



COMMUNITY PLANNING ASSISTANCE TEAMS

Connecting Downtown Page

Page, Arizona

Final Report | April 2019



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of Certified Planners**

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For more information on the Community Planning Assistance Teams program: planning.org/cpat

This report and other information on the Page CPAT project is available at: planning.org/communityassistance/teams/page

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Cover image: Page, a small city located in northern Arizona, is surrounded by a variety of natural and man-made features including the Antelope Canyon, Horseshoe Bend, Lake Powell and Glen Canyon Dam.

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The Purpose of the CPAT Program

The purpose of the Community Planning Assistance Teams program is to serve communities facing limited resources by helping them address planning issues such as social equity and affordability, economic development, sustainability, consensus building, and urban design, among others. By pairing expert urban planning professionals from around the country with residents and other stakeholders from local communities, the program seeks to foster education, engagement, and empowerment. As part of each team's goals, a community develops a vision that promotes a safe, ecologically sustainable, economically vibrant, and healthy environment.

APA staff works with the community, key stakeholders, and the host organization(s) to assemble a team of planners with the specific expertise needed for the project. The team meets on-site for three to five days, during which time a series of site visits, focused discussions, and analyses are performed. On the final day, the team reports their results back to the community. A more detailed report is issued to the community at a later date.

Guiding Values

APA's professional institute, the American Institute of Certified Planners (AICP), is responsible for the CPAT program. Addressing issues of social equity in planning and development is a priority of APA and AICP. The CPAT program is part of a broader APA Community Assistance Program, which was created to express the value of social equity through service to communities in need across the United States.

Community assistance is built into the professional role of a planner. One principle of the AICP Code of Ethics and Professional Conduct states that certified planners shall aspire to "seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and to promote racial and economic integration." Another principle is that certified planners should aspire to "contribute time and effort to groups lacking in adequate planning resources and to voluntary professional activities."

Program Background

In recognition of the key role urban and regional planners play in shaping vibrant, sustainable, and equitable communities, the APA Board of Directors established the Community Planning Team initiative in 1995. This initiative resulted in a pro bono effort to assist an economically struggling African American community in the East Market District of Greensboro, North Carolina. APA has continued to develop a pro bono planning program that provides assistance to communities in need.

In 2005, program efforts were increased after Hurricane Katrina in the Gulf Coast region to include a number of initiatives, including planning assistance team projects in the affected cities of Henderson Point, Mississippi, and Mandeville, Slidell, and New Orleans in Louisiana. Another Gulf Coast recovery project included the Dutch Dialogues, which brought American planners together with Dutch experts to transform the way that Louisiana relates to and manages its water resources.

AICP broadened the scope of the CPAT program with its 2009 project in Buzzard Point, a neighborhood in Southwest Washington, D.C. Completed projects since the program's official relaunch in 2011, including Matthews, North Carolina; Story County, Iowa; Unalaska, Alaska; La Feria, Texas; Lyons, Colorado; Brooklyn/Baybrook, Baltimore; Germantown, Philadelphia; and others are all important landmarks in the development of the CPAT program as a continued effort. That list now includes the Yarborough neighborhood of Belize City, Belize, which marks the first international project for the CPAT program. CPAT is an integrated part of APA's service, outreach, and professional practice activities.

More information about the CPAT program, including community proposal forms, an online volunteer form, and full downloadable reports from past projects, is available at planning.org/cpat.

EXECUTIVE SUMMARY

Page, Arizona, has the opportunity to connect its downtown and surrounding neighborhoods to create a vibrant, authentic downtown. This would make downtown Page far more desirable to residents and visitors, expanding Page's economic activity and job opportunities. With the anticipated closing of the Navajo Generating Station), the city's second largest employer and its single most important economic engine, the time is critical to expand the city's second largest economic engine, tourism and hospitality.

For Page, making downtown more desirable for residents is the best way to simultaneously serve those residents and increase tourism and hospitality spending. For the Navajo Nation, whose tribal income and tribal members are disproportionately impacted by the closing of the Navajo Generating Station, increasing tourism and hospitality not only creates job opportunities within Page, but will also increase the overall area economy and generate more jobs within the Navajo Nation.

Page is a gateway to and the near epicenter of one of the most exciting and beautiful regions in the country: the Grand Circle of Arizona, Utah, Colorado, and New Mexico. Downtown Page has many of the elements and anchors of a great down-

town; cities larger than Page would love the number of visits it receives from residents and visitors. With 4.5 million visitors a year, Page could have a strong and vibrant downtown.

Downtown, however, is more a series of disconnected activities than a connected city. Excessively wide streets and parking lots and dated site layouts and building facades create barriers to a coherent identity and to pedestrian movement. Visitors and many residents view downtown Page as a gateway to the Grand Circle, but they often don't value downtown for its own sake, a potentially fatal flaw for any downtown. Searching online for "Page images" returns pictures of the amazing features near Page, but, except for the Page Balloon Regatta, almost no pictures of downtown Page.

Page can become a connected city. A key step is to right-size Page's downtown streets by converting excessive pavement and lane width to create bicycle lanes and additional on-street parking. This will improve the identity of downtown; remove barriers; improve vehicle, pedestrian, and bicycle connectivity; and reduce crashes. Right-sizing downtown streets provides room for additional on-street parking, which provides highly visible parking. Providing more on-street parking

Page is the epicenter of the Southwest Grand Circle, but the city itself has few, if any, iconic images. (Source: CPAT)



allows a reduction in off-street parking. Off-street parking is a moat that separates buildings and destinations, making Page less pedestrian friendly. Reducing off-street parking allows for more downtown development, generating jobs and increased tax base and building the critical mass that downtown needs. Reducing off-street parking will also enhance movement and encourage visitors and residents to explore downtown and spend more money. Improving the pedestrian experience, both on sidewalks and by connecting the existing weak pedestrian mall through the Dam Plaza/Block 17, will build identity and a positive downtown experience.

A better downtown experience will extend the time that residents, downtown workers, and visitors stay downtown and increase the time enjoyed and money spent there. Page can become as successful as the other more vibrant downtowns within the Grand Circle.

Introduction and Background

Page was founded in 1957, first as Government Camp and then as Page, to house workers building the Glen Canyon

Dam and Bridge over the Colorado River. The city grew out of this workers camp. Today, its single most important economic engine, and second largest employer, is the nearby Navajo Generating Station, the largest coal-fired power plant in the western United States. Its second most impor-



Even in the peak visitor season, Page has excess road pavement width dedicated to vehicles and dated parking lots, creating a moat around downtown and increasing crash rates. (Source: Madison Kremer for CPAT, with public domain and Google Map images)

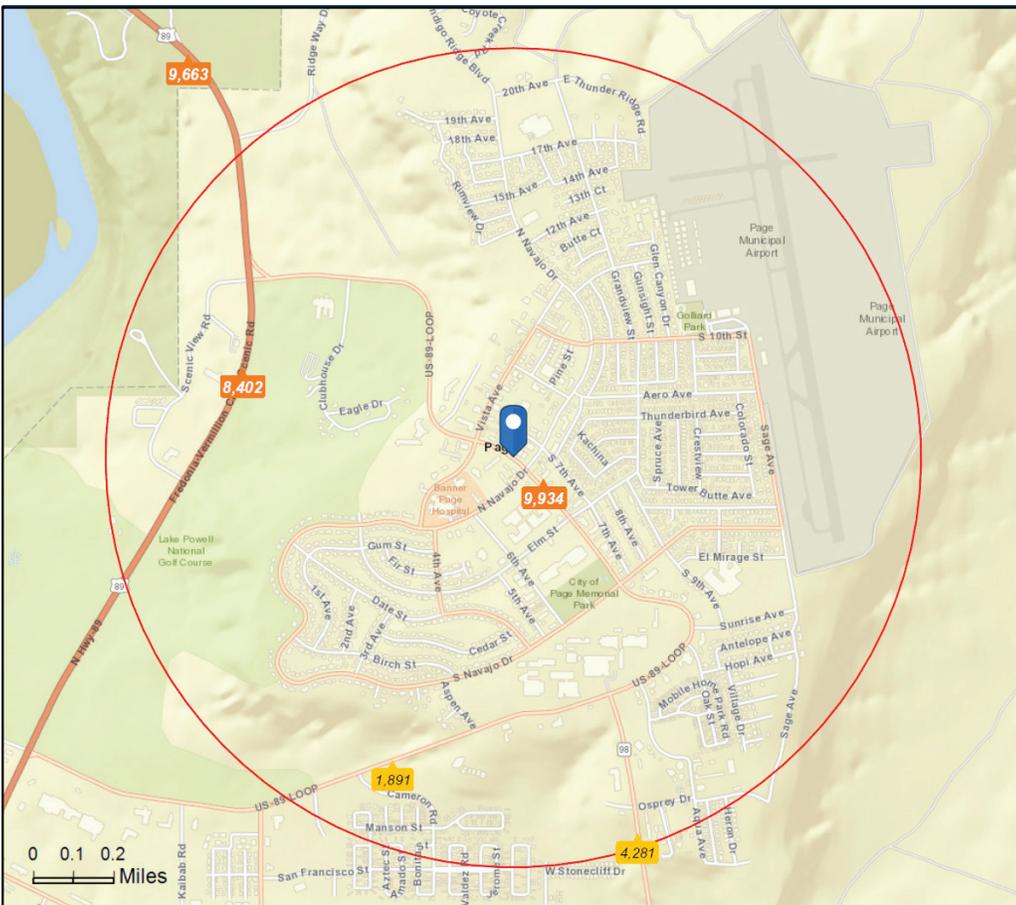
tant economic engine is tourism and hospitality, as befits a gateway, if not the epicenter, of the Southwest's Grand Circle (northeastern Arizona, southeastern Utah, southwestern Colorado, northwestern New Mexico). Page's economy is rounded out by its hospital and medical sector, its industrial park (which focuses heavily on Lake Powell boating services), and its role as the market town for a vast region (Michael Baker International 2018).

Downtown Page is the commercial, economic, and cultural hub of the city. A majority of Page's population, jobs, restaurants, entertainment, and hotels are in or within walking distance of downtown, as is one of the city's two grocery stores, its hospital, high school, a desirable urban park, and several tour businesses (especially serving Antelope Canyon, which is a major draw to Page).

Downtown Page has a few amazing opportunities. First, as a gateway and near epicenter of the Southwest Grand Circle, it has an almost guaranteed huge visitor influx, currently around

4.5 million visitors a year. Whatever strengths or weaknesses exist in downtown Page, those visitors keep coming to Page or at least to nearby Lake Powell. Second, the huge number of visitors has driven a phenomenal growth in hotel, motel, and vacation market rentals, and the resulting jobs, economic activity, sales, rooms, and meals taxes. Third, visitors and overnight lodging drive restaurants, tour operators, and other hospitality industries. In addition, the Page controls a vast amount of land (more than 9,000 acres) for future development or future uses (Michael Baker International 2018), putting it in the driver's seat for development patterns. The city also owns its own municipal electric company, giving it some additional opportunities not available to cities with investor-owned electric companies.

Page has, however, some significant challenges. The biggest one is that the Navajo Generating Station is ending electricity production by the end of 2019 and will be fully decommissioned and demolished by 2021. As the city's largest economic engine and the second largest employer, with



Lake Powell Boulevard has high crash rates, but has a total traffic count that could be accommodated on a much narrower road. (Source: CPAT)



- Average Daily Traffic Volume**
- ▲ Up to 6,000 vehicles per day
 - ▲ 6,001 - 15,000
 - ▲ 15,001 - 30,000
 - ▲ 30,001 - 50,000
 - ▲ 50,001 - 100,000
 - ▲ More than 100,000 per day



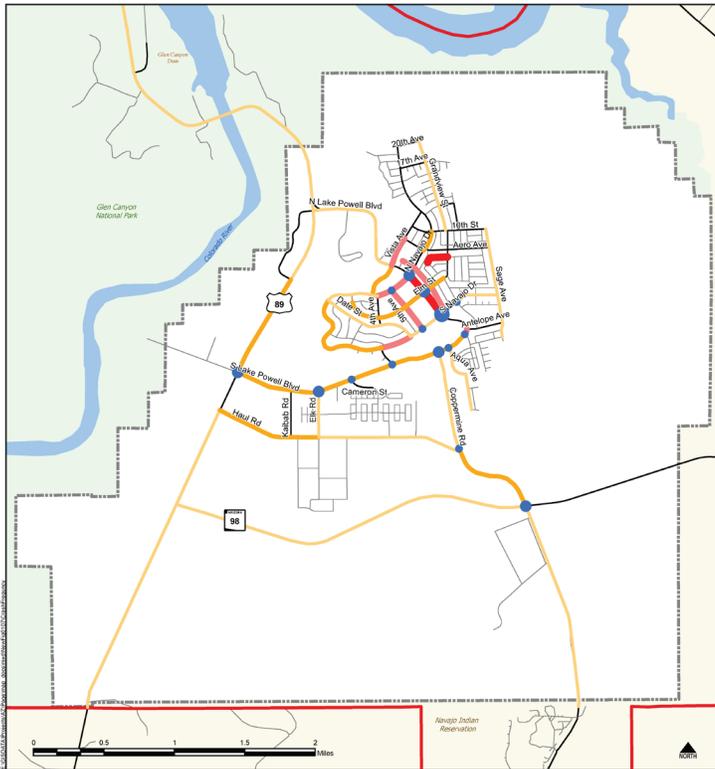


Figure 10 - High Crash Locations

Legend

Intersection Crashes

- >2 Crashes per Period
- 5 - 10 Crashes per Period
- >10 Crashes per Period

Crashes Per Mile

- 1 - 5.0
- 5.0 - 15.0
- 15.0 - 30.0
- 30.0 or Greater

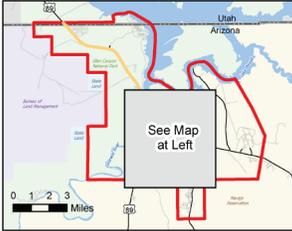
— Study Streets
 — Background Streets

▭ Study Area

▭ City of Page

▭ Bureau of Land Mgmt.
 ▭ Glen Canyon National Park
 ▭ Navajo Indian Reservation
 ▭ State Trust Land

Data Source: Traffic Safety Division, Arizona Department of Transportation
 Analysis Period: Between 03/01/03 and 02/28/06. Intersections and segments with one (1) or less crashes during the analysis period are not shown in figure.
 Date: January 2007



City of Page
Small Area Transportation Plan

ADOT PG&E HDR

The wide street and travel lanes, long block lengths, and weak wayfinding increases crash rates. This environment does not cue visitors to when they have arrived downtown and should park. (Source: HDR 2007)

higher median wages than the city as a whole, the station closing will harm Page’s economy. The ongoing growth of the tourism and hospitality sector will backfill some of this loss in economic activity, but the tourism and hospitality sector faces some of its own challenges.

Page’s tourism and hospitality industry faces three primary challenges. First, tourism and hospitality wages are generally lower and jobs are more cyclical than those at the Navajo Generating Station. This requires a focus on broadening the hospitality industry and extending the season and supplementing it. Second, downtown Page does not have a strong brand or identity, which limits its ability to keep visitors for stays as long and as deep into the shoulder season as some other Grand Circle communities. The lack of brand identity has fragmented business participation in working toward connecting downtown Page, although the Chamber of Commerce has advocated for better connections and a more coherent identity. Finally, downtown Page suffers from a serious lack of connectivity, especially pedestrian connectivity, between downtown destinations.

The lack of connectivity shows up in many areas. One glaring example is Page Hospital (Banner Health). Having a downtown hospital in a city the size of Page can be an economic engine that can help fuel downtown vibrancy, with the potential for a large and relatively well-paid workforce to be better connected to downtown. Yet there are weak walking connections between the hospital and the commercial activity, and most hospital workers drive wherever they want to go. Once someone gets in their car, their loyalty and preference to spend money downtown and in a short walk disappears,

and the amount of money leaking away from downtown to businesses along Highway US 99, Amazon, or even Flagstaff and St. George increases. These kinds of lost opportunities exist at the high school, hotels, visitor centers, and other potential anchors.

Lake Powell Boulevard has high crash rates, at both intersections and mid-block (HDR 2007; traffic counts, Page Department of Public Works 2018). The excessively wide street and resulting weaving, the wide travel lanes (11.5 to 17 feet wide), the super-long block size, the weak wayfinding, and the lack of a defined sense of



Some downtown buildings suffer from deferred maintenance and outdated facades, for example on the southern facade of the Dam Plaza/Block 17. (Source: CPAT)

arrival all add to crashes. These same factors make it a poor pedestrian environment, resulting in more people driving even very short distances, adding to the volume of vehicles and creating a self-perpetuating problem.

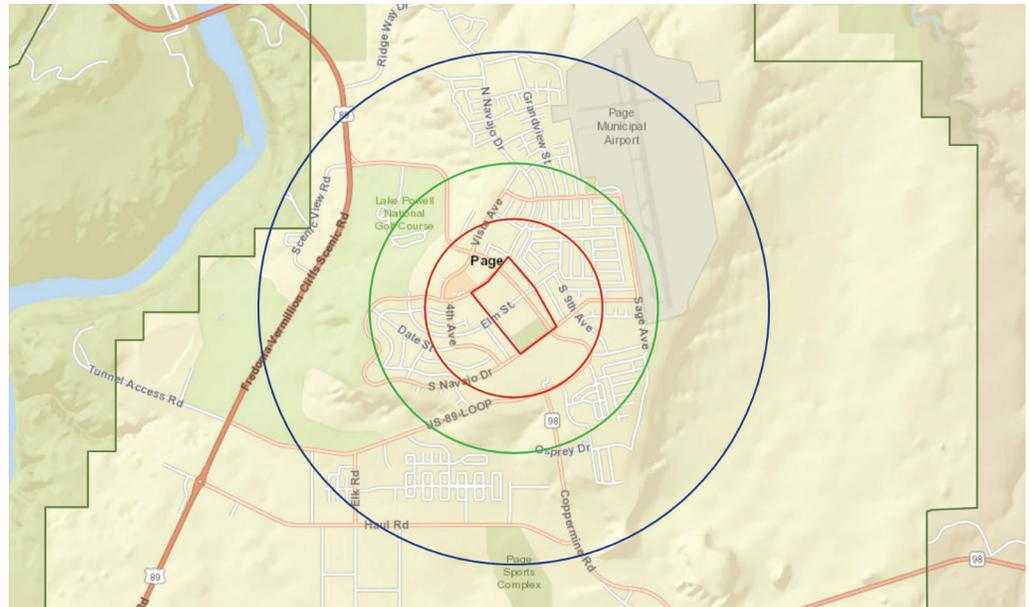
Some of downtown Page's building stock is tired and suffers from deferred maintenance and outdated facades. This reduces the synergy that makes downtowns strong, reduces the pedestrian experience, and makes it less desirable for visitors and shoppers to come spend their money.

Fortunately, Page is a compact community. A majority of Page residents live within walking distance of downtown and many more would walk if the experience was desirable. The majority of jobs within the city limits (which does not include Lake Powell or the Navajo Generating Station) are also located in or within walking distance of downtown. Likewise, a majority

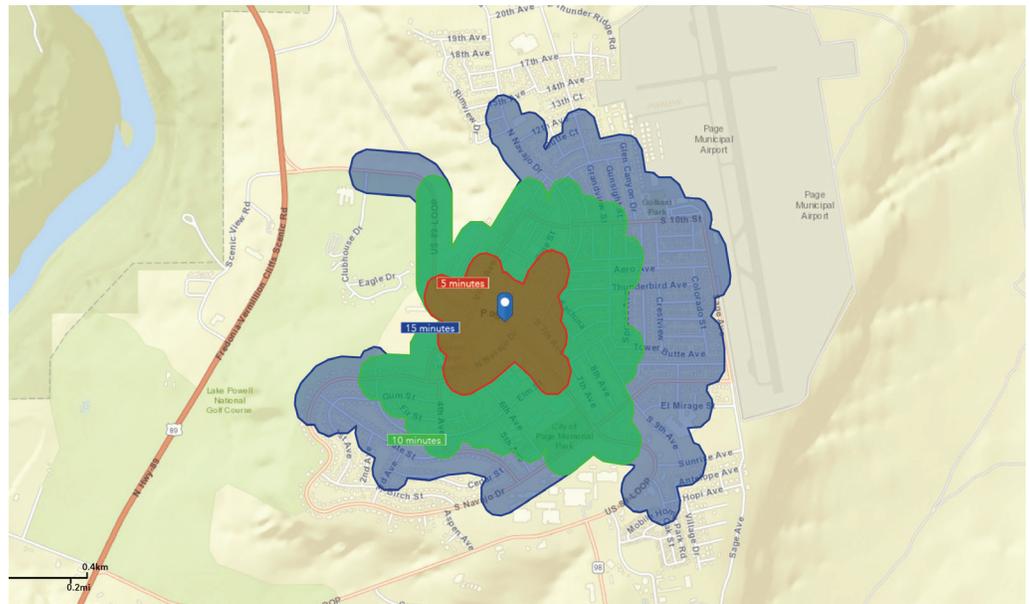
of hotels, motels, and seasonal vacation rentals are located within walking distance of downtown and are full of visitors who want to walk and want to spend money if they have a positive experience. This means that if Page gets connectivity right, it could significantly reduce vehicle traffic and, perhaps more importantly, get human-scale life on the street, and have increased downtown spending and consumption taxes (sales, meals, and rooms).

Page also has a higher cost of living than many other Arizona communities, in large part because of very low residential (3.1 percent) rental and home ownership (1.3 percent) vacancy rates, leading to housing inflation and a limited worker pool for lower wage hospitality jobs. These low vacancy rates have been driven, in part, by the huge increase in dwelling units that are dedicated to short-term recreational

The compact nature of Page improves its potential to become a walkable city if the city and business owners improve connectivity. The inner circle around downtown is the quarter mile that most people will walk, the second circle is the half mile that most people will walk in desirable walking conditions, and the outer circle is the one mile that most people who bicycle are willing to ride. (Source: CPAT)



The investments in the Dam Plaza/Block 17 pedestrian mall help improve connectivity, but the mall needs more activation, improved focus on the pedestrian experience, and connectivity to North and South Navajo Drive to be a success. (Source: CPAT)





Above and below: Downtown Page has the beginnings of vibrant, creative public spaces, such as this alley. (Source: CPAT)



and seasonal housing (Michael Baker International 2018). Like many communities, Page also has some issues with bad behavior, especially from public drinking, which weakens the hospitality brand and visitor experience.

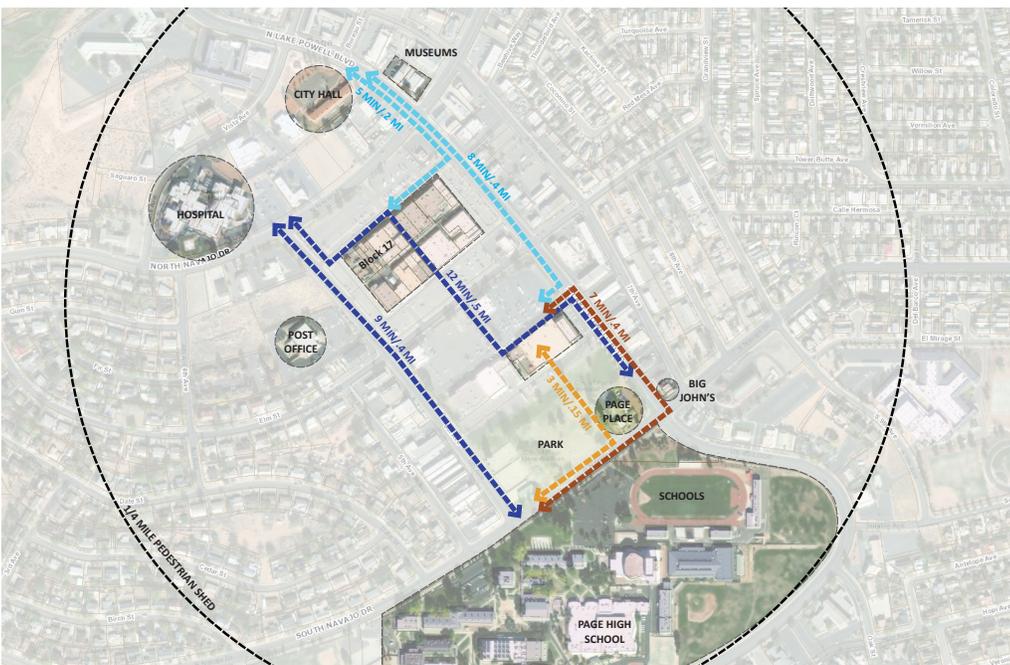
Page applied to the program to ask for help in addressing some of downtown Page's challenges. Page's application focused on examination of the Dam Plaza/Block 17 and on downtown in general, and included evidence of strong support for the study. In approving Page's application and committing APA resources to the project, APA determined that Page would benefit from the study and had the institutional commitment to use the study and make improvements.

The CPAT identified three primary priorities to strengthen downtown Page:

1. Right-size and reprogram downtown streets to build connectivity.
2. Rethink the core of downtown to build connectivity, a downtown identity, and a downtown critical mass.
3. Reimage and brand downtown, with supporting programming and policy changes.

CPAT Process

The project team was in Page from December 3 to 6, 2018. They met with community stakeholders over the first two days of the Connecting Downtown Page planning process. Each workshop began with a presentation describing the project goals, project team observations, and background information. Residents and diverse stakeholders were invited by the city through the local radio station (KXAZ Radio Jack 99.3), the local newspaper (Lake Powell Chronicle), flyers, and direct invitations. Approximately 50 people attended each of the two public workshops.



Downtown Page has strong elements and desire lines, but weak connectivity. (Source: CPAT)



Everyone is Invited!
 Expert City Planners from across the USA
 are visiting to help the City
Revitalize Our Downtown

Meet them and share **your** ideas:
 Monday, December 3, 5-7 pm
 Hear their concepts based on **your** ideas:
 Tuesday, December 4, 5-7 pm

Both Meetings at: Page Community Center, 600 S. Navajo Dr.

Sponsored by

Left: A Connecting Downtown Page public forum with robust community conversations. (Source: CPAT) Above: Radio, newspaper, fliers, and direct invitations helped spur public participation. (Source: City of Page)

On the first day, the project team sought feedback about general perceptions of the downtown core area, the boundaries of which are approximately North and South Navajo Drives and 6th and 7th Avenues to the east and west. A broad range of ideas came out of these discussions, but common themes included:

- Overall, stakeholders are proponents of progressive change that will make the downtown more inviting to both tourists and residents.
- Lake Powell Boulevard should be more pedestrian and bicycle friendly, and have more opportunities to cross.
- Tourist buses cause congestion and unsafe traffic conditions.
- Stakeholders like the aesthetic and mix of uses on the North Navajo Drive side of Block 17, but are disappointed

by the vacancies along the walkway and the Elm Street side of the property.

- Infill development, possibly with residential on the upper floors, is desirable.
- The pedestrian walkway within Block 17 is a nice concept, but needs more activity. The alley the bisects the walkway is an eyesore and contributes to a negative perception of the walkway.
- The pedestrian connection should continue through the Safeway shopping center through to John C. Page Memorial Park, including improvements to the Elm Street crossing, pedestrian access along the Safeway parking lot, opening and improving the pedestrian accessway within the Safeway shopping center, and completing the connection behind the shopping center through to the park.

Table 2. Key Demographic Information

	Page	Percent Total	Within Proximity to Downtown Page		
			1/4 Mile	1/2 Mile	1 Mile
Population	7,532	100.0%	15.3%	49.7%	89.5%
Enrolled in School (K-12)	1,911	26.5%	16.9%	48.9%	89.7%
Households with at least 1 person with a disability	888	37.7%	16.1%	36.4%	86.8%
Carless Households	138	5.9%	24.6%	39.1%	91.3%
Employment	4274	100.0%	48.8%	60.8%	79.4%
Commute to Work					
Commute to work time <15 minutes	2,621	77.1%	16.8%	51.1%	89.8%
Drive to Work Alone	2,600	75.8%	15.0%	48.6%	89.5%
Carpool to Work	391	11.4%	19.2%	64.5%	94.1%
Walk to Work	311	9.1%	25.7%	73.3%	94.9%
Bike to Work	19	0.6%	0.0%	21.1%	84.2%

Source: ESRI Business Analyst, U.S. Census Bureau, 2012–2016 American Community Survey)

-
- Many of the properties along the Lake Powell Boulevard corridor should improve/update their facades.
 - The downtown should incorporate local culture through art installations and facade improvements, including aspects of the town's 1950s, Navajo, and dam construction heritage.
 - The downtown could use more programmed events. For example, there used to be block parties that no longer occur.
 - The desire for public gathering and event space that will partially be replenished after the Page Memorial Park remodel (that once has a desirable public swimming pool) can be complemented and anchored by Block 17.

On the second day, the project team presented draft concepts for reimagining Block 17 and Lake Powell Boulevard, as well as broader connectivity within the downtown. Again, the project team facilitated discussions with stakeholders in small groups. Feedback echoed many of the discussions from the night before, but also included discussions about best management practices to implement change. Stakeholders were in favor of narrowing Lake Powell Boulevard and incorporating bike lanes, and would like to see similar treatments along other wide roadways. Stakeholders liked eliminating the parking area in Block 17 along Lake Powell Boulevard in favor of a public space with smaller "kiosk" or truck retail/dining opportunities. Implementation discussions centered around overall management/coordination of business activities, facade improvements, and programming within the downtown. The city should leverage the emerging research and coming recommendations from the American Association of State Highway and Transportation Officials, 2018 edition.

The ideas and feedback of community stakeholders serve as the basis for the recommendations presented in this report. This

is not, however, the end of community engagement, but rather just the beginning. As the city further studies and/or implements aspects of this community vision, broader stakeholder participation will be critical to ensuring community support.

Walking in and to Downtown Page

Downtown Page is uniquely situated to serve its residents, workers, and visitors without them having to get into a car (Table 1). Fifteen percent of the population of Page lives within a quarter mile of the downtown core and almost half live within a half mile, which translates into a five and 10-minute walk, respectively. Meanwhile, more than 60 percent of the city's employment is within a quarter mile of the downtown core. Moreover, almost 50 percent of children enrolled in school live within a 10-minute walk of downtown (also where the community's schools so happen to be located). Despite the close proximity of housing to jobs and the fact that over three-quarters of the population has a commute of less than 15 minutes, under 10 percent of the population walks or bikes to work.

With so many people living, working, and attending school within a short walking distance to the downtown core, Page has the potential to be an extremely walkable community. Improving street conditions for walking and biking could encourage people to shift their mode of choice from car to walking and biking. The first and most evident benefit of this mode shift is public health. Adult and childhood obesity rates have been consistently going up. A 10-minute walk burns calories, promotes heart health, increases bone health, eases depression, and much more. In addition, a mode shift from car eases demand on the roadways and for parking. People walking and biking to downtown activities and shopping also adds to the vibrancy and desirability of place.

RECOMMENDATIONS

The Elements of a Strong Downtown

Page has the potential to provide a welcoming and engaging downtown experience that fuels economic development. Getting there, however, can seem a daunting task. The community engagement and resultant recommendations set forth on this report are only the first steps in the process. Implementing transformative change requires a sustained effort in community engagement, strategic planning, cross-sector collaboration, and capital investment. The “Main Street Approach” could be a model for engagement, planning and implementation to bring Page’s downtown aspirations to reality.

The Main Street Approach, championed by the National Main Street Program, recommends the creation of a transformation strategy for revitalization centered around four main points: economic vitality, design, promotion, and organization. Economic vitality outlines the framework of resources dedicated to assisting existing and new businesses to grow and prosper in the community. Design provides the cohesive vision for the community’s physical and aesthetic attributes. Promotion is the affirmative marketing to promote the downtown. Finally, organization is the meaningful and consistent collaboration between public, private, nonprofit, and institutional partners to effect change.

Organization

To keep the momentum going from this visioning and prior economic development efforts, the city should consider establishing an economic development committee of key community stakeholders, including public officials, the chamber of commerce, major employers, business owners, and other community leaders. The committee could guide the creation of the Page Transformation Strategy.

As part of the Transformation Strategy the economic development committee may wish to investigate the formation of a business association for Block 17 that contributes to the upkeep and improvements of the property, particularly the

pedestrian walkway and any future public plazas that may be developed. In the long run, the city and merchants may also want to consider the formation of a business improvement district (BID) for the Lake Powell Boulevard business core. A BID is a formal organization of property owners in a distinct geographic area that join together for the purposes of centrally managing maintenance, improvements, marketing, and programming in the downtown. The management is paid for through assessments on properties within the district. The BID would be governed by a volunteer board that may include district property owners, merchants, residents, and public officials. The benefit of this type of arrangement is the consistency it provides in the management of the downtown core, which is hard to achieve without dedicated funds, a formalized governing body, and a professional staff dedicated to the purpose.

The CPAT team recognizes that Page has a highly functioning chamber of commerce, and the suggestion of a BID is not meant to devalue or supplant the work of that organization. The chamber includes members from throughout the city, thus serving a broader constituency than a BID. A BID provides concentrated efforts within a distinct geographic area and includes expanded services, such as maintenance and beautification (e.g. landscaping, litter and garbage removal, etc.). In the case of Page, we see the chamber of commerce and a BID complementing and providing support for each other. Furthermore, the disinvestment the team observed is an opportunity for renewed investments with returns on those investments to sustain business and the management of improvements, events, and promotions.

Examples of BIDs in Arizona include:

- Downtown Flagstaff: <https://downtownflagstaff.org/about/business-improvement-district>
- Downtown Tucson Partnership: <https://www.downtown-tucson.org/about/business-improvement-district>



The four-point Main Street Approach provides a framework for a strong downtown. (Source: National Main Street Center)

- Downtown Phoenix Partnership: <http://dtpbx.org/about/downtown-phoenix-inc/downtown-phoenix-partnership>

Economic Vitality

A market study can assist the town in defining its market niche and determine strategic efforts to attract underrepresented, in-demand business types. As a tourist destination, a market study for Page should include benchmarking with communities of similar recreational and ecotourism draw. The study should include best practices related to business operations in tourism districts, such as hours of operation, cross-promotion, programming, etc.

The market study will likely lead to further planning related to tourism efforts. For example, many stakeholders in this process indicated a desire to expand into the mountain biking tourism market. If this proves to be a viable strategy, the city will need to engage in capital planning efforts to achieve this goal through construction of the trail network envisioned in the 2016 *Citywide Parks Master Plan*. Strategic partnerships with nonprofit or for-profit organizations also interested in expanding recreational cycling opportunities should also be investigated.

Design

Outdated and/or poorly maintained facades suggest disinvestment, which can lead to a negative perception of both the individual business and the broader community. On the flip side, even simple improvements such as a fresh coat of paint signals positive change and can often trigger a domino effect of investment in an area. Many communities incentivize business and property owners to improve the exterior of their buildings through facade improvement programs. These programs are generally targeted to specific areas where improvements will most impact economic development, include clear eligibility guidelines and prioritization criteria, and focus on good design.

Temporary and permanent events bring downtowns to life and help change residents' perception—their mental maps—of their own city. (Source: CPAT)

Incentives for a facade improvement program can come by way of full or partial grants, low-interest loans, and/or reduction in taxes. Communities offer incentives in the range of \$2,500 to more than \$20,000 depending on their resources, and use a number of different sources to fund a facade program, including general funds, Community Development Block Grant funds, BID assessment re grants, and other funding mechanisms that may be available from the county or state, such as the Main Street Program's facade improvement grant opportunity.

Some facade programs start as community initiatives using donated paint supplies and volunteer labor. This can be particularly fruitful to beautify vacant properties, and can be coupled with a mural program. A key to any facade improvement program is thinking through design guidelines from the start. Everyone is welcome to improve their facades within the current structures of the law, but if the government is investing in these improvements, it has every right to ensure that they meet at least the minimum standards of a community vision. (There are many online resources about facade improvement programs. A simple primer can be found at: <http://planner-sweb.com/2013/10/how-facade-improvement-programs>.)



Food Trucks

Many stakeholders expressed a desire for more food trucks downtown. Existing businesses sometimes see food trucks as competition. In a strong downtown, this is rarely the case. Food trucks often fill a niche that is not currently being met in the market. When coupled with events, they can also be an outlet for excess demand (i.e., when the number of visitors exceed local restaurants' capacity). Moreover, for many budding restaurateurs, food trucks are a first step to establish themselves and build capital for a brick-and-mortar business. Many communities recognize food trucks as being just a new and different type of business and are encouraging them.

A key component of the design, parking, and circulation recommendations for Page are impacted by the current configuration of parking and curb cuts along Lake Powell Boulevard. For example, there are extensive curb cuts with driveways and direct access parking stalls on the north side of the roadway, which severely limit the ability to add on-street parking and/or a protected bike lane on the side of the street. At the same time, many of these properties have rear access from 7th Avenue, existing parking away from the street front, and shared parking opportunities. In order to fully realize a road diet with maximized on-street parking and a protected bike lane, further study resulting in a Circulation and Access Management Plan is recommended for downtown. Such a study would include extensive stakeholder engagement with property owners, and a community-wide education campaign explaining the economic, health, and community benefits to enhancing the walkability of Lake Powell Boulevard. Potential sources of funding for the study (and eventual improvements) include the Northern Arizona Council of Governments, Native American Casino Revenue Sharing, Safe Routes to School, and the Arizona Commerce Authority Economic Strengths Projects Grant.

Promotion

The CPAT team heard a strong desire for regular and consistent programming in the downtown core from many stakeholders. Programming draws residents and visitors to the downtown, adding to vitality and improving the (real and perceived) sense of safety of the area. Induced visits to the downtown also increase the propensity for visitors to stay and spend money for purposes other than the program they are attending.

Programming comes in all shapes and sizes, can be impromptu or planned, and can be organized by volunteers, businesses, the city, or the chamber of commerce or BID. The impromptu gatherings can be just as important as the planned events, since having frequent and consistent visitors is necessary to vibrancy. When residents say, "Where do you want to meet?" Page wants the answer to be downtown. Ensuring that

there are clean and comfortable spaces to gather will encourage organic uses such as mommy-and-me coffee playdates, book clubs, civic meetings, etc.

Page already has several large events that draw visitors and residents, like the balloon regatta vendor fair, the Fourth of July parade, and parade of lights organized by the chamber of commerce. Another large-scale event or two may be beneficial to the downtown and should be investigated as part of a market study. In the meantime, volunteers could organize more regularly scheduled medium-scale events, such as First Friday art tours, farmers and maker markets, movie nights, etc.

The downtown core could also benefit from distinct promotional materials. Much of the existing tourism information speaks of the attractions in the larger region, and promotes tours that take people out of downtown. As a first step, a tourism map of hotels, retail establishments, and restaurants would promote the downtown's assets and help people navigate the area on foot. As more regular programming of the downtown is established, the map or a more robust brochure would promote all that downtown has to offer. In the long run, the city, chamber of commerce, or a BID could invest in a more robust branding and marketing exercise to better promote downtown Page as "the destination" in the center of natural wonders.

Focus on What Makes Page Special—Wayfinding and Branding

Page is a community of hidden gems, both outside of the Page city limits and within the city. These gems are sometimes hidden or at least not well connected together. Page needs to better identify these gems and improve their profile.

For example, two of Page’s hidden gems, both within the city, are its Rim Trail, a 10-mile hiking and mountain biking experience, and its disc golf course. Both are the kind of attractions that could keep visitors around for another day or entice them to visit in the shoulder season. Both, however, are almost invisible to visitors.

Even Page’s better-known gems, such as Horseshoe Bend, which is obvious to any tour bus visitor or any visitor planning on visiting Page, is not obvious to a visitor heading directly to Lake Powell or other destinations, unless the visitor is already

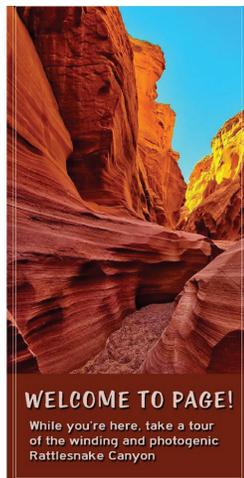
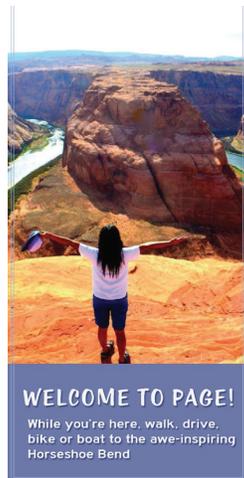
aware of it. While the new (2018–2019) improvements to the Horseshoe Bend parking lot will help, more is needed.

Page and the chamber of commerce should establish a wayfinding program to simultaneously help residents (who don’t always know where they are) think about their gems, help visitors find those gems, and help build a Page brand. A Page wayfinding program should consist of six elements:

1. Develop a sense of arrival for cars entering downtown Page. It can be informed by road clues, where the lanes narrow and where there are overhead gateways or banners, but to work and be authentic it should also coincide with where buildings and land uses get interesting and have a connection to the street.



Page’s hidden gems, like the Page Rim Trail, can attract visitors to stay longer, and spend more money. (Source: CPAT)



Car-oriented wayfinding on highways can help build the Page brand, and help visitors find their way. (Source: Madison Kremer for CPAT, with public domain and Google Street View images inserted)

CASABLANCA
A *Humphrey Bogart* / *Ingrid Bergman* picture
A *Humphrey Bogart* / *Ingrid Bergman* picture

Humphry Bogart & Ingrid Bergman were here (before Page was)

welcome to page!
While you're here, visit the Downtown Businesses and the community buzz

welcome to page!
While you're here, visit the Downtown Businesses and the community buzz

Bowl in the footsteps of the dam builders

The Bowl

welcome to page!
While you're here, visit the Downtown Businesses and the community buzz

POWELL MUSEUM
OFFICIAL VISITOR CENTER

And dam concrete testing lab

welcome to page!
While you're here, visit the Downtown Businesses and the community buzz

Car-oriented wayfinding signs on Highway 89 at the Page gateways and on Lake Powell Boulevard can help draw and retain visitors downtown. Page should be destination, not just a gateway. (Source: CPAT, with public domain Casablanca and Kokopelli images inserted)

2. Develop of sense of where the town center is and name that location. It needs to be more than “Dam Plaza” or “Block 17.” It needs a name that will resonate and draw residents and visitors in. An attractive sign matching the wayfinding theme would be helpful, but it also needs to be authentic and be the area that will actually be the town center. The most likely candidate is the north side of Dam Plaza by the mouth of pedestrian mall (which we suggest naming Mall 6¾). Page should sponsor a competition for candidate names.
3. Install car-oriented wayfinding signs on the highways (US 89 and Arizona 98) to identify gems outside of town, and build the brand.
4. Install car-oriented wayfinding on the gateways to Page and on Lake Powell Boulevard to identify gems downtown, and build the brand.
5. Install pedestrian-focused orientation wayfinding signs throughout downtown to build connectivity.
6. Reexamine existing information and traffic signs and see if some can be dropped. Excessive signs detract and divert attention from the important messaging.

A downtown element of a wayfinding program can include specific destinations, such as the Powell Museum, the downtown commercial center, or a central parking lot. It can also include linear features, such as an art walk with permanent or ephemeral art or a 1950–1960s historic walking route. For example, see the Maricopa Association of Government’s effort to brand “Valley Path” throughout the Phoenix metro area. The variety and scope of the wayfinding program is structured for many different contexts like hiking trails, designated bike routes, and mapping destina-

Many communities use pedestrian- and bicycle-focused wayfinding in their downtowns and hotel districts to orient visitors and residents and draw and retain them downtown. (Source: CPAT for Wayfinding 6 and 7; Valley Path Brand for Wayfinding 8)



tions and businesses within a map or kiosk. A unified brand can carry over from signage details to street paint decals to printed materials.

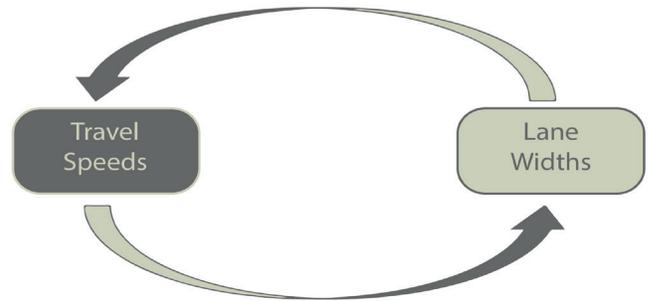
Page's zoning code sign section (§ 152.125 SIGNS) would benefit from revisions to encourage more pedestrian-scale

signs (small, protruding-blade signs) and fewer car-oriented portable signs. Whenever any sign code changes are made, the sign section should be updated to ensure content neutrality as required by the U.S. Supreme Court (*Reed et. al. v. Town of Gilbert, Arizona et. al.*, 2015 (Findlaw 2015)).

Right-Size Downtown Streets: Lake Powell Boulevard, Elm Street, 6th Avenue, North Navajo

Many of Page's downtown streets were designed as wide and efficient highways, not city streets. As a result, there is excessive lane weaving and speed, resulting in numerous motor vehicle crashes. Downtown is far less customer and pedestrian friendly, which deters foot traffic to downtown businesses.

Some of the downtown road real estate dedicated to wide travel can be converted to parking, bus parking, sidewalks, and bicycle lanes. This will benefit other downtown needs, and more importantly downtown Page can become safer and generate more downtown spending and economic activity.

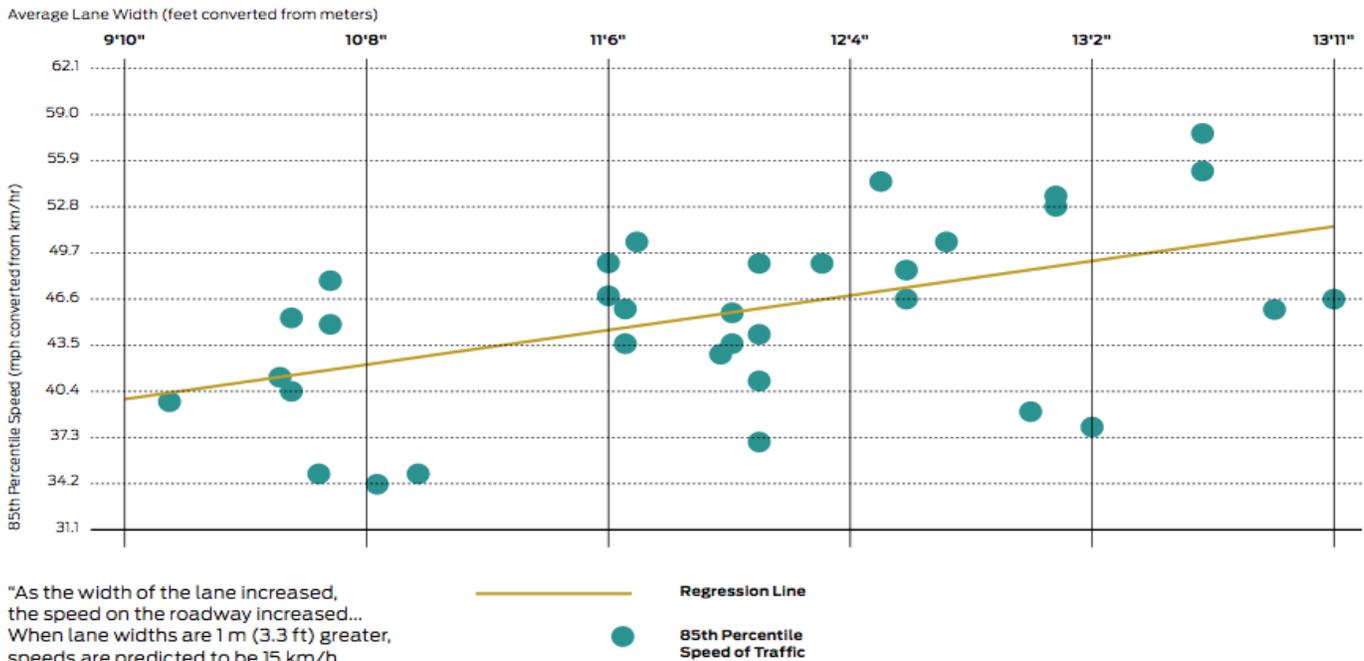


Right-Size Travel Lanes

Page should right-size travel lane widths in and around the central business district streets. The city's *Transportation Plan*

Wider lanes create higher speeds, more crashes, and more fatalities and debilitating injuries. (Source: CPAT)

Wider travel lanes are correlated with higher vehicle speeds.



Wider lanes create higher speeds, more crashes, and more fatalities and debilitating injuries. (Source: Fitzpatrick, Kay, Paul Carlson, Marcus Brewer, and Mark Wooldridge. 2000. "Design Factors That Affect Driver Speed on Suburban Streets." Transportation Research Record 1751: 18325)



An alternative for placement of bike lanes. (Source: <https://www.880cities.org/the-power-of-pop-up>)

calls for speed limits of 25 and 30 miles per hour. Existing travel lane widths on all streets encourage driving at higher target speeds, compromising safety and comfort of both motorists and non-motorists. For the speed limits shown in the city's transportation plan, lanes should not exceed 11 feet in width. Elsewhere in this report, the CPAT team makes specific recommended alternative striping plans for all the streets in the study area. In the event that the curb-to-curb dimension narrows, narrowing to 10-foot-wide travel lanes is acceptable.

In the event the recommended striping dimensions require narrowing, the order of narrowing (from least compromising to most compromising for safety) should be as follows:

1. Travel lanes to 10 feet
2. Median (flush) with two-way turns to 11 feet
3. Buffer between the parking stalls and bike lane can be eliminated
4. Buffer between the travel lane and bike lane can be eliminated

These changes are supported by transportation engineering practices. (Federal Highway Administration 2016.)

The AASHTO *Green Book* offers substantial flexibility regarding **lane widths, allowing a range of between 9 and 12 feet depending on desired speed, capacity, and context of a roadway** (2011, p. 4–7). While 12-foot lanes have been used historically as motor vehicle travel lanes, the **AASHTO *Green Book* allows 10-foot**

travel lanes in low speed environments (45 mi/h or less) (2011, pp. 4-7–4-8).

Designers have avoided using narrower lane widths in the past due to concerns about safety and congestion especially on arterial roadways. However, research on suburban and urban arterials has shown that in most cases, **travel lane widths between 10 feet and 11 feet as a part of a thoughtful, integrated design of arterials and collectors do not negatively impact overall motor vehicle safety or operations and have no measurable effect on vehicular capacity.**

The study found one exception where 10-foot-wide travel lanes should be used with caution—on four-lane, undivided arterial roadways (Potts et al. 2007). For more information, refer to the design topic on Road Diets and Traffic Analysis and the FHWA Crash Modification Factors Clearinghouse website (<http://www.cmfclearinghouse.org>).

Direct support for the recommendation regarding travel speeds and travel lane widths comes from the National Association of City Transportation's Urban Street Design Guide (NACTO 2013):

Use design criteria that are at or below the target speed of a given street. The use of higher speeds should be reserved for limited access freeways and highways and is inappropriate on urban streets, including urban arterials.

Bring the design speed in line with the target speed by implementing measures to reduce and stabilize operating speeds as appropriate. Narrower lane widths, roadside landscaping, speed humps, and curb extensions reduce traffic speeds and improve the quality of the bicycle and pedestrian realm.

Promote and Support Bike Use

Page should stripe roads for buffered or protected bike lanes (sometimes referred to as cycle tracks) where possible. Page has a compact geographic footprint, mild climate, and ample street widths to accommodate protected bike lanes. Another of Page's strengths are its slow travel speeds, which reduce crashes and increase walking and bicycling. Studies suggest casual bike ridership often increases significantly when bike infrastructure protects the bike rider from vehicular traffic because they perceive those roads are safer and provide low-stress conditions. Increased cycling benefits place-based economies and social bonds within the community, as well as improving quality of life for people of all incomes. Industry experts note that cycling follows investment. Investing in a useful, safe, and navigable bike network should yield impressive increases in people choosing trips by bikes just as it has in numerous cities. The least expensive strategy to protect a bike lane is with a row of parked cars when there is ample pavement found in a



Excessive curb cuts (driveways) merit an access management study/plan. (Source: CPAT)

street's width. Protecting a bike lane makes it safer for users of nearly all ages and abilities, lowering the stress of the experience, and invites use from a wide variety of people (residents and visitors alike).

Creating a useful network of bicycle infrastructure will require paying careful attention to intersection design and allocating space specifically for people walking, biking, and driving. The best design is intuitive and safe for a minor to navigate independently. It should also take advantage of where on-street facilities connect to off-street trails and paths (existing and planned). Page already has a well-prepared plan worthy of implementing to provide an attractive, fun, and active form of transportation and recreation. Proper bike infrastructure will provide people with a viable alternative to car use, thereby accommodating activity, socializing, and gathering with reduced traffic congestion and parking demand around the study area.

Last, embracing bike use invites a sense of community spirit with a little event planning. Some cities have organized car-free days (or select car-free streets) throughout the year to invite the community at large to experience bike ridership. (Bicycle Coalition of Maine n.d.; Pedestrian and Bicycle Information Center n.d.) Such events usually have a set time and route programmed within the day, where a critical mass of riders generate a unique experience that is communal and social. Streets are irreplaceable catalysts for social and economic aspirations.

Access Management

Page should produce an access management study or plan for reducing curb cuts (driveways) along Lake Powell Boulevard. Opposite of Block 17, the driveways providing vehicular access are compromising the ability to redesign the street for parking on both sides. If Page reduced the number and width of

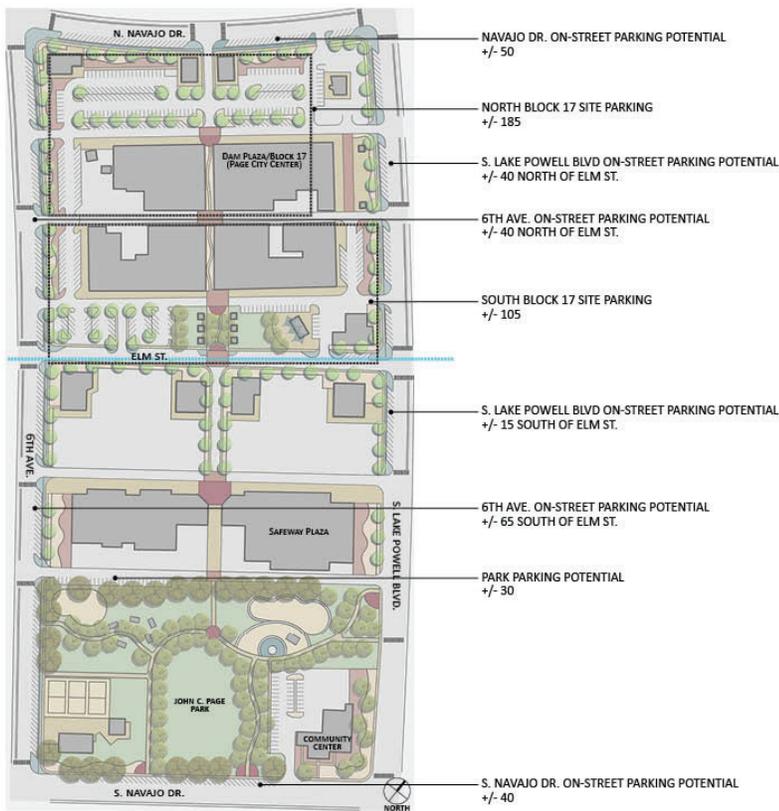
driveways and used the regained space for on-street parking, it would increase the development potential downtown, create on-street parking where it is needed, make the streets—especially Lake Powell Boulevard—safer and more desirable for walking by reduce dangerous conflict zones, and lessen congestion and increase road capacity.

Minimize Off-Street (On-Site) Parking Requirements

Seek to meet parking demands with on-street parking to the extent possible. Manage the oversupply of surface parking through shared parking arrangements clearly administered through the zoning code. These initiatives will be most useful in the event that the existing surface parking accommodates additional in-fill development (as advisable). Note that shared parking arrangements need not address every use.

An oversupply of parking spaces is undesirable. The effects are detrimental to sense of place and an overall environment appreciable for socializing. Various destinations become distant and disjointed by large parking assemblages and disrupt the attractive corridor within Page's business district. Left unchecked, an oversupply of parking spaces results in greater car dependence than a compact city such as Page should have. The oversupply of parking contributes negatively to perceptions of congestion, causes uncomfortable experiences for people walking and biking, and influences travel behavior to prefer use of a car. The persistent requirement causing the oversupply can hinder new development and impede a core like Page's from reaching its critical mass.

Reducing parking requirements are often referred to as privatizing parking requirements. If parking supply is not adequate to meet business demand, the private sector will address any deficit. (See, for example, Shoup 2011).



PARKING BALANCE

BLOCK 17	
EXISTING NORTH OF ELM ST. (AS OBSERVED FROM GOOGLE EARTH)	+/- 52 ON-STREET SPACES +/- 470 LOT SPACES <hr/> +/- 522 TOTAL
PROPOSED NORTH OF ELM ST.	+/- 130 ON-STREET SPACES +/- 290 LOT SPACES <hr/> +/- 420 TOTAL
<p>THE PARKING BALANCE STUDY INDICATES THE PROPOSED PLAN IS APPROXIMATELY 100 SPACE LESS IN THE BLOCK 17 AREA. HOWEVER, IT SHOULD BE NOTED THAT 172 SPACES EXIST IN FRONT OF THE ACE HARDWARE STORE, OR NORTH WEST CORNER OF BLOCK 17. HISTORICALLY, THESE SPACES HAVE BEEN USED FOR PARKING BOATS, CARS, AND OTHER PERSONAL VEHICLES FOR SALE IN THE COMMUNITY. THIS AREA INCLUDES UNDERUTILIZED PARKING THAT IS NOT IN CLOSE PROXIMITY TO THE BUSINESSES THAT ARE BEING SERVED.</p> <p>THE SOUTH PORTION OF THE STUDY AREA, (SOUTH OF ELM ST.) WAS NOT QUANTIFIED.</p>	



EXISTING GOOGLE EARTH AERIAL IMAGERY, 2018

Adding on-street parking will provide parking where customers need it, buffer pedestrians from dangerous and noisy roads, and free up excessive off-street parking for redevelopment opportunities. (Source: CPAT)

A parking balance study was conducted on a broad basis to understand the amount of current spaces available versus what would be expected with reconfigurations to the circulation of Block 17. A net loss would be anticipated; however, it is notable that much of the existing lots are underutilized for parking and add to the undesirable oversupply described in the graphic above. Matching parking demand with Block 17 commercial and land uses would be the next step to right-size the availability of parking while simultaneously supporting other methods of using the site through improved pedestrian experiences, bike facilities, and transit/shuttle options for visitors.

The American Planning Association's *Smart Codes* (Morris 2009) and the DPZ SmartCode (DPZ n.d.) provide standards for parking to reflect shared uses and other parking reduction factors.)

Maximize On-Street Parking

On-street parking can provide a protective barrier for pedestrians and cyclists from intimidating travel lanes of vehicles. It can calm traffic and reduce drivers' temptation to speed, and it better uses street pavement where excess travel lanes and excessively wide travel lanes currently exist.

Reverse-angled parking (back-in parking) is becoming more popular as people discover the safety and operational benefits. Drivers access reversed-angled parking with the same reverse

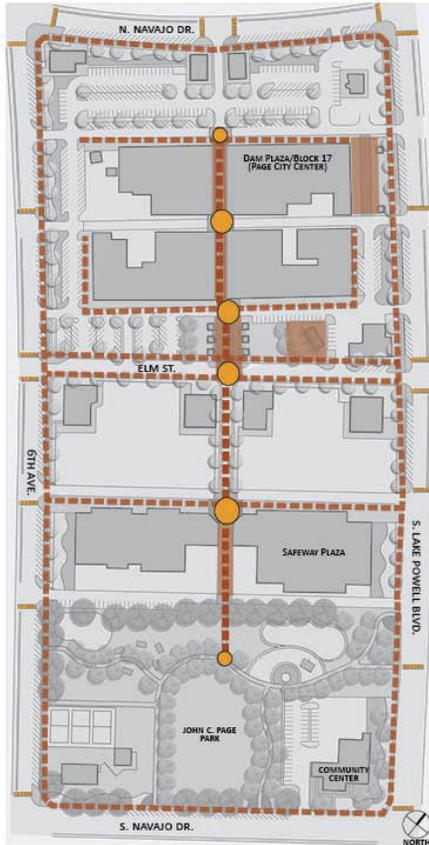
turn movement used to access parallel parking, but now with added benefits of improved trunk access and safer door-zones—loading need not occur against a travel lane nor does a cyclist navigate a suddenly opened door in their lane. Finally, drivers merge into the travel lane in forward motion similar to most turning movements while navigating traffic. Tucson, Arizona, has embraced the reverse-angle parking strategy and tracked the safety data, noting that a switch in the angle from front-in parking to back-in parking “found an average of three to four crashes per month” dropped to “zero reported bicycle/car crashes for the first four years” (Pedestrian and Bicycle Information Center n.d.). Expect a learning curve from users; educational signage is recommended to provide simple guidance (Brophy 2018).

While this report recommends using on-street parking as protection for pedestrians and cyclists, but if alternative configurations are explored, consider the following:

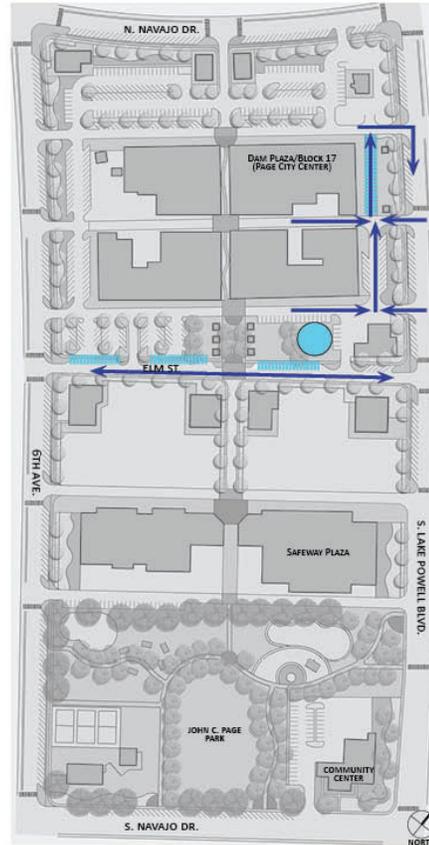
- Placing the bike lane between the parked cars and the travel lane may not promote the desired speed control (the travel lane will appear wider, which has been observed to induce speeding).
- Using the curb edge brings the potential for idle tailpipe emissions adjacent to the sidewalk (a potential food truck/ outdoor dining zone) and the potential of rear bumpers obstructing or interfering with pedestrians and wheelchairs.

Connect the Downtown Core

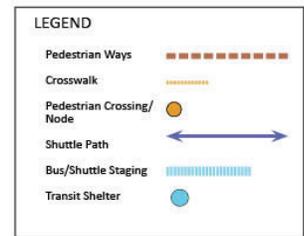
PEDESTRIAN CIRCULATION



TRANSIT CIRCULATION



CIRCULATION DIAGRAMS



Downtown Page needs to be better connected—for vehicles, pedestrians, bicyclists, and parking areas—to create a continuity that will strengthen downtown. (Credit: CPAT)

Right-sizing downtown streets and using excess pavement effectively will reduce vehicle crashes and create a more vibrant city center and downtown economy.

Improving connectivity in downtown Page, including for pedestrians and bicyclists, needs to go beyond what right-sizing roads alone can do to transform Page’s downtown.

City center connections (see graphic) shows how to improve the connectivity for and experience of people who visit, live, work, play, and spend in downtown Page. Improve the bicycle and pedestrian experience on the roads and in the pedestrian mall, invite customers to visit multiple locations each time they come downtown, expose visitors who arrive by bus to some of the best of Page, and connect commerce (Dam Plaza) with the community (the hospital, the high school, and John C. Page Memorial Park).

Placemaking and connectivity, together, are needed to activate Dam Plaza/Block 17 and downtown. This section explores some of those opportunities.

Pilot Projects

Pilot projects are one way to inexpensively test placemaking scenarios, through pop-up events and tested configurations of

spaces. Test projects must be in place long enough so people can become familiar with and comfortable with a proposal, and the users must be able to critically consider the application and provide input on their experiences and participate in the decision-making process. Consider having a telephone line or email dedicated to receiving feedback from users. Pilot projects, for example testing a road configuration, must be introduced during peak tourist seasons in Page, where traffic is at optimal numbers for observing results. (See also the Lighter, Quicker, Cheaper Prototypes section of this report.)

Some possible pilot projects include:

- Bump-outs at corner crosswalk crossings constructed of striping, paint, planters, or temporary jersey barriers
- Road diets and access control points indicated by restriping, painted lanes, or temporary jersey barriers
- Parking strategies that limit underused spaces or expanses of parking lots while testing on-street parking areas
- Festival spaces defined with furnishings, catenary lights, movable kiosks, or vendor trucks
- Transforming existing parking spaces into spill-out spaces (flex zones) such as parklets to create usable public spaces

PLACEMAKING STRATEGIES

SPILLING OUT



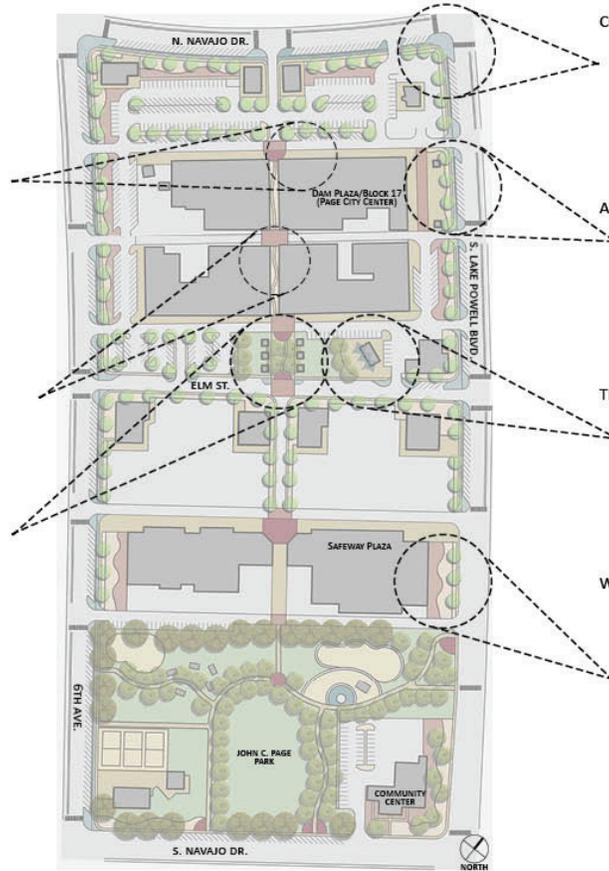
FESTIVAL SPACE



MARKETS AND KIOSKS



AMENITIES AND BRANDING



CORNER TREATMENTS AND PILOT PROJECTS



ACTIVATED PLAZAS, PUBLIC AMENITIES AND ART



TRANSIT SERVICES



WATER-WISE LANDSCAPING



Placemaking strategies can be used to activate Dam Plaza/Block 17, the center of downtown Page. (Source: D.A. Horchner/Design Workshop)

or restaurant seating site to test viability (easily removed without damage or permanent change)

- Soft programming, testing new community events throughout the various seasons such as extended business hours in the summer, a “Taste of Page” event, concerts, or other programs that increase the number of people coming to downtown

Spill-Out and Festival Space

Page has a climate that is conducive to outdoor living, particularly in the evenings of warmer months when temperatures cool to comfortable levels. Extended business hours also allow residents and visitors to capitalize upon Page’s climate and extend uses into the evenings. While many visitors to the area take advantage of the various attractions of the region during the day, at night they are looking for ways to experience the culture of Page and find entertainment.

Block 17 represents the key “restaurant row” any given downtown district has, with vibrancy built upon the clustering of restaurants and bars and the synergies that they collectively grow by colocation. Wide sidewalks and pedestrian spaces provide an avenue for restaurants and other uses to spill out, expanding their footprint and increasing the number of patrons served, while also luring passers-by. Outdoor dining contributes to a vibrant atmosphere and dining culture.

Markets and Kiosks

Temporary markets and kiosk spaces provide opportunities for regional entrepreneurs and local artisans, information dissemination, and build a more vibrant retail environment. Structures can be fixed in place or movable. Small interventions in the streetscape can better support such uses, such as expanded power capabilities for hook-ups, anchors for tents or shade structures, movable planters or fences to define spaces, and designated areas for seating.

The alleyway in Block 17 could be privatized, with the city keeping a passage easement, to enable private businesses to have festivals, outdoor cafes, late night closures, and enforce rules against bad behavior. Activation of the alleyway and plazas during all hours provides an opportunity to attract positive activity while improving the local economy and safety of the area.

Amenities and Branding

Another opportunity to reinforce the aesthetic character and brand of Block 17 is through a cohesive, well-planned kit of parts of site furnishings, graphic identity/signage/banners, and landscaping. Amenities such as light fixtures, benches, trash receptacles, bicycle racks, shared bike stations, planters/hanging baskets, and more help scale the environment to the public and invite people to comfortably use the space. Site furnishings and amenities should be thought of as a collective kit of

parts, with all pieces coordinated and supporting the visual brand of the downtown district and Page community.

Activated Plazas, Public Amenities, and Art

Public art can be used in downtown Page to improve the aesthetic appearance and emphasize the natural and cultural themes of the region. Art located in key public spaces serves to highlight those spaces, as well as define a path of discovery.

Art on rotation is one way to invite artists to participate in the fabric of the community through rotating sculpture displays that are changed yearly or at set intervals. This keeps the themes and subjects of the pieces fresh and relevant.

Permanent art can be included in various locations, using blank walls for murals or installations, or integrating art into paved surfaces, street furnishings, and signage/banners. Integrating artwork into the public realm can help define and improve the image of downtown Page while recognizing the contribution that arts and culture play in the community.

Through the creation and strengthening of partnerships, schools, and arts organizations, Page can engage directly with artists and facilitate the integration of the arts into the community on a greater level.

Another option is to include the integration of water, such as with a splash pad or pop jet fountain. These serve to provide an amenity for families while also providing relief from hot temperatures. Similarly, play features like climbing boulders can be worked into a space, providing an amenity while also referencing the larger surrounding landscape and providing more opportunities for multigenerational enjoyment.

Transit Services

A shuttle and bus drop-off area has been included in the plan in order to provide a defined space to safely unload passengers and provide a clear waiting area for departing guests. The area should be designed to be comfortable, with shade structures or trees, informational kiosks with visitor information, market stalls and vendors, and even opportunities to highlight local entertainment acts such as dancing or musical performances.

The site along Elm Street, which experiences less traffic than surrounding roads, is better served to facilitate larger vehicle turning movements, rather than bringing those vehicles into Block 17 and creating conflicts with the movement of personal vehicles and pedestrians.

This approach also brings visitors and tourists past many businesses, capturing more economic dollars as they go from point A to point B.

Water-Wise Landscaping

Members of the public indicated that some trees have been removed along the right-of-way of Block 17 due to the burden of watering. Trees are a wonderful way to provide shade and scale, and as such, should be incorporated deliberately and with appropriate native species. Trees should be emphasized in areas where pedestrians are congregating and spending longer amounts of time. Trees are also beneficial to the walking environment, providing verticality to help create human-scaled

and comfortable environments as opposed to spaces where they feel exposed. Street trees can provide many benefits to the community, including the reduction of pollutants in stormwater runoff and in the air. They slow and reduce stormwater runoff, sequester carbon, reduce energy costs, and provide economic benefits to surrounding properties. As such, budgeting for landscaping should put a high value on native shade tree species.

Other landscaping, such as ground covers and shrubs, should also follow in native-inspired xeriscape zones that require less or limited water. Page has an arid climate of hot and dry summers combined with cold winters with little precipitation. All landscaping should take cues from the native landscape, integrating rock and boulders along with desert plants, and using stormwater runoff to the advantage of the landscaping to channel runoff into slow infiltration of the garden or parkway beds.

Better definition of Dam Plaza/Block 17 can be achieved through a combination of the methods explored above, including defining the edge environment through appropriate landscaping, access management control, and infill opportunities. Soft improvement interventions, such as programming of events, are also critical in activating Page's downtown. They also empower local businesses to attract visitors through improvements to the built environment, special events, and keeping up with market trends.

Land Use in Downtown Page

Page is undertaking an in-depth zoning reform project separate from this Connecting Page project. As a result, we only focused on a few key points for downtown Page land use.

First, and most importantly, the primary standard for land uses in downtown Page should be what adds life and vitality, not specifically what use is proposed. For example:

- Residential uses should not be allowed on the first floor facing the street or the Block 17-Page Park pedestrian mall ("Mall 6 ¾") because it generates little life on the street.
- Any residential use above the first floor or behind a commercial use (for example a commercial use 30 or 40 feet deep) on the first floor should be embraced because it creates more guaranteed foot traffic.
- For commercial uses, it is often not the use but the layout that matters. For example, in Page's central business district, dog grooming is permitted by right, while day care requires a conditional use permit. A dog groomer with a blank front wall facade serving a groomer who uses the space to load and unload a portable grooming business will generate no life on the street, while a day care center with glass storefront windows and active use may be a vibrant addition.

Second, any zoning should make what is desired easy and what is not harder. The distinction between permitted uses, permitted uses with a site plan approval, and conditional use permits should be based on how uses, as designed, activate the street.



Look for lighter, quicker, and cheaper ways to right-size streets for indefinite installations. (Source: images 1 and 2: Design Workshop/D.A. Horchner; (image 3: CPAT)



Try lighter, quicker, and cheaper ways to prototype right-size streets. (Source: CPAT)



Who doesn't love a good party? Community events can change our mental maps. (Source: CPAT)



Where we started
Painting Port Angeles

OUR COMMUNITY AT WORK





OUR COMMUNITY'S STORY

The Our Community At Work project started with an idea and a small group of people. After some initial "what if's" and "how to's," a public meeting was held at City Council Chambers.

It seemed the entire town turned out and signed up to volunteer for painting, polishing and scrubbing. It was the most amazing outpouring of community spirit. Local businesses, the City, business organizations and individuals pulled together to make it happen.

Local businesses donated or discounted supplies and equipment. The food bank provided snacks and lunches for the workers. A core group of devoted citizen volunteers worked through the summer with the assistance of groups from the hospital, college, service clubs, JROTC, church youth groups, sport teams, businesses and many other individuals.

At the onset in May, we anticipated completing 6-8 buildings. We had no idea that, 46 buildings later, only the fall rain would bring this project to a close for 2009.

Imagine as you walk from building to building the laughter, hard work, spilt paint and the new friendships that were born from spending 8 hours high in the air on a scissor lift or side-by-side scraping and painting trim.

Enjoy your time in our Community. We are so glad you are here.

Painting Port Angeles
OUR COMMUNITY AT WORK
More information about Our Community at Work can be found by visiting www.portangelesdowntown.com

A Walking Tour of
Painting Port Angeles

OUR COMMUNITY AT WORK





Above: Look for lighter, quicker and cheaper ways to bring alleys and pedestrian malls to life (Source: CPAT)

Left: Volunteers can come together to repaint downtown in a short amount of time to change the look and feel of downtown and build community spirit. (Source: Port Angeles Downtown)

Third, to accomplish this, Page should generate more detailed form (not design) standards. Downtown uses downtown facing streets and the pedestrian mall should have glass storefronts, windows, active doors, building articulation, blade signs, and other measures that activate the street. Form standards can be interpreted and approved by staff or by a regulatory board using site plan approval.

Fourth, the more detailed the form standards, the less need there is for conditional use permits, which scares away

investors because an application might be denied or an approval might be appealed. Site plan approval with guaranteed approval when the standards are met provides more investor certainty.

Finally, form standards are not design standards. Form standards can be very detailed but do not suggest any design period or style. Page has an eclectic downtown design and any design standards that try to create a certain design standard may not feel authentic.

Undertake Lighter, Quicker, and Cheaper Prototypes

Page has the anchors that can make downtown strong. Its lack of connectivity, parking, hostile walking environment, unfriendly building facades, and long-deferred maintenance rob it of its potential. Participants in the public workshops were very aware of these deficits in both public and private spaces. Many expressed frustrations at the resources and the time needed to address these needs.

There are, however, strategic lighter, quicker, and cheaper actions and prototypes that can address many needs that can happen within 18 months. These interventions can quickly make downtown better, show a path forward to future interventions, create positive tipping points, and build momentum for more capital- and time-intensive interventions.

Lighter, quicker, and cheaper actions can improve the public realm (streets, streetscapes, public parking lots, parks) and by leveraging private interests, improve the private realm (building facades, private parking lots, loading and unloading practices).

Lighter, quicker, and cheaper actions can be used to narrow excessively wide streets extremely inexpensively with paint, bollards, and planters. These interventions can be in place indefinitely until funding is available for longer term improvements. We recommend these kinds of improvements for Lake Powell Boulevard, North Navajo Drive, 6th Avenue, and Elm Street. On Lake Powell Boulevard, street narrowing, new on-street parking, and bicycle lanes can all be created inexpensively. On Elm Street, tour bus loading and unloading can be created. Most of the right-sizing road recommendations made earlier in the report can be prototyped.

Even less complicated interventions can be used as proof

of concept before making even the small investments that bollards, painting, heavy planters, and other interventions require. These simple projects, usually done with the help of community volunteers, can create a sea change in how businesses and community members view the opportunities.

Likewise, community events can be used to help change Page's self-image and demonstrate the value of streets for other uses than simply moving vehicles. The Page Balloon Regatta helps put Page on the map. A simple Lake Powell Boulevard party in the dead of winter can get residents to rethink their main street. Such an event could, for example, include a community contest for creating a compelling name for the center of downtown.

Simple, inexpensive interventions can be used indefinitely to bring alleys, pedestrian malls, and streetscapes to life.

Many of Page's downtown building facades, including in the Dam Plaza/Block 17, suffer from deferred maintenance. This devalues everyone's property, discourages investments, and makes downtown less desirable for residents and visitors. The city, the chamber of commerce, and community volunteers should work with business and building owners to identify resources and volunteers for a clean and paint-the-facade programs. Other communities have worked with volunteers and dramatically improved the look and feel of their communities almost overnight.

All of these prototypes can be used as one-off events. Alternatively, Page could create a Page Pop-Up Festival with a weekend community event to create prototypes and temporary or ephemeral art installations.

Take Action—Phasing in a Connected Downtown Page

Page can ensure that downtown better serves residents with fewer crashes, increased economic activity and jobs, and increased municipal tax revenue. A better connected downtown will decrease the leakage of residents and visitor's money outside the community and attract new spending. The most effective way to move forward is to start immediately with

small, inexpensive steps and build from there. Never let perfect be the enemy of good.

With the press of regular work, day-to-day responsible parties and champions should be available in order for anything significant to happen. Therefore, ensuring those roles is first in the list of our recommended tasks in the table below.

Table 2: Recommended Partial Task List (other tasks will arise as the project proceeds)

Task	<1 year	>1 year
Assign Community Development & Economic Development Directors as project champions. Include in their annual evaluations.	✓	
Assign appropriate committee as project champion to keep on community agenda.	✓	
Invite the Chamber of Commerce, with the participation of Dam Plaza owners, to participate in the process and serve as project champions.	✓	
Encourage a partnership of the city, Chamber of Commerce, and downtown property and business owners to anchor revitalization efforts.		✓
Create demonstration lighter, quicker, and cheaper road prototypes.	✓	
Create lighter, quicker, and cheaper prototypes for pedestrian mall, alley, and parking.	✓	
Include history and temporary art in lighter, quicker, cheaper prototypes.	✓	
Name and define the center of downtown.	✓	
Install lighter, quicker, and cheaper road and pedestrian mall indefinite improvements.	✓	
With volunteers, clean and paint downtown building facades.	✓	
Design permanent road improvements and eventually implement them.		✓
Design permanent continuous improvements to the pedestrian mall from N. Navajo to Page Memorial Park to S. Navajo.		✓
Define key vistas from downtown.	✓	
When overhead wires block key vistas from downtown, put them underground. Work with Page Electric so costs are covered by all utility rate payers equitably.		✓
Revise zoning to be consistent with the report's recommendations, including more form-based standards and less focus on land-use categories.	✓	✓
Ensure that the city, Chamber of Commerce, Lake Powell Museum and Visitors Center, and Glen Canyon Natural History Association promote downtown Page.	✓	
Implement a wayfinding program.	✓	✓

APPENDICES

Appendix A: Public Forum Presentation

The project team met with stakeholders on Monday and Tuesday nights during the full team visit. The discussion topics on Monday night focused on gaining information about the community. Tuesday night's discussion gave the attendees an opportunity to provide feedback on the team's early recommendations.

Connecting Downtown Page Community Engagement Discussion Questions



page
ARIZONA
THE CENTER OF CANYON COUNTRY

planning.org

Community Discussion Topics Monday Night



What I like about downtown _____

My wish for downtown _____

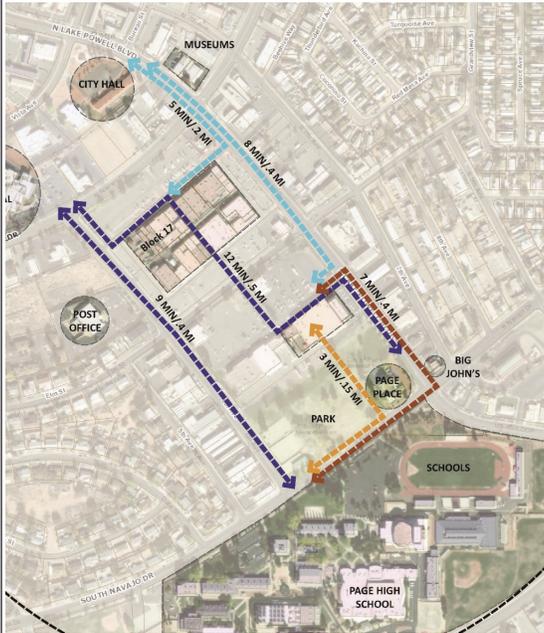
I would volunteer for _____

I would walk or bike if _____

Visitors would stay another day if _____

planning.org

Community Discussion Topics Tuesday Night



I am most excited about _____

I am most scared by _____

Lake Powell Blvd idea I like most is

The Downtown core idea I like most is _____

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Appendix C: Meet the Team



Wayne Feiden, FAICP | Team Leader

Wayne Feiden is director of planning and sustainability for the city of Northampton, Massachusetts. His focus includes resilience, sustainability, downtown revitalization, multimodal transportation, open space preservation, assessments, and management. Feiden led the city to earn the nation's first 5-STAR Communities award for sustainability, the highest Commonwealth Capital score for Massachusetts municipal sustainability efforts, and Bicycle-Friendly, Pedestrian-Friendly, APA Great Places in America, and National Historic Trust Distinctive Communities designations. Under his tenure, Northampton has become one of the most livable and sustainable small cities in New England.



Ashley Allis, AICP, PLA

Ashley Allis is an associate with the landscape architecture and planning firm of Design Workshop in Aspen, Colorado. Her background in both disciplines has helped her effectively link design and community engagement in localities throughout the western and midwestern United States, ranging from public park design and master planning to the redevelopment of marginalized spaces through streetscape design and corridor planning, resort development, and urban design. Allis is a graduate of Pennsylvania State University with a bachelor's degree in Landscape Architecture, and she received a master's degree in Urban and Environmental Planning with a preservation planning concentration from the University of Virginia.



Courtenay D. Mercer, AICP, PP

Courtenay Mercer is the principal of Mercer Planning Associates, a land-use planning firm specializing in comprehensive planning and strategic community engagement. Mercer has overseen diverse and complex projects within all types of communities. In her current role, and as the former director of planning at the New Jersey Office of Smart Growth and New Jersey director of the Regional Plan Association, Mercer has been at the forefront of policy and planning initiatives of state and regional significance. Recent project work includes management of the *Highlands Regional Master Plan* update, stakeholder coordination for the Together North Jersey Local Demonstration Project program, and the Complete Streets Circulation Element for Woolwich Township. Mercer also serves as executive director for two small nonprofit organizations: Preservation New Jersey and Downtown New Jersey. Mercer serves on the APA Board of Directors and was formerly president of the New Jersey Chapter. She is also a board member of Safe Streets Jersey City. Mercer has a master's degree in City & Regional Planning from Rutgers University.



Ryan Wozniak, AICP

As a planner for the growing city of Maricopa, Arizona, which lacks much institutional legacy, Ryan Wozniak is exposed to many trial-by-fire planning reviews and processes. His goal has been to wear as many hats as possible to bridge the common gaps between best practices, industry silos, and academia to meet the policy challenges he regularly faces. As an Arizona State University graduate with a master's degree in Urban and Environmental Planning, Wozniak is actively building a coalition of advocates for improving land-use and transportation policies that, in many ways, are working ineffectively and at cross-purposes. Wozniak lives in Mesa, Arizona, where he serves on the Transportation Advisory Board and as a podcast host for Main Street Mesa, where he and cohost David Crummey convert listeners and guests into Citizen Planners.



Eric Roach | APA Project Manager

Eric Roach is a Program Associate with APA's Professional Practice team focusing on the AICP Exam application process, exam prep study resources, AICP Candidate program, and the Community Planning Assistance Team program. His webinars and presentations help further APA's mission to provide members with the tools and support necessary to meet the challenges of growth and change. He has a Masters in Public Administration with a concentration in Metropolitan Planning from DePaul University. His previous experience includes managing energy-efficiency programs with the Midwest Energy Efficiency Alliance.



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