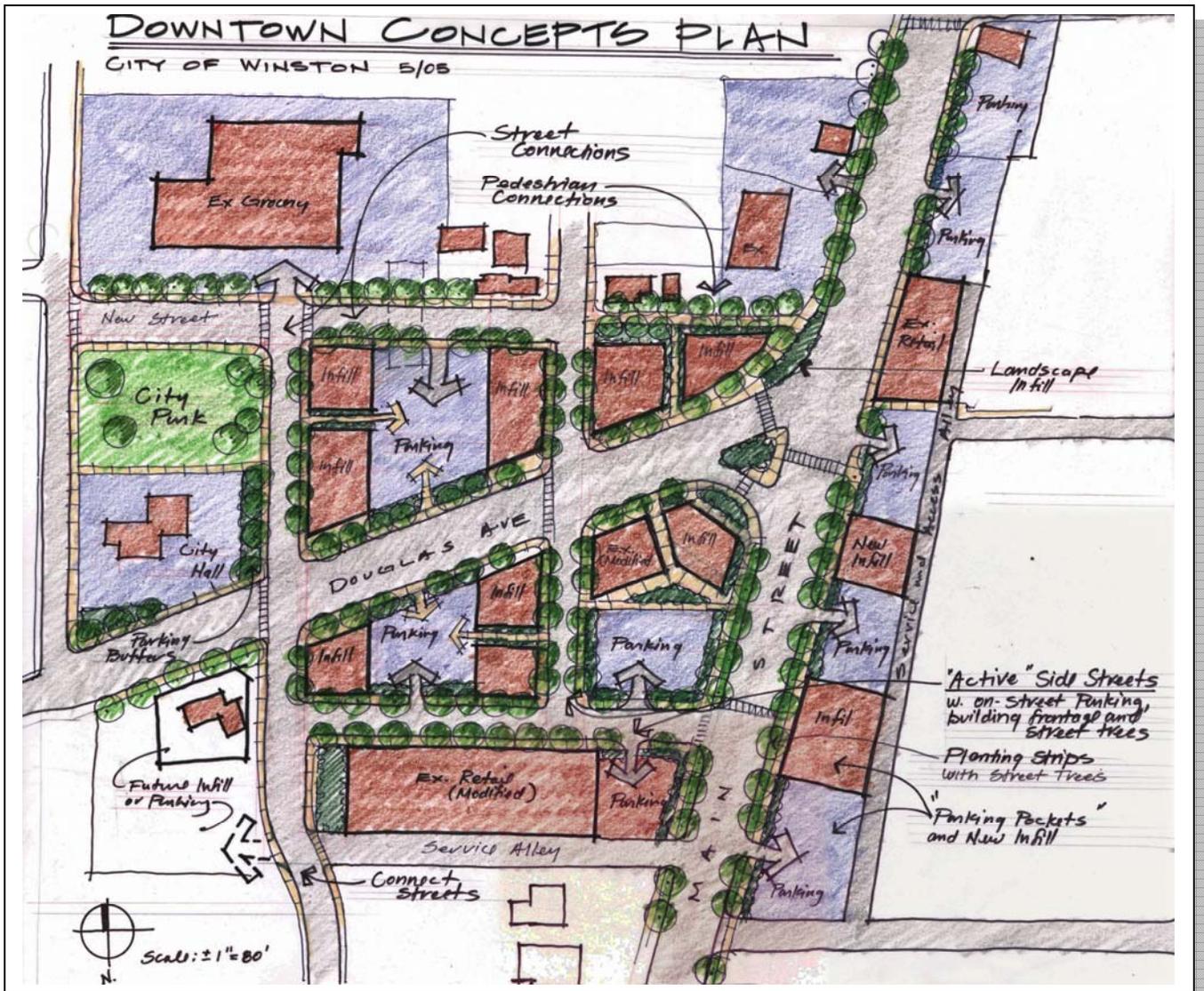
One goal the project team had in developing the downtown plan was to make sure the 'new vision' recommendations would be acceptable and implementable from ODOT's point of view. In a show of support for Winston's visioning and planning process, ODOT staff was actively involved throughout the process. ODOT's participation during the planning process helped further communication and trust between the City and the state. ODOT will now be more able to help advocate on behalf of the City because they are familiar with what the City and community want for their downtown.



## New Concepts for Downtown

In creating a new pattern for downtown development, the project team had to take into consideration how the transition from highway-oriented development to a more pedestrian-friendly model could best occur, and what combination of streetscape, infill and improved connection recommendations could give shape to the new vision.

After considering different scenarios for downtown development and discussing these with the community, the project team offers the following concepts in plan and perspective formats to illustrate how Winston's downtown can best redevelop to reach the vision articulated by the community.



### Components of the Downtown Concepts Plan

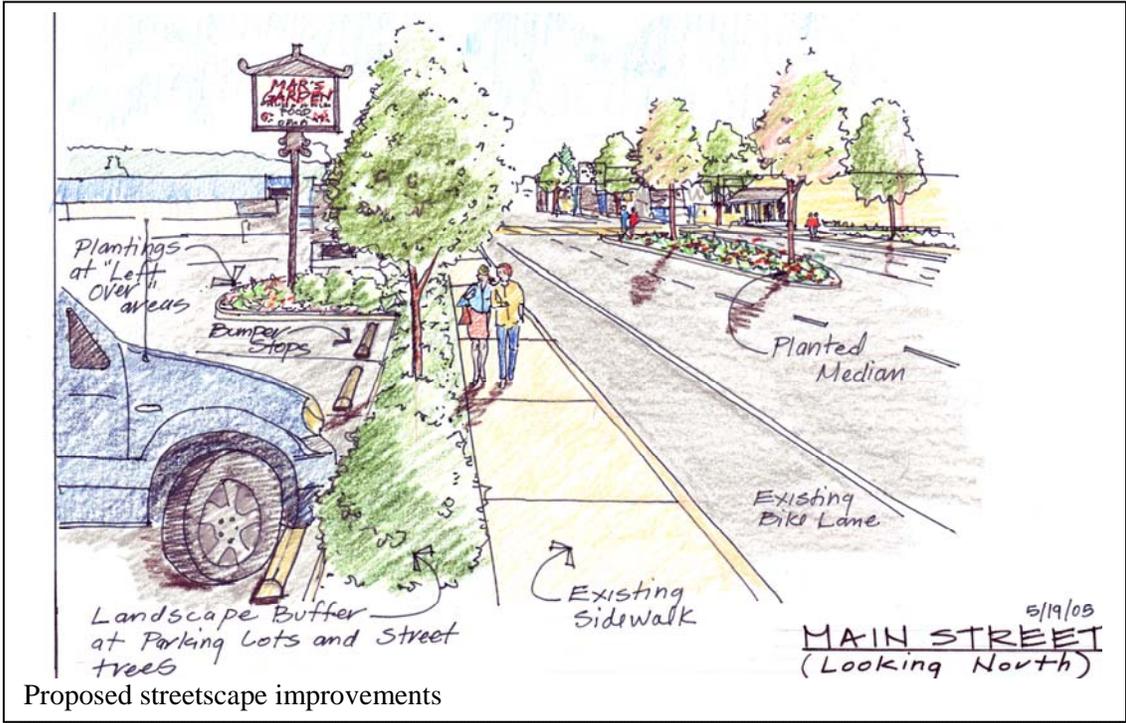
- Infill development that strengthens the street edge and supports a more walkable environment
- Buildings that address the sidewalk and include typical features of downtown storefronts (i.e. two-stories where possible, large windows, high quality materials, etc)
- Easily accessible parking 'pockets' that are located between buildings and

- serve groups of businesses
- Better definition of parking lots; separating driving from more efficiently designed parking areas
- Consolidation of entrances to parking lots to help alleviate driving confusion & support a more pedestrian friendly environment
- Sidewalk & streetscape upgrades that include curb

- extensions, street trees, landscaping, pedestrian-scaled lighting & amenities
- Connection of streets, alleys & driveways to create a more functional local street network (helping keep local traffic off highways as much as possible)
- Improved and additional pedestrian crosswalks for safety



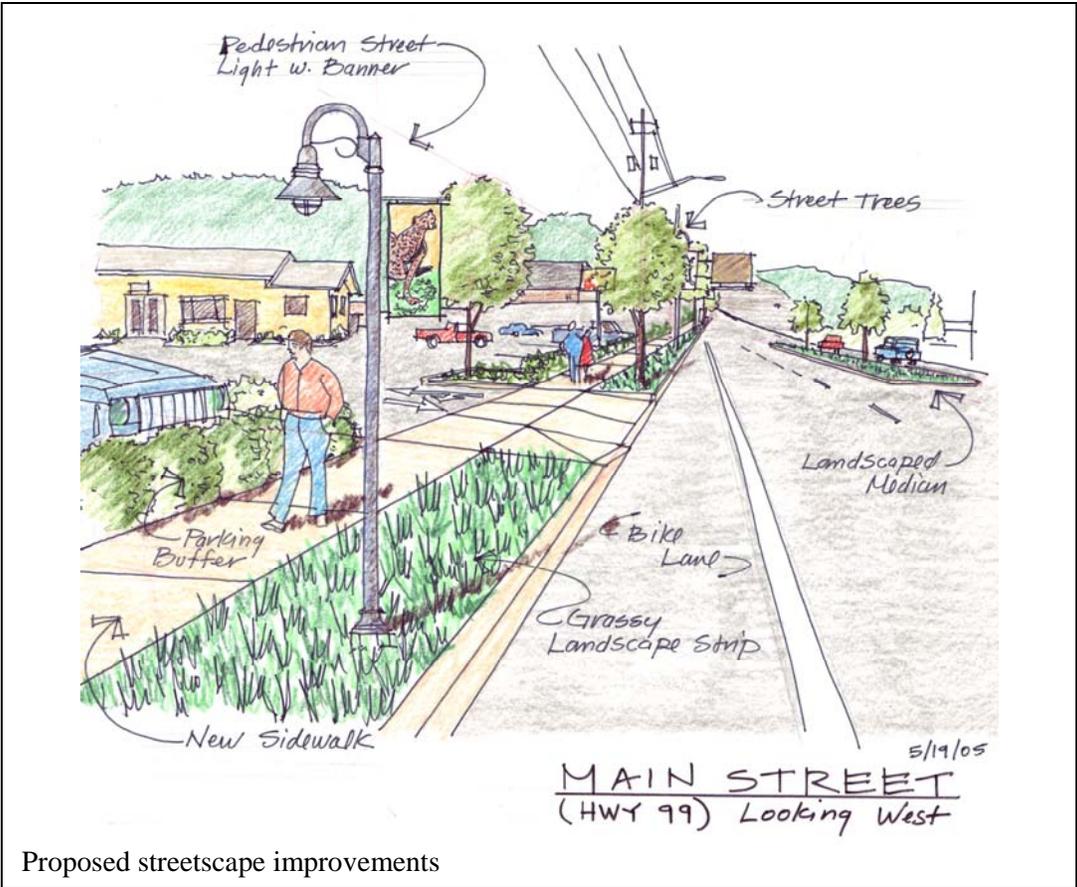
Downtown streetscape, existing



Proposed streetscape improvements



Downtown streetscape, existing



Proposed streetscape improvements



Downtown, existing



Example of how infill can create a more inviting & vital downtown district



Downtown, existing



Example of how infill development can help strengthen & enhance Winston's downtown core



The concept plan, left, is based on the infill drawing on the previous page. It illustrates how infill could occur that includes mixed use businesses, parking, a plaza space and townhouses.



Old West storefronts, existing



Proposed improvements for Old West Storefronts. The ‘call-outs’ in the sketch, above, are outlined below:

- New walkways to street at entrances; new, low landscaping
- New posts and ornamental brackets
- Unified color schemes: ‘one story’ & ‘two story’ schemes emphasize block as a group of small buildings rather than one large building
- Simplify building trim (add where missing); new ornamental building lighting
- Continuous covered walk along building face
- Larger windows, with mullions on upper floors

## Suggested Color Palette for Winston's Commercial District (True Value Paint Colors)



- Use light colors for building mass
- Use more intense colors for trim & accent
- Use warm colors on the 'cool,' (north-facing) side of the street
- Use cool colors on the 'warm' (south-facing) side of the street.



High quality blade signs also add ambiance to a downtown environment.



# Chapter 4:

## Implementation Strategies



Creating a vision and plan for downtown Winston is the easy part of the redevelopment process.

Implementation of the plan is where ‘the rubber hits the road’ and where commitment and efforts should be focused. This section addresses the all-important issue of successfully transitioning Winston’s vision for downtown into reality.

In setting the work plan to achieve the vision, the following are important considerations to keep in mind:

- ◆ **Downtown revitalization should be both a public & private effort**
- ◆ **The City moves forward with policy updates & public sector improvements (streetscape, circulation, public spaces, etc.)**
- ◆ **Downtown champions partner to lead private sector redevelopment efforts**
- ◆ **Both public and private sectors should be working off the same vision (plan)**
- ◆ **Both sectors should also be regularly communicating with each other on implementation**

## BUSINESS DEVELOPMENT & PROMOTION

The overarching questions for moving ahead on Business Development and Promotion are *“What Are Our Priorities?”* and *“How do we mobilize Winston’s Local Business, Civic and Volunteer Capacities?”*

Three key Initiatives are recommended for Winston to successfully achieve the goals of attracting more customers, enhancing existing business and attracting more business to the community. Ideally, each initiative needs one or more champions to spearhead and promote these activities.

### **Strategic Initiative 1: Product Readiness**

This initiative addresses necessary improvements to enhance industrial and commercial real estate, land and buildings, to make Winston competitive in the regional market. Additional actions are directed to upgrading Winston’s image in the eyes of visitors and tourists.

### **Strategic Initiative 2: Organize for Business Development**

In order to accomplish your desired outcomes, you will need to be prepared with particular data to assist businesses seeking a location, as well as present a clear and consistent permitting process with competitive fee schedules. This strategic initiative will guide you in preparing this information and a business-friendly process, along with coordinating your business team.

### **Strategic Initiative 3: Target Best Opportunities**

This initiative will help you to cultivate the best opportunities to grow businesses, jobs and wealth creation in Winston. Focused on the greatest impact for your investment of time and money, the actions associated with this strategic initiative will promote local business development, spur entrepreneurship, and prepare you to recruit targeted businesses to Winston.

The recommended Strategic Initiatives are outlined on the following pages and encompass:

- ◆ Strategic Initiative Goal
- ◆ Why it is Important
- ◆ Implementation Actions

## **Initiative 1: Promote a positive image to all of Winston’s markets**

- Goals:**
- ◆ Help the local Winston community feel good about living and doing business in their hometown.
  - ◆ Get more new and long term long residents to shop locally. Encourage more local visitors to stop and shop.

**Why it is Important:**

Promotion of the commercial district is the primary vehicle for delivering the message about your revitalization efforts and all the positive changes happening in Winston. This is fundamental to improving the Winston community’s self-image and letting the region know that ‘progress is occurring.’ Promotion gives life and form to the image you wish to convey today and into the future. It uses a variety of tools (retail sales activities, events, media, etc.) to get the message out to the greatest number of people. Promotion never stops. It is imperative that the story of the district be told in many ways and to as many people as possible. Promotion works to bring all the organizational activities together and give them validity under a central theme or purpose.

<b>Action 1.1</b>	Organize a Promotion Committee through the Chamber of Commerce and in conjunction with the Winston Area Community Partnership to focus on community and business promotion.
<b>Action 1.2</b>	Research the activities and work plans of similar committees with Roseburg, Eugene, Medford and other area chambers and downtown organizations. Consider working with ODDA to organize a workshop on this subject
<b>Action 1.3</b>	Developing a working promotion calendar that includes at least two new activities in each of the following categories  Image-building activities ( <i>press releases and a 1 page summary of the Downtown Plan, other community improvements and, business success stories; a We Love Winston Campaign—kids and adults; a business Kudos program –see action 1.4</i> ) Retail Activities ( <i>Coupon book for new Winston residents, Back to School Specials, Senior Discount Days, Coupon Books at local hotels or at the Safari for visitors</i> ) Special Events and Festivals-Holiday, Social ( <i>Welcome to Winston ice cream social for all newcomers, Trick or Treat in Downtown Winston, Holiday Lighting</i> )
<b>Action 1.4</b>	Organize a Business Kudos Program recognizing a local business with an award for improving their business and community in some way—could be anything from façade improvement to window displays to contribution to a city or school cause. Promote the recipients in all the local papers, on the radio, etc.

<b>Action 1.5</b>	Create a simple business directory or rack card that can be put in visitor and newcomer hot spots, such as restaurants, city hall, visitor center, hotels, Safari, etc. Let people know what’s in town to spend money on!
<b>Action 1.6</b>	Create a simple business directory or rack card that can be put in visitor and newcomer hot spots, such as restaurants, city hall, visitor center, hotels, Safari, etc. Let people know what’s in town to spend money on!
<b>Action 1.6</b>	Host a business image, marketing and promotion workshop to educate local businesses about simple, easy and inexpensive things they can do to improve their attractiveness and entice more customers.
<b>Action 1.7</b>	Long term, expand on the Safari theme in image building and promotions to visitors. Winston IS the Home of the Safari, so use this fun theme in ways that will interest and attract visitors. Build on what you have with more animal topiaries, more quality bronze public art, banners, etc. Make it fun and interesting, but not cartoonish.

**Strategic Initiative 2: Product Readiness**

- Goals:**
- ◆ Make Winston’s commercial real estate product offerings market-ready and enable Winston to effectively compete for targeted businesses.
  - ◆ Present a welcoming and inviting image for everyone—residents, area employees, visitors and tourists.

**Why it is Important:** To be competitive for business attraction, retention and expansion, any community must have adequate physical locations to accommodate these businesses. The city of Winston needs ready-to-go quality buildings. That means that the buildings are in shape for immediate occupancy or tenant improvements customized to the needs of the business operations. In all cases, land or building options must be ready-to-go, as businesses consider any lag in time to occupy their facilities an additional cost – as the saying goes... “Time is money”.

It will be important to have buildings not only for sale but available for lease since the small retailers that Winston is targeting for expansion and recruitment will prefer to lease over buying.

## Implementation Plan:

<b>Action 2.1</b>	Inventory any available properties for lease or sale in the downtown district. Identify which are most marketable and which need help to be ready for a quality business occupant.
<b>Action 2.2</b>	Contact property owners one on one to discuss their plans, issues and needs. Develop a specific plan for improvements including cost estimates and possible sources of funding to make it happen.
<b>Action 2.3</b>	Identify incentives for property improvements and ideally, identify one or two pivotal properties for redevelopment—ones that will make a strong statement about the shape of things to come.
<b>Action 2.4</b>	With local realtors, prepare property fact sheets and aggressively promote in conjunction with business attraction activities.
<b>Action 2.5</b>	Improve the appearance of all downtown businesses and properties for overall market appeal and to project the best possible image.
<b>Action 2.6</b>	Prepare and install informative signage and landscape enhancements at <i>both</i> Winston entrances to direct visitors, and market services/retail offerings such as downtown shopping, the river, the Safari, etc.

### **Initiative 3: Target Best Opportunities**

- Goals:**
- ◆ Support local businesses to prosper and expand.
  - ◆ Encourage entrepreneurship to strengthen the business community and engage Winston’s youth.
  - ◆ Augment Winston’s retail and service offerings to reduce sales leakage and increase sales tax revenues.
  - ◆ Create awareness of Winston in the minds of business targets

**Why it is Important:** On average in all communities, 70-80% of job and economic growth can be attributed to local companies. Although it may appear to be more exciting and have greater potential to recruit from outside Winston, the support of businesses already existing in the community contributes to steady and consistent growth, as well as the reduced likelihood of losing a valuable employer to another community.

“Taking care of your own” also enhances business recruitment. Companies base their impressions of a community on how existing businesses are treated. If local employers are satisfied and optimistic about Winston, they will be advocates for the City and a potential source of leads for business recruitment. Additionally, it is proven that entrepreneurs are very loyal to their communities if it is an environment that supports entrepreneurial thinking. When they become successful they are most likely to reinvest in their local community and help other entrepreneurs. Promoting entrepreneurship provides a healthy and robust cycle of business.

## Implementation Plan:

The Winston Economic Development Committee should be charged with implementing the following recommendations.

<b>Action 3.1</b>	Facilitate connections between local employers and available business resources—prepare a simple listing to have a city hall and through the chamber of the SBDC, the Umpqua CDC, the CCD Business Development organization and others. Organize a business resource forum, include banks and a representative from the state’s micro enterprise program.
<b>Action 3.2</b>	Be a catalyst for entrepreneur connections to help local home-based businesses or those in a start-up phase. Consider leveraging the resources noted in action 3.1 to organize a business incubator without walls program in Winston. Local foundations may be willing to contribute to such an initiative.
<b>Action 3.2</b>	Create a business-to-business marketing program that encourages Winston small businesses to become well acquainted with local products/services, and supportive through cross marketing and selling. Host events at or go on tours of each other’s businesses where business owners can share what they offer, who their best customers are, etc.
<b>Action 3.3</b>	Establish a youth entrepreneur program in association with the high school through the Distributive Education program, 4-H or other existing efforts that encourage youth leadership regarding business.
<b>Action 3.4</b>	Package and promote the business opportunities from the business mix/gap analysis. Share the ‘target business/merchandise’ categories at Chamber, Rotary, service clubs, etc. both in Winston as well as Roseburg and other nearby communities. Share with the SBDC and others in touch with small businesses. Keep the list in front of them with regular updates and information.

## PHYSICAL IMPROVEMENTS

At the heart of the new vision for downtown Winston are physical improvements that will improve the character and functionality of the business district. Through a series of public meetings and workshops, the community has stated their commitment to redeveloping downtown as a more pedestrian friendly, inviting district where residents and visitors want to spend time (and money).

The concepts and recommendations laid out in this plan reflect a bold vision for the future. Now the hard work begins to move the plan from vision to reality.

The following initiatives are recommended for implementing the wide range of physical improvements outlined in the plan.

### **Strategic Initiative 1: Set the Tone & Course for Downtown Redevelopment**

This initiative addresses necessary actions to move a range of 'next steps' planning efforts forward. It also includes the critically important component of updating downtown codes and development standards to support the downtown vision. Although this initiative may seem like one that could easily be skipped over for more 'immediate gratification projects,' working through the recommendations in this section will help build a strong and sustainable political and policy framework to support the kind of improvements the community envisions.

### **Strategic Initiative 2: Implementation of Short- & Long-Term Projects**

After the 'next steps' groundwork is laid, project implementation should occur. This includes both public and private projects that reflect the plan and build off and support each other. Projects should include those that can be quickly completed, as well as the longer-term, more difficult capital improvement projects. Both types of projects are needed to keep the community inspired and moving forward.

Like the recommendations in the Business Development section, the following Initiatives are outlined on the following pages and include:

- ◆ Strategic Initiative Goal
- ◆ Why it is Important
- ◆ Implementation Actions

## **Initiative 1: Set the Tone & Course for Downtown Redevelopment**

- Goals:**
- ◆ Take a proactive approach to redevelopment by working from the ‘road map’ (this plan).
  - ◆ Show support of community’s vision for downtown by updating policies and codes to match plan.
  - ◆ Initiate a coordinated plan for working on ‘next steps’ (i.e. feasibility studies, detailed design, etc.).

**Why it is Important:** A concerted effort must be made to ensure this plan does not gather dust on a shelf. The process to develop the plan has been one that engaged the community to determine their vision for downtown and through the process Winston residents have become excited about downtown’s future. From the public sector, it is the responsibility of the City (both staff and elected officials) to provide the leadership and support to take the plan from vision to reality. Private sector ‘champions’ will also play a critically important role in redevelopment efforts, but it should be the City that takes the lead.

### **Implementation Plan:**

The City of Winston should be charged with implementing the following recommendations over the next 1-2 years:

<b>Action 1.1</b>	Adopt the Downtown Redevelopment Plan. City Council should show support of the new vision for downtown by officially adopting it as part of the Comprehensive Plan.
<b>Action 1.2</b>	Develop a workplan and proposed timeline for projects outlined in this section. City staff, Council and the Planning Commission should be in agreement as to the prioritization and timing of actions.
<b>Action 1.3</b>	Keep in communication with ODOT regarding the status of the application for a special designation for downtown (either STA or UBA). If the ODOT Commission grants a UBA status (rather than the more desirable STA), then the City should continue to work with ODOT as redevelopment occurs to move toward reapplying for an STA designation.
<b>Action 1.4</b>	Update City codes to coincide and support the Downtown Redevelopment Plan. Codes that may need updating may include parking and design standards that support a more pedestrian friendly, mixed use downtown environment. (Check with Transportation & Growth Management’s Code Assistance Program was a possible source for technical assistance to update codes.)

<b>Action 1.5</b>	Initiate the Urban Renewal process, which begins with a feasibility study. If the findings of the study warrant, then begin efforts to move forward with initiating an Urban Renewal District for downtown.
<b>Action 1.6</b>	Move forward with planning and negotiations for new exit plan for Wildlife Safari.
<b>Action 1.7</b>	Work with ODOT to begin discussions and planning efforts to explore traffic calming measures to help slow traffic and cue drivers they are transitioning into a downtown environment where pedestrians are present.
<b>Action 1.8</b>	Work on developing a more connected community through local street network improvements and trail, pathway, and sidewalk improvements. Look for potential funding sources (TGM program or ODOT’s bike/ped program) to help get next steps planning work done.

## **Initiative 2: Implement Short- & Long-Term Projects**

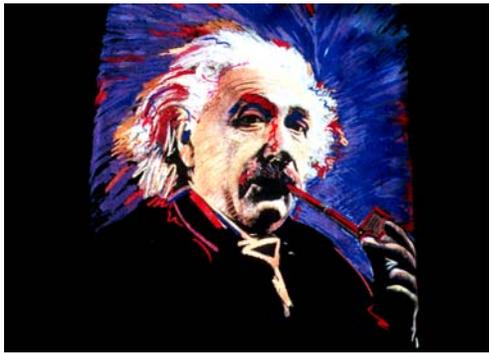
- Goals:**
- ◆ Bring the downtown vision to life by implementing a combination of projects and activities that reflect the vision and plan.
  - ◆ Build public-private partnerships to effectively accomplish the variety of projects to be implemented.
  - ◆ Continue to encourage the community to ‘own’ and participate in the new vision for Winston’s downtown by keeping them informed of progress and opportunities to participate.

**Why it is Important:** Winston’s Downtown Redevelopment Plan contains many concepts and ideas for improvements to the business district. If implementation is not approached in a thoughtful and collaborative way, there is a good chance that efforts may become scattered and piecemeal, and not moving forward as quickly or effectively as possible. It will be important to bring project partners together and create an agreed upon workplan and timeline for project implementation.

## Implementation Plan:

Both public and private entities and groups should be charged with implementing the following recommendations:

<b>Action 2.1</b>	Using information based on ‘next steps’ studies, community support and available opportunities, the City, in collaboration with its partners, should develop a workplan for project implementation. The workplan should be broken into two components: 1) a one-year detailed workplan; and 2) a longer-range (2-5 yr.) workplan that has general information on projects and timelines, but does not contain a high level of detail. Both components of the workplan should outline projects, tasks, budgets, timelines, and roles/responsibilities. Both should also include both short- and longer-term projects. It will be important to keep the community informed of progress along the way and to celebrate successes as they occur.
<b>Action 2.2</b>	Implement highly visible, short-term projects. These might include an animal topiary program (& tour) and other beautification projects that will complement larger downtown improvements.
<b>Action 2.3</b>	Implement tools and programs to assist in redevelopment. These might include designation of an Urban Renewal District, including projects to help alleviate blight and encourage redevelopment (i.e. streetscape improvements, façade & signage program, assembly of property to RFP for redevelopment, etc.)
<b>Action 2.4</b>	Implement identified long-range improvements such as local street connections, pedestrian trails and the downtown streetscape. Other projects may include median and other improvements to help calm traffic.
<b>Action 2.5</b>	Work on catalyst infill projects that support the downtown vision. If the City moves forward with an Urban Renewal District, the City/Urban Renewal Agency may want to concentrate on specific opportunity sites for redevelopment.
<b>Action 2.6</b>	Educate private developers on the vision for downtown. Work with them to ensure their projects support the downtown plan.
<b>Action 2.7</b>	Review progress and update plans and projects, as appropriate. Keep the community and partners informed along the way.
<b>Action 2.8</b>	Continue to build alliances and partnerships through the implementation of the plan.



*'The problems we have created cannot be solved with the same thinking that created them.'*

## In Closing

Winston's excitement about downtown's future is inspiring! The community is ready to move forward in turning their plan into reality. As demonstrated through other projects, the community has the capacity to 'make big dreams come true' when they want to.

In order for Winston's Downtown Redevelopment Plan to move forward in the most efficient and effective way possible, it will be necessary for the community to address several issues. They include:

- The City must take on proactive role in downtown Winston's redevelopment rather than reacting to developers' proposals - - *decide what YOU want, then move forward* - - as Winston is YOUR community and future!
- Resolve communication issues - - create a positive team atmosphere
- Proactively educate & 'invite the community in' on the vision
- Move past an 'Us vs. Them' mentality

## SECRETS TO SUCCESS

Following are 'secrets of success' gleaned after working with many communities on downtown revitalization plans and projects over the years:

- Downtown revitalization is a *process*. Most communities usually don't go downhill overnight and won't be revitalized overnight.
- Plan for the future, but keep your eye on tomorrow by including enough flexibility in your plan to take advantage of unforeseen opportunities.
- Don't die on every hill; make strategic decisions about when it's important to take a stand and fight.



- Provide consistent, credible and on-going communication with the community about what you're working on.
- Build an integrated, working collaboration among all the appropriate entities - - move beyond an 'us vs. them' mentality.
- Build and expand your volunteer and partnership base; understand the differences between types of volunteers and how they like to work (project based vs. long-term committee based).
- Continue to improve your skills and capacity in order to undertake more complex and multi-dimensional projects.
- There's no need to reinvent the wheel - - learn from both the successes and failure of other efforts.
- Celebrate your successes! Too often volunteers and staff are so busy working on projects, they don't stop and celebrate the successes - - leading to burnout!
- A Can-Do Attitude is EVERYTHING!!! Communities who are successful in revitalization focus on opportunities (even during crisis) while struggling communities surrender to crisis.
- Cultivate 'champions'. They make ALL the difference - - they are the igniters, the sparkplugs, the motivators!
- Nothing worthwhile is ever easy. If it were, it would have been done by now.
- Don't lose your sense of humor and perspective. Although arduous, local projects should be fun and help build a sense of community!

