



# City of Stevenson

Phone (509) 427-5970  
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7121 E Loop Road, PO Box 371  
Stevenson, Washington 98648

## October 2022 Planning Commission

Monday, October 10, 2022

6:00 PM

### A. Preliminary Matters

#### 1. Public Comment Expectations:

In Person: Attendees at City Hall should follow current CDC and State guidance regarding use of masks, social distancing, and attendance.

Webinar: <https://us02web.zoom.us/j/85637388112> Conference Call: +1 253 215 8782  
or +1 346 248 7799 ID #: 856 3738 8112

Commenters must raise their hand and be acknowledged by the Chair. Individual comments may be cut off after 3 mins.

Tools: \*6 to mute/unmute & \*9 to raise hand

#### 2. Public Comment Period: (For items not located elsewhere on the agenda)

#### 3. Minutes: September 12th, 2022 Planning Commission Meeting Minutes

### B. New Business

#### 4. Potential Annexation Zoning: Evaluating zoning options for area involved in an annexation proposal-ANX2022-01 (Guide Meridian)

#### 5. Planning Commission Work Plan: Scheduling the Upcoming Work based on City Council's 2022-2025 Strategic Plan

### C. Old Business

- 6. Conditional Use Permit Reviews:** Reviewing Past Permits (including those issued late 2019 through late 2021)

#### **D. Discussion**

- 7. Thoughts of the Month:**

**It's Seahawk Season! (but soon it won't**

**be)** <https://explorer.audubon.org/explore/species/954/migration?sidebar=collapse&zoom=3&x=1306099.1620122588&y=2810864.562197212&hide=migration-journey-graphics&range=0.7205%2C0.7405>

**Localizing Development Amongst Outside Factors (long but worth**

**it)** [https://static1.squarespace.com/static/53dd6676e4b0fedfbc26ea91/t/61ae342effef3720458ff4e/1638806577230/Unleash%20the%20Swarm.pdf?apcid=0060f5c4aeb5b5bba4857800&utm\\_campaign=220919-monday-email&utm\\_content=&utm\\_medium=email&utm\\_source=ortto](https://static1.squarespace.com/static/53dd6676e4b0fedfbc26ea91/t/61ae342effef3720458ff4e/1638806577230/Unleash%20the%20Swarm.pdf?apcid=0060f5c4aeb5b5bba4857800&utm_campaign=220919-monday-email&utm_content=&utm_medium=email&utm_source=ortto)

- 8. Staff & Commission Reports:** Shoreline Public Access & Trail Plan, Downtown Plan, Downtown Parking

#### **E. Adjournment**

**DRAFT MINUTES**  
**Stevenson Planning Commission**  
**Monday, September 12, 2022**  
**6:00 PM**

In Person: Attendees at City Hall followed current CDC and State guidance regarding use of masks, social distancing, and attendance.

**Planning Commission Chair Jeff Breckel** called the meeting to order at 6:00 p.m.

Attending: City Development Director Ben Shumaker; Planning Commission Chair Jeff Breckel, Commissioners Auguste Zettler, Davy Ray, Anne Keesee. Commissioner Hales was not in attendance.

Public attendees: Kevin Freeman, Versari, Mary Repar, Pat Rice.

**A. PRELIMINARY MATTERS**

**1. Public Comment Expectations:**

**Community Development Director Ben Shumaker** advised participants must raise their hand and be acknowledged by the Chair. Individual comments may be limited to 3 minutes. He explained the tools to use for remote participants: \*6 to mute/unmute & \*9 to raise hand.

**2. Public Comment Period:** (For items not located elsewhere on the agenda)

>Mary Repar offered comments on new buildings and on-street parking.

>**Commissioner Ray** provided information on his research into Amtrak stations.

**3. Minutes: August 8th, 2022 Planning Commission Meeting Minutes**

**MOTION** to approve the minutes from the August 8<sup>th</sup>, 2022 Planning Commission meeting was made by **Commissioner Ray**, seconded by **Commissioner Zettler**.

- Voting aye: **Commissioners Zettler, Ray, Keesee, Breckel**.

**B. NEW BUSINESS**

**4. Property Line Code: Community Development Director Shumaker** explained the purpose of the agenda item. After reviewing draft ordinance 2022-1183 revising Stevenson Municipal Code Title 16 – Subdivisions presented at the August 2022 City Council meeting, the City Council referred the draft to the Planning Commission. The Council requested the PC expedite a review in response to advice from city administrators regarding amendments to Section 5 concerning Boundary Line Adjustments. Shumaker noted four other sections of Title 16 had been reviewed previously by the Planning Commission in anticipation of releasing a public draft once a full update of Title 16 was finalized. Sections 1, 2, 3, and 4 of the draft ordinance were included as part of the requested review.

Shumaker provided further details on the intent of Section 5. It was written with assistance from the City’s legal counsel. The purpose is to incorporate case law from other communities and to rely more on public works standards when reviewing applications.

Section 5 also looks to place ‘guard rails’ on proposals with more of an impact on neighborhoods than a typical boundary line adjustment. This would address frequent BLA’s, those that involve multiple lots, and those that create substantial changes to a neighborhood similar to a short plat or subdivision. It would provide a provision for denial and a process to direct proposals into the short plat/subdivision code.

**Shumaker** noted that the City Council had sought public input on the proposed ordinance, and through a SEPA (State Environmental Policy Act) analysis received a request from the Department of Fish & Wildlife to ensure future surveys show habitat areas. He also pointed to an amendment requiring monumenting (placing survey stakes as markers) when a BLA takes place.

Following **Shumaker’s** presentation, the Commissioners held an extensive discussion regarding the purpose of boundary line adjustments. It was agreed BLA’s were to be used generally for the purpose of minor administrative adjustments between two adjacent lots, not to create lots or cause broad-scale neighborhood change. Changes involving large parcels or multiple adjustments need to go through a more open process.

**Commissioner Zettler** observed several of the public comments received had a theme regarding large parcels of undeveloped land. He emphasized BLA’s are predominately used for established lots and stressed these regulations may not address the issues raised. **PC Chair Breckel** suggested the misconception came from property owners concerned that BLA’s could be used to circumvent existing land use regulations.

Prior to the motion, Commissioners specified the point be made that their recommendation to adopt the ordinance as presented was to ensure the ordinance was not intended for large undeveloped parcels and not a way to circumvent the subdivision process. Community Development Director Shumaker advised he would add a recital, a ‘Where as’ clauses, to explain the Commission’s support.

**MOTION** to recommend the Stevenson City Council adopt draft ordinance 2022-1183 as presented was made by **Commissioner Ray**, seconded by **Commissioner Keesee**.  
Voting aye: **Commissioners Breckel, Keesee, Ray, Zettler**.

## **C. OLD BUSINESS**

**5. Public Hearing:** Hear comments from the public on the Public Release Draft amendment issued in June 2022. Upon conclusion of the hearing a recommendation to City Council is possible.

### **The public hearing opened at 6:40 p.m.**

**Community Development Director Shumaker** summarized the timeline and efforts, including public hearings and outreach activities, associated with amending the city’s Comprehensive Plan by incorporating a Capital Improvement Program into it.

The initial application to amend the Comprehensive Plan was submitted in 2019. Review of the proposal was initiated as part of the 2020 Biennial Amendment Cycle. Health guidelines imposed during the COVID-19 pandemic caused a delay in the review. The review was re-initiated as part of the 2022 Biennial Comprehensive Plan Amendment Cycle.

He explained much of the Capital Improvement Plan is intended to help plan and develop future public services and manage existing city infrastructure projects in a coordinated fashion. He pointed to the findings and conclusions the Planning Commission would need to accept and approve in their recommendation to the City Council.

> Mary Repar stated she appreciated all the work that went into the CIP. She provided additional comments on the Capital Improvement Plan, infrastructure usage and future costs of development. **The public hearing closed at 6:51.**

**MOTION** relating the following findings was made by **Commissioner Zettler**, seconded by **Commissioner Keesee**:

1. The proposed amendment is consistent with state statute and internally with the remainder of the Comprehensive Plan;
2. The City has no interlocal planning agreements for this amendment to be (in)consistent with;
3. The proposal will serve the public interest, especially through its anticipated effect on City budgets, the provision of urban services, improvement of public health, safety and welfare, alignment with community values, and implementation of specific plan elements. Furthermore, the amendments are unlikely to negatively impact natural systems;
4. The proposal does not involve a comprehensive plan map change or specific real property.

**Commissioner Ray** stated the CONCLUSIONS OF LAW regarding the proposed amendment was consistent with SMC 17.11.070.

**Planning Commission Chair Breckel** clarified the action was to serve as a recommendation to the City Council to adopt the proposed amendment to the city's Comprehensive Plan (SMC 17.11.)

#### **D. Discussion**

##### **6. Thought of the Month:**

What's the Federal Reserve got to do with the cost of a house in Stevenson?

<https://shelterforce.org/2022/08/15/how-the-federal-reserves-monetary-policy-drives-housing-inequality/>

A discussion took place regarding corporate purchases of housing stock, the impact on private homeowners and renters, and affordable housing issues.

**7. Staff & Commission Reports: Community Development Director Shumaker** provided updates on the following items:

- Shoreline Public Access & Trail Plan: A consultant contract is being finalized.
- Downtown Parking: He is working on rewriting regulations regarding on street parking.

- Sewer Projects: Extension to Frank Johns is complete. Construction completion deadline has been extended for the collection system that provides added capacity. Major expansion of the WWTP is occurring.
- City Council Strategic Plan/Planning Commission Work Plan: He is waiting for direction from the City Council before initiating a work plan for the Planning Commission. Housing will be a main topic. He shared information from a Portland based organization detailing what goes into rent charges. Exploring potential changes to the subdivision process and forming local improvement districts to ease the buildable land shortage were suggested as future conversations.

>Mary Repar reported a rural suicide prevention seminar offered by the local Grange will take place at 4:30 p.m. on September 13<sup>th</sup> at the Stevenson Library.

**Commissioner Zettler** commented the presentation on September 8<sup>th</sup> regarding consent-building and informed consent was excellent.

#### **E. Adjournment**

**PC Chair Breckel** adjourned the meeting at 7:49 p.m.

**Minutes prepared by Johanna Roe**



# City of Stevenson

## Planning Department

(509)427-5970

7121 E Loop Road, PO Box 371  
Stevenson, Washington 98648

**TO:** Planning Commission  
**FROM:** Ben Shumaker  
**DATE:** October 10<sup>th</sup>, 2022  
**SUBJECT:** Guide Meridian Annexation (ANX2022-01) Zoning

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### **Introduction**

This memo presents a predicament for the Planning Commission related to the City's zoning for an active annexation area. Direction is sought on the most desirable resolution of the predicament.

### **Annexation and Zoning**

Statutes controlling the annexation by cities establish decision timelines which are shorter than the statutory decision timelines for zoning decisions. Please read Attachment 1 from the Municipal Research and Service Center, a statewide resource for communities implementing state laws. Communities reconcile this situation by:

1. Leaving unzoned.
2. Applying an existing City zoning designation.
3. Retaining County zoning.
4. Allowing time to apply a City zoning designation through application of a previously adopted holding zone.
5. Applying a "prezoned" designation.

The first 3 are problematic for differing reasons. The final 2 are not possible based on the City's currently adopted documents/regulations.

### **Past Practice**

In past annexations, the City has chosen option 2, above. When the elevation of annexed areas are high up within the City's water system's pressure zone, the SR Suburban Residential designation is often applied. More often though, the City has chosen to match the R1 abbreviation of the City and County zoning designations. A problematic aspect of this practice involves the County's allowance of 4 dwelling units on property within their R-1 designation. This problem manifested after the 2007 annexation which brought in a handful of properties north of Gropper Road. Two of these properties were used for multi-family purposes. When a fire damaged dwellings on one of the properties, City zoning prevented its reconstruction. The problem was resolved by changing the property's zoning to R3 Multi-Family Residential and extensions of and connection to the City water and sewer systems were required of the properties.

### **Comprehensive Plan**

No annexations have occurred since the City adopted the *2013 Stevenson Comprehensive Plan* and its Future Land Use Map. This effort narrows down the list of zones that could be applied to those which fit under the broad umbrella of the Future Land Use Map designations. In this case, the umbrella embraces any zone which could produce residential lots 15,000 or smaller or allow multi-family development. While this does not rule out any of the possible City zones, the Urban Reserve designation does provide guidance to discourage development until public services (sewer) are available. Still, recommendation of an appropriate zoning designation is difficult

because the best fit from a land use perspective differs from that from a density perspective. See also the attached report prepared for the City Council.

Note\*: Not included in the City Council memo is a comparison to the draft change to the R2 designation considered in 2021. Adoption of some version of that could provide a middle way for zoning fringe areas.

**Guidance Sought**

Staff struggles to provide a recommendation for resolving this issue. The question may be simplified however by choosing either the status quo of applying an existing (likely R1) designation or retaining the County zoning designation until a change can be better considered in the future. If the second option is taken, the City should be clear on how near the future consideration of zoning in the area should occur.

Prepared by,

Ben Shumaker  
Community Development Director

Attachments-

- 1- MRSC Annexation Handbook (Excerpt)
- 2- City Council Memo on Zoning



# Preliminary Matters

## STATE ENVIRONMENTAL POLICY ACT (SEPA)

City/town annexations are not subject to review under the SEPA ([RCW 43.21C.222](#)). Nevertheless, planning and zoning decisions made in conjunction with an annexation are subject to SEPA review.

## COMPREHENSIVE PLANNING/ZONING

Different considerations are involved for a city with respect to planning and zoning for areas to be annexed or potentially annexed depending upon whether or not the city is required to plan under the Growth Management Act (GMA) ([chapter 36.70A RCW](#)).

### Cities Subject to the GMA: Comprehensive Planning for Annexation Areas

GMA counties must designate urban growth areas (UGAs) that, among other things, define the territorial extent of annexation by cities within the counties. Since the GMA contemplates that cities will generally be the providers of urban-type services and that urban-type services will be provided within urban growth areas in conjunction with urban growth, GMA cities must include within their comprehensive planning process areas of potential annexation, i.e. their UGAs. However, since the UGAs will consist of unincorporated territory, the counties still retain jurisdiction. Consequently, the GMA requires that counties adopt, in cooperation with the cities in the counties, county-wide planning policies that must include, among other things, “policies for joint county and city planning within urban growth areas” ([RCW 36.70A.210\(3\)\(f\)](#)).

The comprehensive planning process under the GMA should provide for the coordination of a city’s planning and annexation policies and a framework for a city’s annexation efforts.



**Practice Tip:** GMA cities that have UGAs established outside their boundaries may find increasing need and use for “preannexation agreements” with property owners within UGAs to whom the city extends utility services. These agreements require, as a condition of the city extending utility services, that the property owner agree to sign a petition or other document concerning annexation of the property to the city when it is proposed. The state supreme court upheld the validity of preannexation agreements in [Fire Protection District v. Yakima](#), 122 Wn.2d 371 (1993).

### Cities Not Subject to the GMA: Comprehensive Planning for Annexation Areas

Cities are authorized under [RCW 35.13.177](#) and [35.13.178](#) ([RCW 35A.14.330](#) and [35A.14.340](#) for code cities) to prepare a comprehensive land use plan and/or zoning regulation for areas that the city might reasonably expect to annex at any future time. Preparation of the comprehensive plan or zoning regulations for future annexations is essential in a city that will want to adopt meaningful zoning measures for its new territory simultaneously with annexation. If appropriate zoning provisions are not adopted at the time of annexation, it is possible that uses of land may become established in a newly annexed territory that are incompatible with neighboring uses and with sound land use management in the city.

Although the statutes speak of adopting a comprehensive plan for areas that may be annexed in the future, the comprehensive planning for future annexations should be integrated with the existing city comprehensive plan. The statutes ([RCW 35.13.177](#) and [35A.14.330](#)) do provide a list of matters (not included here) that may be included within a comprehensive plan or, for code cities, a zoning regulation for future annexation areas. However, these do not differ appreciably from those matters identified in the planning enabling acts ([chapters 35.63](#) and [35A.63 RCW](#)), and they should not be interpreted as imposing any different comprehensive planning or zoning requirements for future annexations.

However, the statutes authorizing planning and zoning in future annexation areas allow cities to provide in the plan or regulations for a time interval following an annexation during which the ordinance or resolution adopting the plan or regulations must remain in effect before they may be amended, supplemented, or modified.

### **Procedure for Adoption of Comprehensive Plans and/or Zoning Regulations for Future Annexation Areas – All Cities**

The annexation statutes establish specific procedures for adoption of comprehensive plans and/or zoning regulation for areas to be annexed in the future. These requirements supersede those that apply generally to adoption of plans or regulations that are identified in the planning statutes, but they actually differ only with respect to the number of hearings and to filing requirements. (The statutes governing first and second class cities and towns are identical to those governing code cities, except for two words. The former refer to preparation of a “comprehensive plan,” while the latter refers to a “zoning regulation.” Whether the difference in terminology has any substantive effect is an open question; they are both identically described in terms of possible included elements. It is thought that the change in terminology was made in the more recent code city statutes to better reflect the actual nature of the regulation.)

- **Hearings** ([RCW 35.13.178](#), [35A.14.340](#)). After a proposed comprehensive plan or zoning regulation is prepared, the legislative body of the city must hold at least two public hearings on it. These hearings must be held at least 30 days apart.
- **Notice** ([RCW 35.13.178](#), [35A.14.340](#)). Notice of each hearing must be published in a newspaper of general circulation in the annexing city and in the area to be annexed. The notice must give the time and place of hearing.
- **Filing, Certification, and Recording** ([RCW 35.13.178](#), [35A.14.340](#), [35.63.100](#), [35A.63.072](#)). A copy of the ordinance or resolution adopting the proposed plan, any part of the proposed plan, or any amendment, together with any map referred to or adopted by the ordinance or resolution, must be filed with the county auditor and the city clerk (or, in code cities, other “appropriate official”).

The ordinance, resolution, and map must be duly certified as a true copy by the clerk of the annexing city.

The county auditor is to record the ordinance or resolution and keep the map on file.

### **Coordination of Adoption Procedures with Other Annexation Procedures**

Questions frequently arise as to how the foregoing procedure may be coordinated with other sections of the annexation laws. These questions arise in situations where an annexation is proposed and the city involved has not previously provided for comprehensive planning and zoning regulations to apply to the proposed annexation area. While each situation must be individually analyzed, there is a time, fairly soon after an annexation is initiated, when the annexation procedures are too far advanced to allow for a “time-out” during which a comprehensive plan/zoning regulation for the area proposed for annexation can be prepared. For

example, if the petition method is used for an annexation (which is the case in a large majority of annexations), the statutes require the legislative body to set a date, not later than 60 days after the filing of the initial 10 percent notice of intent to commence annexation procedures, for a meeting with the parties initiating the annexation ([RCW 35.13.125](#) and [35A.14.120](#)). The governing body at this meeting makes a preliminary decision as to whether it is interested in the proposed annexation and, if so, whether it will require the simultaneous adoption of a comprehensive plan/zoning regulation if one has been previously prepared and filed. Thus, under a strict interpretation of the statutes, the preplanning/prezoning must have been completed prior to the first meeting between the initiators of the annexation and the legislative body.

However, as noted above, prezoning statutes require at least two public hearings, at least 30 days apart, with proper notice of the hearing published in a newspaper before the hearings are held. If a comprehensive plan/zoning regulation has not been prepared and filed before the annexation is initiated, the city must take immediate action after receipt of the annexation notice of intent to prepare the plan/zoning proposal, schedule and give notice of the first hearing, hold the hearing, schedule and give notice of the second hearing, hold the hearing (at least 30 days after the first hearing), adopt the comprehensive plan/zoning regulation, and file it. This is all to be done before the legislative body meets with the initiators of the annexation, which is to be within 60 days after the filing of their notice of intent. It is highly unlikely that a city could comply with this timeline.

Cities can avoid this problem by preplanning and prezoning for all areas surrounding their boundaries that are logical growth directions of the city. The statutes on preplanning and prezoning permit the utilization of the procedures outlined above for “any area which might reasonably be expected to be annexed by the city or town at any future time” ([RCW 35.13.177](#), [35A.14.330](#)). There is no requirement that an annexation proposal be imminent before consideration is given to planning and zoning. The most satisfactory use of the prezoning authority permits completing orderly planning and zoning before specific annexation proposals are presented.

### **Zoning for Annexation in Areas Not “Prezoned”**

The foregoing procedures are directed at having proper zoning prepared prior to annexation, to be in place simultaneously with annexation. However, frequently the procedure outlined is not utilized, since the time requirements of the various statutes may be impossible to reconcile in individual cases. What happens in these cases? Cities now take several approaches to zoning newly annexed areas that have not been preplanned and prezoned.

Some cities provide, by ordinance, that all newly annexed territory that is not otherwise zoned shall be automatically zoned into the city’s least dense residential zone, or into a general “holding” zone. This approach avoids having property being annexed into a city with no zoning designation. (An example of this approach is [Gig Harbor Municipal Code Sec. 17.88.010](#).) An approach like this has the advantage of avoiding a time period in which no zoning is applicable to a newly annexed area. Moreover, it requires the city to take action soon after annexation to properly commence the zoning process.

However, automatic designation of a temporary zone may also have significant drawbacks. Any one zone may be entirely inappropriate to a particular tract, although that fact may not present a problem if the city acts quickly after annexation to change the zone to one more appropriate. Another drawback is that the automatic change from previous county zoning effectively constitutes a rezone, subject to specific legal, procedural requirements. The guidance of the city attorney is important in dealing with these issues.

Another approach to the question of temporary zoning following annexation is to provide, by ordinance, that the zoning regulations of the county shall remain applicable pending further review and rezoning in due course by the city. Again, a time limitation on the duration of the county zoning carryover is desirable, since it requires

the city to take action almost immediately to bring the annexed area under its own zoning ordinance. This approach avoids rezoning at the time of annexation.

Nevertheless, there are also potential legal problems with this approach. First, it is not specifically authorized by state law. Second, if the county's zoning regulation is to become part of the city's ordinance and is to be enforced by city personnel, even temporarily, it may be argued that the actual zoning provisions of the county code should be incorporated into the city ordinances. This can be done by adopting the applicable county zoning provisions pursuant to the adoption by reference statutes ([RCW 35A.12.140](#), [35A.13.180](#) and [35.21.180](#)). In any event, an ordinance adopting prior county zoning should stress the temporary, and perhaps emergency nature of the regulation. The city attorney's advice and assistance should be obtained.

Another approach to zoning newly annexed territory that has not been planned and zoned prior to annexation is to automatically zone newly annexed territory into the city or town zone which is most similar to the prior county zone (see, for example, [Edmonds Municipal Code Sec. 17.00.020.E](#)). While this technique may result in a more appropriate temporary designation, it may still be challenged on grounds similar to those mentioned above.

Pending statutory or judicial guidance, any of the foregoing temporary methods may be more desirable than the complete absence of a zoning provision when territory is annexed to a city. However, all of these temporary measures still require appropriate zoning to be provided soon after annexation. The inadequacies of each of these methods of zoning newly annexed territory make a strong case for utilizing the procedures outlined above for appropriate planning and zoning of an area *prior* to annexation.

## ASSUMPTION OF INDEBTEDNESS

The annexation statutes authorize the city council to require property in an area being annexed to assume, as a condition of annexation, a pro rata share of the annexing city's then outstanding indebtedness that had been approved by the voters, contracted, or incurred prior to, or existing at, the date of annexation.

In each city there will be different factors that should be considered in deciding whether to require debt assumption. Some of the issues a city should examine in reaching a decision on this question are:

- Was the outstanding indebtedness incurred to finance an improvement or facility that will benefit the newly annexed area?
- Will assumption of a proportionate share of the city's outstanding indebtedness place an excessive financial burden on annexed property in light of other indebtedness previously placed on the property through the county or special districts, which will remain on the property after annexation?
- Will the property to be annexed be forming an expensive LID for special improvements, such that requiring assumption of the outstanding indebtedness would not be equitable?
- To what extent does the annexing city desire to encourage (or subsidize) the annexation?

Most cities do require the assumption of indebtedness as a condition of annexation, unless in a particular circumstance this would not be equitable. This issue may be addressed in a city's annexation goals and policies, so that the city is consistent in its requirements, and all potential annexation areas are aware of them.



# City of Stevenson

## Planning Department

(509)427-5970

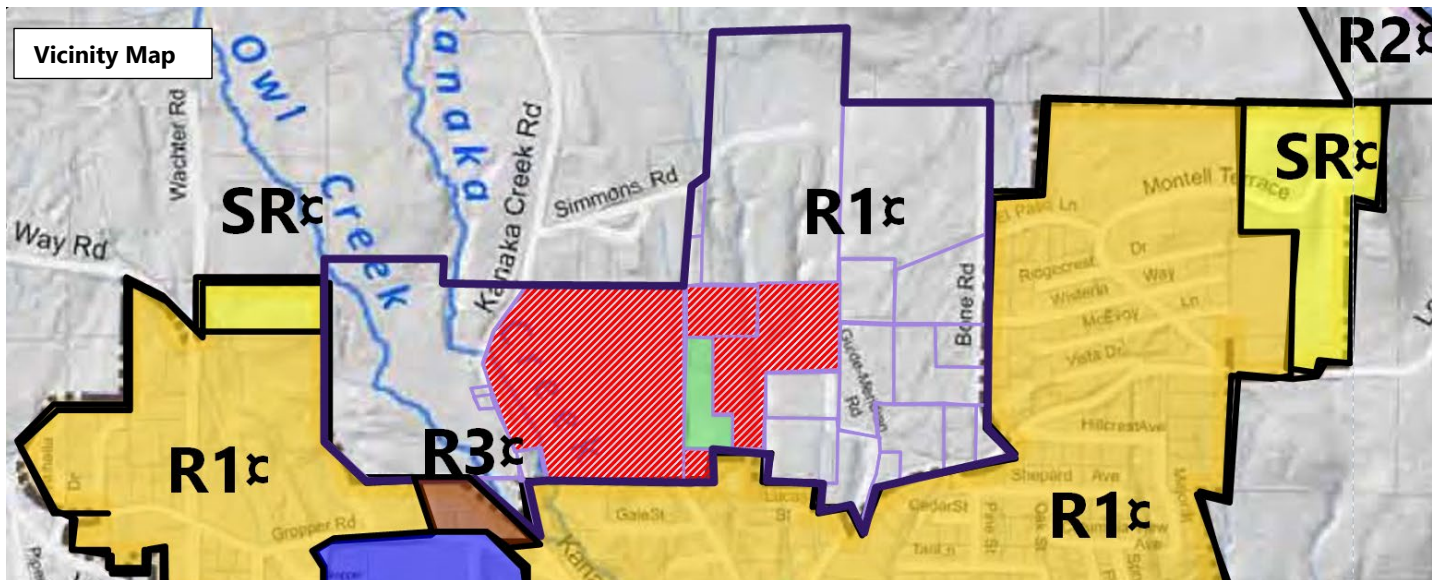
7121 E Loop Road, PO Box 371  
Stevenson, Washington 98648

**TO:** City Council  
**FROM:** Ben Shumaker  
**DATE:** September 15<sup>th</sup>, 2022  
**SUBJECT:** Goodman Annexation Request (ANX2022-01) – Land Use Analysis

### Introduction

This memo provides baseline data for consideration of a Notice of Intent to Annex submitted by John F. and Julie B. Goodman. The notice of intent relates to a single parcel fronting on Frank Johns Road. To more fully understand the context of the proposal as it relates to the vicinity, this memo analyzes all properties containing, or located downhill (south) of, the Williams gas pipeline, and 2 additional properties fronting Frank Johns Road.

Again, only one parcel was included in the notice of intent. Submittal requirements of the notice require communication with adjacent properties regarding their desire to annex. In this case, each of the 4 adjacent properties within County jurisdiction suggest they are uninterested in annexation. To date, none of the other parcels analyzed herein have been involved in this annexation proposal.



Property Characteristics	Requesting Property	Adjacent Properties	Additional Properties	TOTAL
Number of Tax Parcels	1 (03-07-36-1-0-1000-00)	4	21	26
Acreage	2.17 acres	28.79 acres	81.96 Acres	112.92 acres
Number of Legal Lots	1	4	22 (Suspected)	27
Lots per Acre	.46	.33	.47	.44
Number Lots Developed	0	4	16	20
Number of Dwellings	0	6 (Suspected)	11 (Suspected)	17
Lots per Acre	0	.50	.24	.28
Estimated Population	0	12	29	41
Population Density	0	1.00	.62	.67
Assessed Value	\$ 100,000	\$2,054,300	\$4,337,400	\$6,491,700
Annexation Interest	Requesting (Green)	Uninterested (Red Hash)	Unknown (No Shading)	

**Zoning Analysis**

All properties evaluated carry Skamania County’s Residential 1 zoning designation. The County abbreviates this as R1. Adjacent territory in the City carries the SR Suburban Residential, R1 Single-Family Residential, and R3 Multi-Family Residential zoning designations. Despite the similar abbreviation, the County’s R1 is different than the City’s R1 Single-Family Residential zoning. An important difference is in the County’s allowance of up to 4 dwellings on a lot, where the City only allows 2 dwellings—if one of those is occupied by the property owner.

Impacts of this difference were felt as a result of the 2007 DeGroote annexation, which brought 5 parcels into the City with the R1 Single Family Residential designation. Three of the properties were used for single family uses, 2 were used for multi-family uses. A fire in one of the multi-family uses compelled conformity with the City’s single-family use requirements. A request to rezone followed and was granted subject to the extension of City water and sewer services to the area. With this section of the report, the Planning Department seeks to empower more informed decision making by the City Council.

Comprehensive Plan Future Land Use Map

The entire area analyzed carries the UR- High Density Residential designation. The UR, Urban Reserve designation contemplates extension of municipal services and discouraging further development until such services are provided. The High Density Residential designation envisions a range of residential densities from apartment-style densities to single-family housing on lots smaller than 15,000 square feet. The following table provides the range of possible minimum lot sizes in the Zoning Code. Shaded cells indicate a lack of alignment with the Comprehensive Plan for this area.

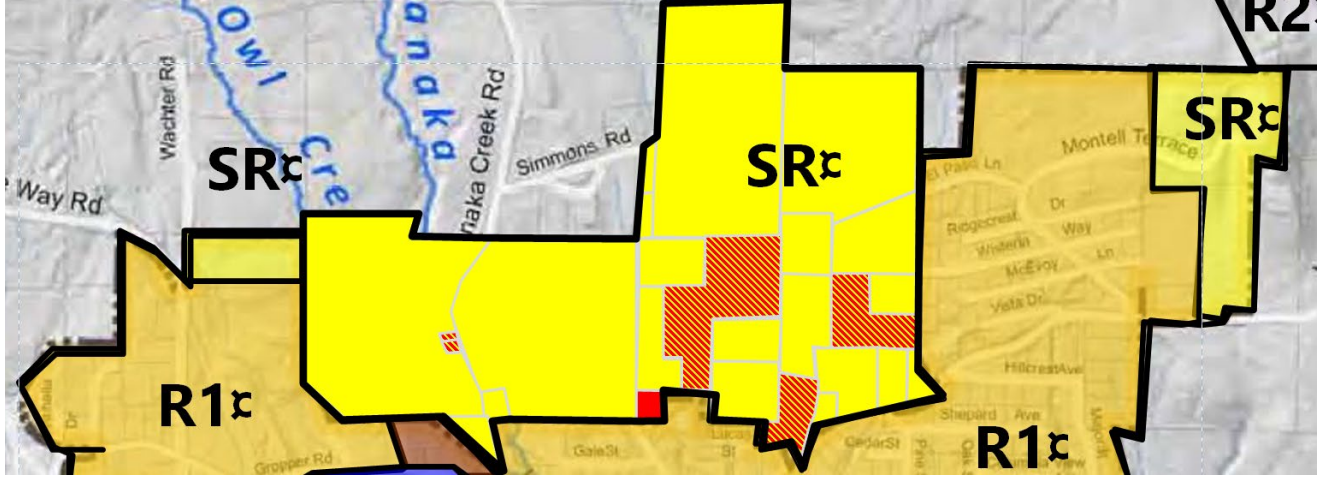
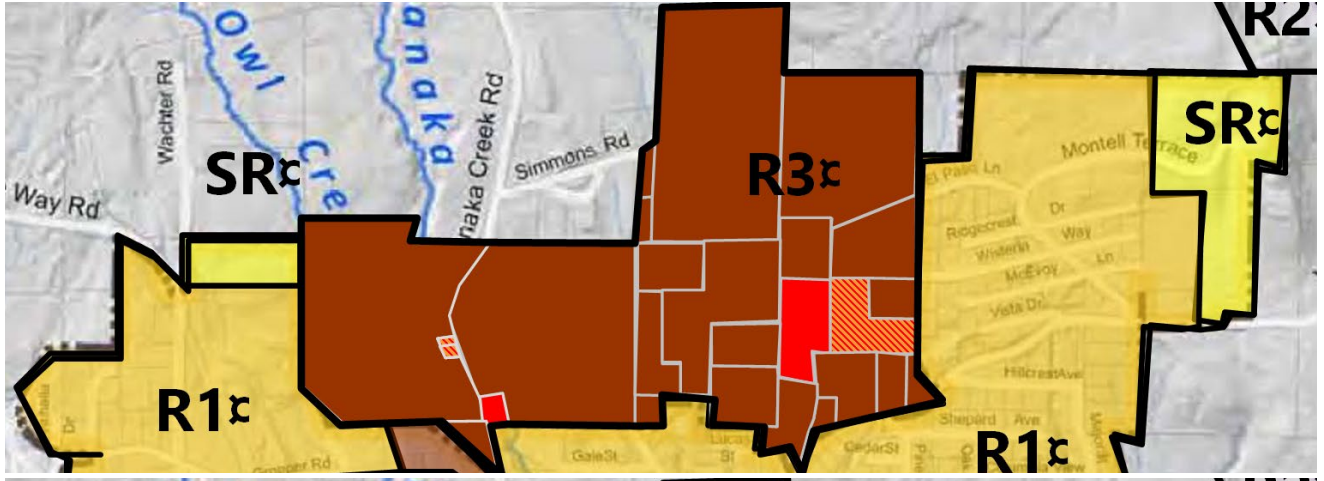
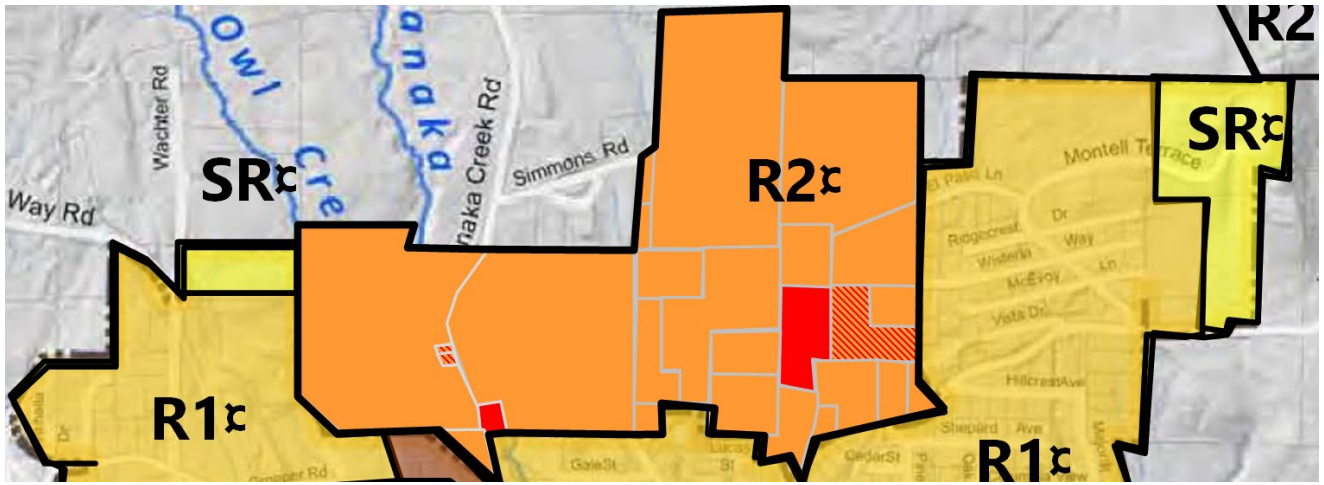
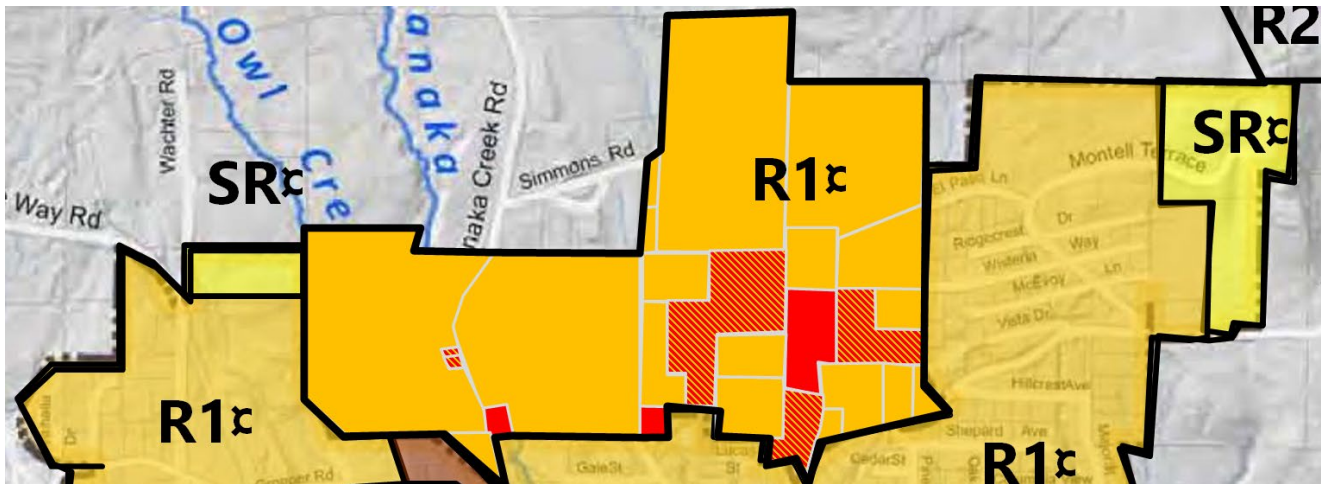
<b>Zone</b>	<b>Services Present</b>	<b>Minimum Lot Area</b>
<b>R1</b>	Water, Sewer	6,000 sf
	Water, Septic	15,000 sf
	Well, Septic	1 acre
<b>R2</b>	Water, Sewer	5,000sf + 2,000 sf per unit over 1
	Water, Septic	15,000 sf
<b>R3</b>	Water, Sewer	2,000 sf per unit
<b>MHR</b>	Water, Sewer	5 ac + 5,000 sf per unit over 40
	Water, Septic	5 ac + 2 acres per unit over 2
	Well, Sewer	5 ac + 2 acres per unit over 2
	Well, Septic	5 ac + 2 acres per unit over 2
<b>SR</b>	Water, Septic	15,000 sf
	Water, Septic	20,000 sf
	Well, Septic	1 acre
*aligned only if actual use involves 2 dwellings		

Implementation of the Comprehensive Plan, will involve designating property in this area as either R1, R2, R3, MHR, or SR. Barring any changes to zoning standards, new utility extension policies, or specific annexation area requirements, full implementation of the Comprehensive Plan can only be guaranteed if the territory is zoned R3 Multi-Family Residential.

Existing Property Usage

The single property proposed for annexation is undeveloped. In the entire area of analysis, 20 of the 26 parcels are developed in some way. Staff assumptions set these uses as including, multi-family dwellings, single-family detached dwellings, residential outbuildings, and utility & communication facilities. Applying existing City zoning to this development will result in nonconforming uses and/or use violations.

The number of nonconformities/violations depends on the zoning designation applied as shown in this series of maps. The maps are ordered based on the table above. The MHR Mobile Home Residential zone is not presented as a map. Solid red indicates a known nonconformity/violation. Hashing indicates one which is suspected.



The least conflicts would arise in the area of analysis if the R2 or R3 zoning designation were applied (5 each). Six conflicts would arise if the SR zoning designation were applied. Application of the R1 designation would result in the most known or suspected conflicts (8) between existing uses and the Zoning Code.

#### Existing Development Density

The mean parcel size for all 26 parcels analyzed is 4.34 acres. The mean size for parcels developed with residential uses is 5.54 acres. Both are well above the 15,000 sf maximum envisioned by the City.

No parcel is currently served by City sewer. Ten of the parcels are served by City water. These development patterns best align with the City's SR Suburban Residential District. The City's R3 Multi-Family Residential District least aligns with the existing development pattern.

#### Projected Development Patterns

Barring any changes to zoning standards, new utility extension policies, or specific annexation area requirements, staff expects development of the area analyzed to continue in an uncoordinated fashion with very low density (parcels larger than 2 acres) a strong likelihood and pockets of low density (parcels between 15,000 square feet and 2 acres). Staff guesses a 20 year buildout of the area would increase the number of parcels from 26 to 83 (mean size of 1.36 acres). This projection would not achieve the densities envisioned in the Comprehensive Plan.

#### **Zoning Synthesis**

Planning Staff struggles to recommend an appropriate zoning designation for the area analyzed, with R2 and SR being the easiest to rationally justify.

- No existing City zoning designation could be applied which would eliminate known or suspected nonconforming uses or use violations.
- Existing City zoning designations which best align with uses in the analysis area provide the least alignment with the density of existing and projected development in the annexation area.
- The Comprehensive Plan's direction to discourage development of this area until sewer is available.
- The development density envisioned by the City necessitates connection to City sewer.
- The R2 Two-Family designation aligns well with existing uses and Comprehensive Plan densities, but poor alignment with existing densities and the uncontrolled development pattern projected by staff.
- The SR Suburban Residential designation aligns well with existing densities and uncontrolled projects, fairly with existing uses, and poorly with the Comprehensive Plan.

Staff suggests the City Council grapple with what their tolerance for discouraging development, their tolerance for causing neighborhood change, and the ways their preferences would relate to the owners in/adjacent to the annexation area.

A sewer connection requirement may be a way to achieve both ends. This issue is likely better informed by the Public Works Department memo and plan for service in the area.

#### **Annexation Area**

While this analysis was conducted using the most rational boundary possible, the Planning Department staff is not recommending using that area in the petition for annexation. A smaller area is advisable.

Prepared by,

Ben Shumaker





# City of Stevenson

## Planning Department

(509)427-5970

7121 E Loop Road, PO Box 371  
Stevenson, Washington 98648

**TO:** Planning Commission  
**FROM:** Ben Shumaker  
**DATE:** October 10<sup>th</sup>, 2022  
**SUBJECT:** 2022-2025 Work Plan

---

### Introduction

This memo presents the Planning Commission with an update on past projects, introduces the City Council's 2022-2025 Strategic Plan priorities and a list of projects for the Planning Commission to prioritize for action at their meetings.

### Projects from 2020-2021

Project priorities for 2021 were identified by the Planning Commission in June 2021. Staff turnover, COVID-19, increased development review, and the significant workload related to these projects caused many priorities to continue into 2022. Large projects include the Shoreline Master Plan, Downtown Plan Review/Implementation, Comprehensive Plan amendments, and Capital Improvement Program.

### City Council Strategic Plan

The City Council established 3 focus areas for City Hall over the next 3.5 years. Each focus area has 3 to 5 specific strategies to prioritize, and each strategy is associated with an evolving number (currently 17) of tactics and action items. The tactics are assigned to different staff leads or team members. Where the tactic below is shown in **bold**, the Planning Department is involved as a team member. Where the tactic is shown in **bold green**, the Planning Department is assigned as the lead.

#### Focus Area I – Organizational Health and Sustainability

- Strategy I: Governance
  - Strategy II: Financial Health
  - Strategy III: Internal Processes
- Tactics
    - Provide Council Training
    - **Analyze Current Revenue Sources**
    - **Provide Resources, Training and Tools for Staff**
    - Plan for Emergencies
    - **Evaluate Staffing Structure**

#### Focus Area II – Infrastructure

- Strategy I: Equipment & Assets
  - Strategy II: Multimodal Transportation
  - Strategy III: Utilities (Maintenance of Current & New Growth)
  - Strategy IV: Parks and Outdoor Space
  - Strategy V: Developments with Utility Partners (gas, electric, broadband, phone)
- Tactics
    - Replace Fire Hall
    - **Modernize Parking Program**
    - Maintain Current Utilities/Infrastructure
    - **Plan for Parks**
    - **Plan for Trails**
    - **Plan for Broadband**
    - **Plan to Underground Utilities**

### Focus Area III – Intentional Development

- Strategy I: Partnerships
  - Strategy II: Housing
  - Strategy III: Planning & Zoning
  - Strategic Land Use Planning & Development
- Tactics
    - **Establish a City/County Joint Plan**
    - **Analyze & Develop Housing Tools**
    - **Review Development Standards**
    - **Adopt Annexation Policies**
    - **Establish Infrastructure Investment Areas**

### Tactics Underway

The following projects are underway to advance these strategies:

- **Shoreline Public Access & Trails Plan** – Funded through a \$72,000 grant from the Department of Ecology, the City has hired The Watershed Company to assist in the development of this plan. Planning Commissioner Davy Ray sits on the steering committee for this project. The project kicked off last week and will be completed by mid-2023.
- **Downtown Parking Dynamics** – Not supported by external funding, the Planning Department is working on 2 projects related to parking downtown:
  - **Streamline On-Street Parking Regulations.** Assisting the Public Works Director, the Planning Department prepared a draft change to SMC Title 10 to facilitate discussion about how the City regulates on-street parking. No substantial changes are included in the preliminary draft. The project could be available for City Council approval by the end of 2022. No Planning Commission review is anticipated at this time.
  - **Fee In-Lieu of Parking Program.** Working with engineering consultants, cost estimates will be provided for the preliminary list of parking improvements. These estimates will help form the basis of a fee in-lieu of parking program. This would allow downtown developers to choose between providing any required parking on their own site or paying into a City-managed fund to add and maintain the municipal parking supply. Work on this important project often receives a lower priority. However, the City Council expects a program to be in place by the end of 2023.
  - **Parking Improvement Program.** The preliminary list of parking improvements above was identified by City staff. These improvements provide a range of options for increasing the municipal supply of parking—both on- and off-street. Development of the list was not intended to be exhaustive. It has not been prioritized, vetted by the public, or otherwise prepared as if it would be recommended for adoption by the City Council. There is a long way to go before then and it will need to be created as part of the Fee In-Lieu program. As a result, the program is expected by the end of 2023.

These efforts build on an earlier reduction of parking required for new construction downtown. A Parking Advisory Committee exists but has been inactive. The Planning Commissioner involved in that committee no longer serves, and there is room for someone to step up.

- **Permitting Process Review** – Not supported by external funding and not specifically identified as a tactic of the strategic plan, Planning staff will be updating the application forms and website content related to permitting projects. This fits within the Governance and Internal Processes strategies and will ensure recent regulatory updates are implemented well. The Planning Department’s analysis of current revenue sources (permit fees) will follow this effort. Completion is anticipated by Spring 2023.
- **Development Review** – An unknown amount of development activity will occur in the coming year. Subdivision, conditional use, and shoreline permits all involve Planning Commission review. The amount and timing of these requests cannot be predicted.

## **Tactics to Consider Prioritizing**

As the above projects are undertaken, some preliminary planning will need to occur for the next set of projects. Their scope and duration are yet to be developed and Planning Commissioner leadership can be incorporated in several ways.

- **Plan for Parks** – To be led by the Public Works Department, the City will seek outside funding to complete this plan. The Shoreline Public Access & Trails Plan will be developed to easily incorporate its projects into a parks plan.
- **Analyze & Develop Housing Tools** – Undertaking this project is likely to be a joint effort between the Planning Commission and City Council. Outside funding is not anticipated. Staff preparation will involve more fully demonstrating different housing tools and their impacts and asking for direction about which to embrace.
- **GIS Mapping Effort, Comprehensive Plan Changes** – The Public Works Department is leading this effort as part of the Provide Resources, Training and Tools for Staff tactic. Through this project, the City will have better access to information related to infrastructure and community development dynamics. Planning Staff intends to use this information to update the Background Maps in Chapter 4 of the Comprehensive Plan. Planning Commission involvement in this project will likely only require 1 meeting.
- **Downtown Plan, Comprehensive Plan Amendment** – The Stewards of SUCCESS! have recommended adoption of a downtown plan. The plan is ready for action. It is also ready to be more thoroughly reviewed. A comprehensive plan amendment related to the downtown plan would focus on Goal 4 and embrace the best, broadest, most relevant elements of the downtown plan within the comprehensive plan. Planning Commission involvement in this project can range from a deep dive into the preparation of the amendment application to review of a staff prepared application during the 2024 biennial amendment cycle. In either case, staff involvement would be front-loaded through the fall of 2023 and continue into mid-2024.
- **Adopt Annexation Policies** – As demonstrated in another agenda item tonight, the City lacks procedures to easily evaluate annexation proposals. Major policy direction is necessary on zoning map designations and infrastructure expectations. Several smaller policy needs will also be necessary, and the process would benefit from coordination with the tactic to Establish a City/County Joint Plan. Planning Commission involvement is highly desired.
- **Review Development Standards** – Any number of Land Division Code, Zoning Code, or environmental standards could fall into this category.

Prepared by,

Ben Shumaker  
Community Development Director



# City of Stevenson

## Planning Department

(509)427-5970

7121 E Loop Road, PO Box 371  
Stevenson, Washington 98648

**TO:** Planning Commission  
**FROM:** Ben Shumaker  
**DATE:** October 10<sup>th</sup>, 2022  
**SUBJECT:** 2022 Conditional Use Permit Reviews

---

### **Introduction**

When the Planning Commission grant's conditional use permits, it typically attaches a review period to ensure the use is occurring as anticipated. For consistency, these reviews are generally scheduled for the first Planning Commission meeting in October of the next even-numbered year. Occasionally the review period is extended to better gauge the effects of its presence in a neighborhood. This year, the Stevenson Planning Commission will review all permits issued in 2020 and 2021 as well as one issued in late 2019:

- CUP2019-02: SDA Mural #2, issued December 4<sup>th</sup>, 2019 to Stevenson Downtown Association and Port of Skamania.
- CUP2020-01: Nazarene Church, issued July 20<sup>th</sup>, 2020 to Stevenson Church of the Nazarene.

### **Recommended Action**

Staff recommends no further analysis of CUP2019-02, related to a Mural the C1 Commercial District. Further consideration of CUP2020-01 may be warranted regarding the adequacy of the required screening and paving. If further consideration is requested, staff will schedule a public hearing during the November regular meeting.

### **Guiding City Policies**

#### *Zoning Code*

#### SMC 17.39.020: "Conditional Use Permit Review"

- A. The planning commission shall review all applications for conditional use permits...
- C. The Planning Commission may attach reasonable conditions to a permit, including but not limited to, the term of a permit's duration and the need for periodic review to ensure that the terms of a permit are being met.

### **CUP2019-02 – SDA Mural #2**

#### Overview

This conditional use permit was issued to the Stevenson Downtown Association (applicant) and Port of Skamania County (owner) in December 2019. The permit included the following conditions:

1. This Conditional Use Permit shall be valid only for the applicant at the location above. **(In Compliance)**
2. Noncompliance with the conditions of this permit shall render this Conditional Use Permit invalid. **(In Compliance)**
3. The proposal shall submit an Application for Improvement and obtain administrative approval through the City's Building, Planning, and Public Works departments. **(In Compliance)**

4. The proposal shall be subject to periodic review by the Planning Commission to ensure the terms of this permit are being met, determine whether changes to these terms are warranted, and to verify satisfactory longevity of the proposal. **(In Compliance)**

### Discussion



The mural has been installed and maintained in compliance with the conditions of the permit. The public has not relayed concerns to the City about the mural. A Zoning Code change in August 2020 removes the Conditional Use Permit requirement for a mural of this type.

### **CUP2020-01 – Nazarene Church**

#### Overview

This conditional use permit was issued to the Stevenson Downtown Association (applicant) and Port of Skamania County (owner) in December 2019. The permit included the following conditions:

1. This Conditional Use Permit shall be valid only for the applicant at the location above. **(In Compliance)**
2. Noncompliance with the conditions of this permit shall render this Conditional Use Permit invalid. **(In Compliance)**
3. The proponents of this project shall provide some form of financial assurance regarding their participation in the future street, sidewalk, and/or drainage improvements on NW Jefferson and McKinley streets. One acceptable method would be to enter into a waiver of protest agreement with the City, which will obligate their participation in any local improvement district that may be formed in the next ten (10) years for street, sidewalk, and/or drainage improvements on these streets. Alternatively, the proponents may install a sidewalk extension along the south side of NW Jefferson Street and ADA ramp at the southwest corner of the Jefferson/McKinley intersection. The extension shall comply with the Stevenson Engineering Standards and may include a Type 2 curb ramp. The financial assurance/agreement/extension shall be complete prior to the periodic review required in Condition #7. **(In Compliance)**
4. If, after consultation with the Public Works Director, the Planning Commission finds gravel migration has been a problem, paved driveways shall be required. This shall be evaluated as part of the periodic review conducted through Condition #7, below. **(Unknown Compliance)**
5. The parking area shall be fenced and/or screened from the street and nearby residential uses. This condition shall be satisfied as soon as possible and no later than April 4<sup>th</sup>, 2021. **(Questionable Compliance)**
6. Signage related to the use shall be limited to 24 square feet of maximum individual sign area. No street frontage shall have more than one sign larger than 12 square feet. **(In Compliance)**
7. The proposal shall be subject to periodic review by the Planning Commission to ensure the terms of this permit are being met and/ or determine whether changes to these terms are warranted. **(In Compliance)**

Discussion

A separate memo will be available prior to or at the meeting detailing the Public Works Director's comments on gravel migration.



The Church has been operating since 2020. The public has not relayed concerns to the City about its operation. The sidewalk on the south side of Jefferson Street was extended to the McKinley Street intersection where there is an ADA ramp. There are 3 signs associated with this use. A building sign faces Jefferson Street. A freestanding sign is located between the building and Jefferson Street. A building-mounted cross faces Jefferson Street. Several bushes have been planted to the west and southwest of the parking lot. The bushes have yet to fully take hold and screen the parking lot.

Prepared by,

Ben Shumaker  
Community Development Director

Attachments:

- CUP2019-02
- CUP2020-01



# City of Stevenson

## Planning Department

(509)427-5970

7121 E Loop Road, PO Box 371  
Stevenson, Washington 98648

### Conditional Use Permit #2019-02

**PROPONENT:** Stevenson Downtown Association & Port of Skamania  
**LOCATION:** 130 SW Cascade Avenue (Tax Lot #02-07-01-1-1-5800)  
**DECISION DATE:** December 4<sup>th</sup>, 2019  
**REVIEW DATE:** The first Planning Commission meeting in October, 2022.  
**PURPOSE:** As provided by SMC 17.39 and SMC 17.25, this Conditional Use Permit allows installation of a Mural as that term is defined at SMC 17.10.738(5).

### Findings of Fact:

1. The Planning Commission has reviewed this application for a Conditional Use Permit.
2. The Planning Commission advertised and held a public hearing on November 11<sup>th</sup>, 2019.
3. The applicant has paid the required application fees.
4. The proposal includes no artificial illumination methods.
5. The proposal is an integral part of a program designed to increase resident and visitor walkability of downtown while providing public educational and cultural amenities.
6. Longevity of the proposed mural's paint, backing medium, and attachment hardware will be an ongoing concern.

### Conditions of Approval

1. This Conditional Use Permit shall be valid only for the applicant at the location above.
2. Noncompliance with the conditions of this permit shall render this Conditional Use Permit invalid.
3. The proposal shall submit an Application for Improvement and obtain administrative approval through the City's Building, Planning, and Public Works departments.
4. The proposal shall be subject to periodic review by the Planning Commission to ensure the terms of this permit are being met, determine whether changes to these terms are warranted, and to verify satisfactory longevity of the proposal.

### Conclusions of Law

Based on these findings and conditions, the Planning Commission is satisfied that this Conditional Use proposal:

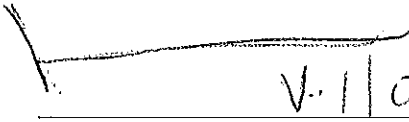
1. Will not endanger the public health or safety;
2. Will not substantially reduce the value of adjoining or abutting property;
3. Will be in harmony with the area in which it is located; and
4. Will be in conformity with the comprehensive plan, transportation plan, or other plan officially adopted by the council.

THIS CONDITIONAL USE PERMIT (CUP2019-02) FOR:

**Installation of a Mural in the  
C1 Commercial District  
at 130 SW Cascade Avenue, Tax Lot # 02-07-01-1-1-5800.**

IS HEREBY ISSUED.

For the Planning Commission:

  
\_\_\_\_\_ V.11/07 \_\_\_\_\_ 12/13/19  
Date





# City of Stevenson

## Planning Department

(509)427-5970

7121 E Loop Road, PO Box 371  
Stevenson, Washington 98648

### Conditional Use Permit #2020-01

<b>PROPONENT:</b>	Stevenson Church of the Nazarene
<b>LOCATION:</b>	347 & 363 NW Jefferson Street (Tax Lot #03-07-36-3-4-4900)
<b>DECISION DATE:</b>	July 20 <sup>th</sup> , 2020
<b>REVIEW DATE:</b>	The first Planning Commission meeting in October, 2022.
<b>PURPOSE:</b>	As provided by SMC 17.39 and SMC 17.15, this Conditional Use Permit allows use of property in the R3 Multi-Family Residential District as a "Church or Other Religious or Charitable Organization" and associated signage.

### Findings of Fact:

1. The Planning Commission has reviewed this application for a Conditional Use Permit.
2. The Planning Commission advertised and held a public hearing on July 13<sup>th</sup>, 2020 and continued the hearing until a special meeting on July 20<sup>th</sup>, 2020.
3. The applicant has paid the required application fees.
4. The proposed re-use of the church building requires a conditional use permit under SMC 17.15, but is not considered a wholly new use under SMC 17.42 or the Stevenson Engineering Standards.
5. If considered a new use under the Stevenson Engineering standards, paved driveways would be required. Paved driveways prevent migration of gravel onto public streets. Gravel on public streets can impact public safety and neighborhood harmony.
6. The property frontages on Jefferson and McKinley streets contain substandard pedestrian, vehicular, parking and storm drainage facilities, and this proposal will adversely impact those systems' abilities to serve the community at the current level of service.
7. Street frontage improvements along the subject property-only would inadequately address the substandard aspects of the adjacent street corridors. It is preferable to address the corridor through a more comprehensive improvement approach. However, a delay in improvements may lead to unacceptable impacts in the short term.
8. The proposal includes onsite parking areas visible from the street and adjacent residential uses. Visibility of these areas is out of harmony with the neighborhood setting of the area. Parking serving similar development in other districts is required to be "fenced and/or screened from the street and nearby residential uses".
9. As it relates to signage, the church building has property frontage along NW Jefferson and NW McKinley streets and the former parsonage building has property frontage along NW Jefferson Street.
10. The conditions imposed by this permit further the compelling governmental interests of mitigating this project's impacts to the neighborhood atmosphere and its traffic and stormwater systems; these conditions are the least restrictive means of furthering these interests. As a result, the City has satisfied its requirements under the RLUIPA.

**Conditions of Approval**

1. This Conditional Use Permit shall be valid only for the applicant at the location above.
2. Noncompliance with the conditions of this permit shall render this Conditional Use Permit invalid.
3. The proponents of this project shall provide some form of financial assurance regarding their participation in the future street, sidewalk, and/or drainage improvements on NW Jefferson and McKinley streets. One acceptable method would be to enter into a waiver of protest agreement with the City, which will obligate their participation in any local improvement district that may be formed in the next ten (10) years for street, sidewalk, and/or drainage improvements on these streets. Alternatively, the proponents may install a sidewalk extension along the south side of NW Jefferson Street and ADA ramp at the southwest corner of the Jefferson/McKinley intersection. The extension shall comply with the Stevenson Engineering Standards and may include a Type 2 curb ramp. The financial assurance/agreement/extension shall be complete prior to the periodic review required in Condition #7.
4. If, after consultation with the Public Works Director, the Planning Commission finds gravel migration has been a problem, paved driveways shall be required. This shall be evaluated as part of the periodic review conducted through Condition #7, below.
5. The parking area shall be fenced and/or screened from the street and nearby residential uses. This condition shall be satisfied as soon as possible and no later than April 4<sup>th</sup>, 2021.
6. Signage related to the use shall be limited to 24 square feet of maximum individual sign area. No street frontage shall have more than one sign larger than 12 square feet.
7. The proposal shall be subject to periodic review by the Planning Commission to ensure the terms of this permit are being met and/or determine whether changes to these terms are warranted.

**Conclusions of Law**

Based on these findings and conditions, the Planning Commission is satisfied that this Conditional Use proposal:

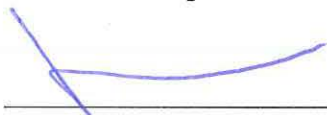
1. Will not endanger the public health or safety;
2. Will not substantially reduce the value of adjoining or abutting property;
3. Will be in harmony with the area in which it is located; and
4. Will be in conformity with the comprehensive plan, transportation plan, or other plan officially adopted by the council.

THIS CONDITIONAL USE PERMIT (CUP2020-01) FOR:

**A Church or Other Religious or Charitable Organization and associated signage in the  
R3 Multi-Family Residential District  
at 347 & 363 NW Jefferson Street, Tax Lot # 03-07-36-3-4-4900.**

IS HEREBY ISSUED.

For the Planning Commission:

  
\_\_\_\_\_  
Date

9/28/2020

**CITY OF STEVENSON  
RESOLUTION NO. 2022-401  
A RESOLUTION OF THE CITY OF STEVENSON  
ADOPTING THE DOWNTOWN PLAN FOR SUCCESS!**

**WHEREAS**, in 2019 the City committed to establish Stevenson urban commercial core economic sustainability strategies and consulted with Crandall Arambula for completion of a plan to do so; and

**WHEREAS**, between 2020 and 2022, the Stewards of SUCCESS!, an ad hoc committee of downtown boosters, guided the COVID-delayed final review of the draft downtown plan; and

**WHEREAS**, the Stewards of SUCCESS! recommended adoption of the plan along with a short list of projects, tools and concepts to prioritize early in the planning period; and

**WHEREAS**, the adoption of this plan furthers the public health, safety, and welfare and will assist other planning and development efforts for the downtown area;

**NOW, THEREFORE**, be it resolved that the City Council of the City of Stevenson, Washington, hereby adopts the 2022 Downtown Plan for SUCCESS!

APPROVED AND PASSED by the City Council of the City of Stevenson, Washington at its regular meeting this \_\_\_\_\_ day of \_\_\_\_\_, 2022.

\_\_\_\_\_  
Mayor of the City of Stevenson

ATTEST:

\_\_\_\_\_  
Clerk of the City of Stevenson

APPROVED AS TO FORM:

\_\_\_\_\_  
Attorney for the City of Stevenson

# DOWNTOWN STEWARDS OF SUCCESS!

## Stevenson's Urban Commercial Core Economic Sustainability Strategies



## Plan Message & Implementation

**Date:** October 2022

**Stewards:** Scott Anderson, Mayor of Stevenson; Mike Beck, Skamania County Planner; Jeff Breckel, Chair of Stevenson Planning Commission; Leana Kinley, Stevenson City Administrator; Kelly McKee, Stevenson Downtown Association Executive Director; Ben Shumaker, Stevenson Community Development Director; Carolyn Sourek, Stevenson Public Works Director; Kevin Waters, Skamania County Economic Development Council Executive Director

"Success seems to be connected with action. Successful people keep moving. They make mistakes but don't quit."

-Conrad Hilton

The Stewards of SUCCESS! is a small committee formed to review the plan for Downtown Stevenson and hold the City accountable for its implementation. With this cover memo, the Stewards conclude their initial review of the Downtown Plan for SUCCESS!, recommend City Council adoption, highlight a successful partnership between the City and the Stevenson Downtown Association, and provide a format to periodically revisit the Plan's implementation and priorities.

### Success Requires Understanding

COVID upended our planet. The City's adoption of the Downtown Plan for SUCCESS! was equally affected. Extensive public involvement efforts were made to develop the draft plan in the Summer and Fall of 2019. That Winter, the Stewards of SUCCESS! began shepherding the plan toward adoption. Then, as the daffodils started popping up in the Spring of 2020 so did the number of confirmed COVID cases. The pandemic seized us, and the small steering committee ceased its efforts.

In the Summer of 2022, the Stewards of SUCCESS! regrouped to consider the previous work. They did so with fear that the new normal would render the pre-pandemic draft irrelevant. They were pleased when their fears were unfounded.

The aspirational nature of the plan, particularly pages 8-25, withstands the test of time. The 2022 Stewards reviewed the plan. They celebrated successful completion of some recommendations. They understood these successes a part of the large suite of actions necessary in Downtown Stevenson. The Stewards noted the document's incomplete sentences. They discussed unhelpful generalities.

They saw projects/concepts that may not happen. They saw these mistakes, understood them as part of a dynamic and evolving world, and kept moving past them. They noted all these things and are excited to recommend the City Council’s adoption of the Stevenson Downtown Plan for SUCCESS!

### Success Requires Partnerships

The City of Stevenson has a vision for downtown’s future. It’s a vision that relies on 8 big ideas. If it is to be realized, big projects will change the character of downtown over time. It will also require partnerships with boosters like the Stevenson Downtown Association. They also have a vision for the future. Their vision begins with a “historically preserved” downtown. For them, historic preservation is not just an appreciation of old things. It is an existential requirement for their organization; if the average age of downtown buildings is younger than 50 years, then Downtown Stevenson is ineligible for support under the state and federal Main Street programs.

The residents and property owners on West Cascade Avenue also have a vision for its future. The community of single-family homes on this dead end street is long established. The uses are in line with the Zoning Code, the Shoreline Master Plan, and the Comprehensive Plan. An earlier draft of this plan conflicted with that vision. By entirely excluding the west end of Cascade Avenue from this version, the previous conflicts are resolved.

The Stewards of SUCCESS! understand the rights and needs of these partners and want to ensure that their established land uses and visions for the future are followed as changes are made to the downtown building stock. This understanding will be built into the implementation strategy below, and the Stewards should remain ever mindful of it in periodic updates to the implementation strategy.

### Success Requires Action

The priorities of the Stewards of SUCCESS! involve a range of projects to be completed, concepts to be supported, and tools to be used. The items in bold indicate those activities recommended in the near term. The long list is preserved to allow reprioritization and advancement in future years. Additional project descriptions are available in the plan text and can be added in future year implementation efforts.

#### Projects

- West End Redevelopment**
- Park Plaza**
- Decorative Lighting Plan**
- Walnut Park**
- First Street Overlook**
- Adopt Design/Development Standards, Incentives, and Guidelines**
- Columbia Street Realignment
- Couplet Area Clean-Up
- Dog Park
- Form-Based Code
- Gateway Roundabouts
- Kanaka Creek Point of Interest (2<sup>nd</sup> Street)
- Parking: Fee-in-Lieu Program
- Parking: Regulatory Reduction

#### Concepts

- Traffic Calming**
- Green Gateways**
- Parking: On-Street Safety, Capacity & Convenience**
- Housing Options
- Mixed Use Development
- “Walk of Fame”/Interpretive sidewalks

#### Tools

- Buy Property**
- Build To-Suit**
- Code Enforcement
- Public Private Partnerships



# STEVENSON DOWNTOWN ***PLAN FOR SUCCESS!***

OCTOBER 2022



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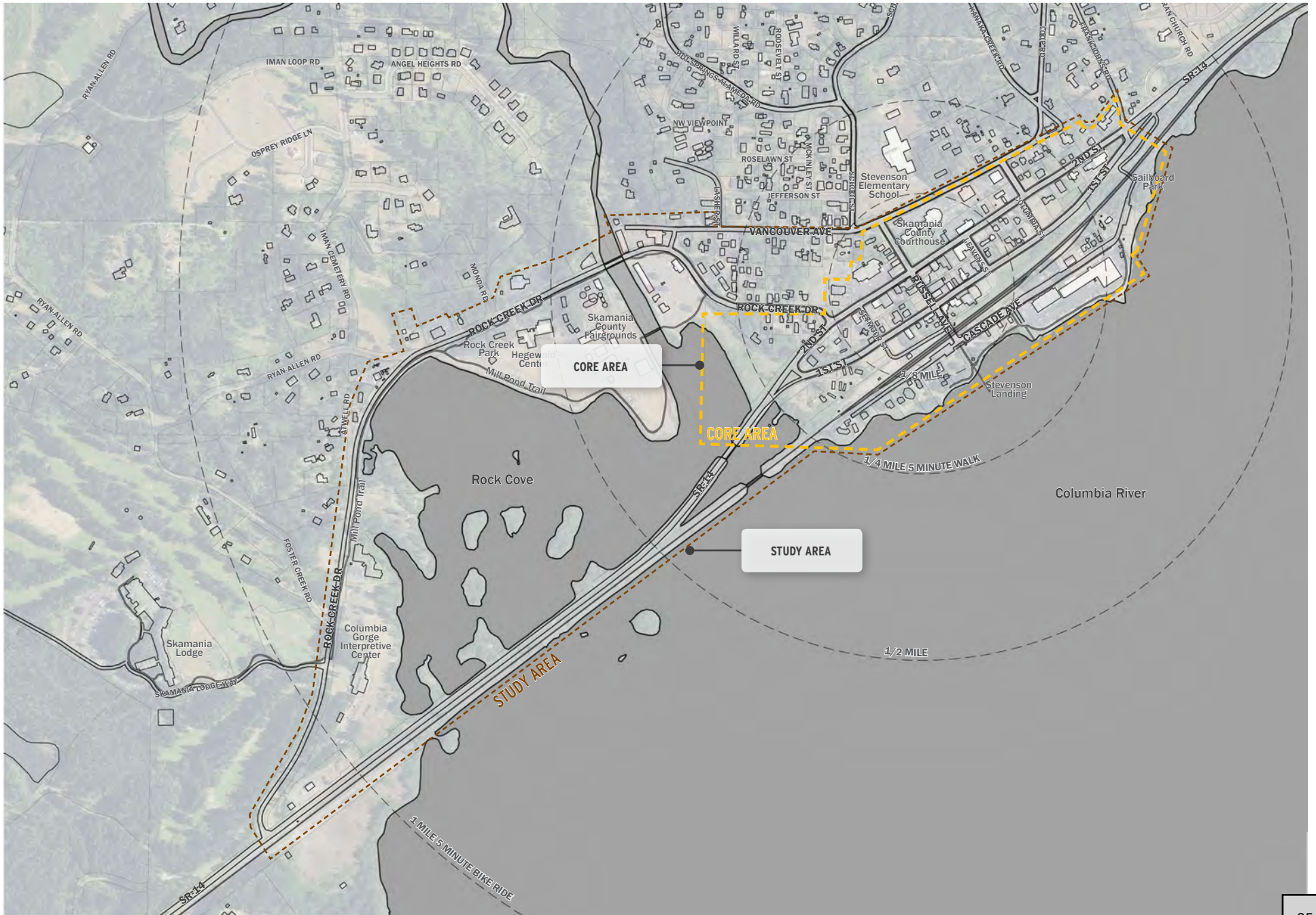
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# EXECUTIVE SUMMARY

PROJECT STUDY AREA



# PROJECT PURPOSE

Stevenson's most recent plan for the improvement of the downtown area occurred in 1991. Clearly our world has changed since then.

The Stevenson City Council has acknowledged it must develop a new plan for our urban and commercial core areas and that this plan should include strategies allowing for our sustained economic success.

## Project Study Area

The project study area consists of a larger study area, the 'influence area', that extends from the southwest intersection of Rock Creek Drive and SR 14 to Frank Johns Road. The core area extends from Rock Cove to Frank Johns Road and from the Columbia River to Vancouver Avenue. The Plan's recommendations fall within the core area only.

# PROJECT GOALS AND OBJECTIVES

## MOBILITY

A balanced network of auto, truck, walking and biking routes maintain and improve access to and through downtown.

- » Provide adequate walking and biking access regardless of age or physical condition throughout the downtown and study area.
- » Provide a network of multiple safe, direct and convenient auto, walking and biking connections between the downtown core and study area.
- » Maintain regional SR-14 auto/truck mobility through downtown.
- » Maintain access for service and maintenance vehicles to existing and future downtown businesses.

## PARKING

The parking supply facilitates efficient short-term needs and minimizes on-site parking requirements.

- » Provide adequate off-street private parking to serve existing and future development sites.
- » Provide adequate public parking to serve existing and future public uses and special events.
- » Provide adequate short-term visitor and commercial curbside parking to serve existing and future adjacent uses.
- » Ensure that parking impacts on the public realm are minimized.

## LAND USE

Development downtown is vibrant, market-driven, mixed-use, and is consistent with Stevenson's history, culture and vision for future growth.

- » Provide a range of multi-family housing types in the downtown core.
- » Strengthen and expand downtown retail and commercial uses.
- » Provide additional living-wage employment uses in the downtown core.
- » Create additional regional cultural and visitor destinations or event venues.
- » Provide new lodging or hospitality uses in the downtown core.
- » Maintain government uses in the downtown core.
- » Accommodate an appropriate mix of auto and street-oriented uses within the downtown core.

## URBAN DESIGN

The public realm is joyful, active and comfortable for residents, employees and visitors.

- » Ensure that public spaces contribute to the economic vitality of the downtown.
- » Ensure that public spaces contribute to the livability of downtown residents and employees.
- » Create a network of interconnected public spaces.
- » Create a public realm that is safe and active during all hours of the day and all seasons.
- » Strengthen existing and proposed open space amenities such as the waterfront and park plaza.

# PUBLIC ENGAGEMENT

The public engagement process was inclusive of all members of the community and included one-on-one meetings with City staff, stakeholders, elected officials, and appointed board or committee members, as well as two presentations and workshops with the public.

The Hegewald Center served as the venue for public presentation and workshops. Over 70 community members attended.

Prior to all meetings, all presentation materials were reviewed with the City's Project Manager. Each meeting included a PowerPoint Presentation, overview handout, response sheets and a follow-up summary and findings memorandum.

## Stakeholder Project Initiation Meetings

Two rounds of Stakeholder engagement were conducted. Over the course of May 13 and 14th, 2019 and July 12, 2019, 15 meetings were held and 41 stakeholders attended. Each meeting lasted approximately ½ hour, during which:

- » The Project Team reviewed a series of Draft Goals and Objectives for the Stevenson Downtown Plan.
- » Stakeholders were asked to evaluate and refine the Draft Goals and Objectives.
- » Stakeholder were asked to identify any issues or concerns that should be addressed as part of the planning process.
- » Next steps were discussed.

## Community Workshop #1

Community Workshop #1, held on August 19, 2019, was attended by 23 community members. This workshop included the presentation of existing conditions information followed by a hands-on workshop during which community members were asked to identify issues, concerns, and desires for the Stevenson Downtown Plan.

The feedback, goals and issues discussed during Community Workshop #1 were used to develop the design concepts that were presented during Community Workshop #2.

## Community Workshop #2

Community Workshop #2, held on September 23, 2019, was attended by 47 community members. The workshop included the presentation of draft concepts to the community and the solicitation of issues, concerns, and desires for the downtown plan.

The feedback, goals, and issues discussed during Community Workshop #2 used to develop the Implementation Action Plan and Plan for Success! document.

STAKEHOLDER PROJECT INITIATION MEETINGS



COMMUNITY WORKSHOP #1



COMMUNITY WORKSHOP #2



# VISION FOR SUCCESS

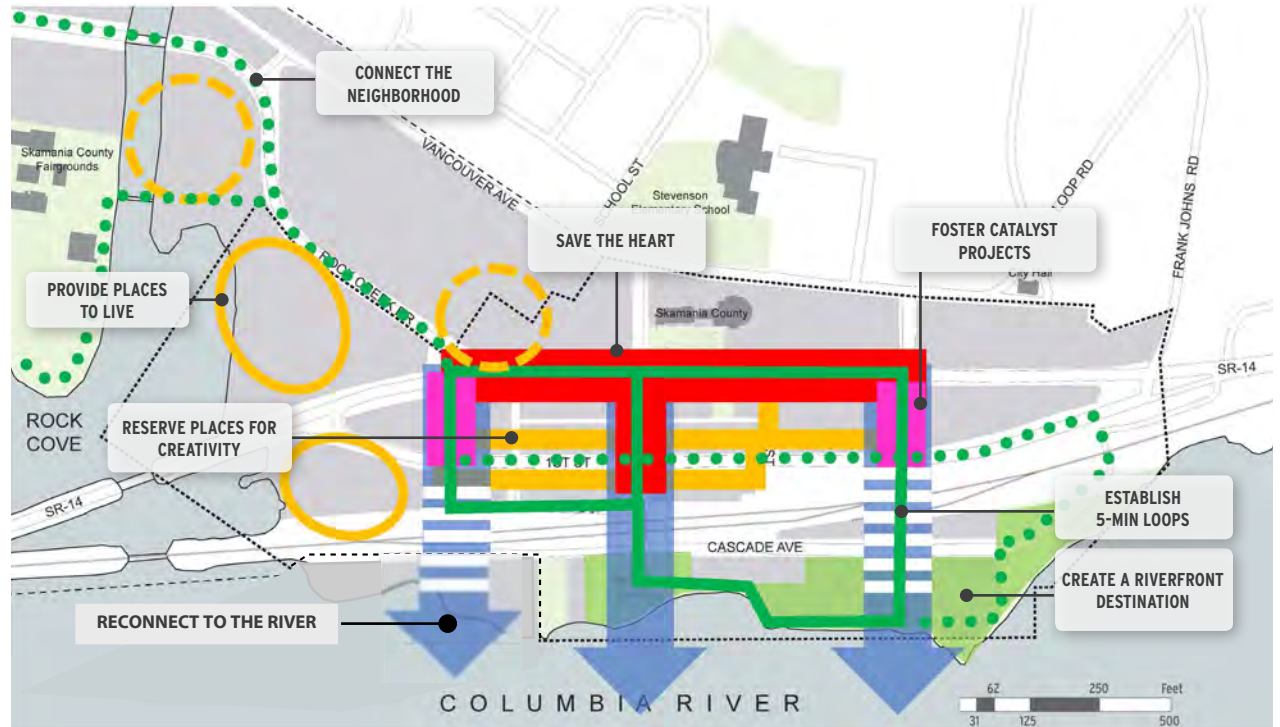
The Vision for Success provides a snap-shot of the fundamental building blocks of a successful Downtown Stevenson.

This vision was crafted by addressing the issues, concerns and ideas that were gathered throughout the planning process. The Vision has been used to guide the creation of subsequent land use, mobility, urban design plan elements and implementation strategies.

The Vision for Success is a distillation of the eight big ideas that represent the community's vision for the future of downtown Stevenson. The *Vision for Success* elements are:

- » **Save the Heart.** Strengthen 2nd Street and Russell Avenue as the commercial core of downtown.
- » **Reconnect to the River.** Capitalize on downtown's unique setting.
- » **Catalyst Projects.** Foster near-term, market-driven, and achievable development.
- » **Reserve Places for Creativity.** Strengthen 1st Street as a 'mash-up' of entrepreneurial commercial and residential uses.
- » **Build places to Live.** Create districts of high-density residential development near jobs, amenities, and services.
- » **Create a Riverfront Destination.** Attract residents and visitors to Stevenson's unique asset.
- » **Establish 5-minute Loops.** Provide safe, convenient, and interconnected downtown walking and biking routes.
- » **Connect the Neighborhood.** Provide safe and convenient downtown walking and biking linkages to major destinations outside the downtown core.

VISION FOR SUCCESS



# IMPLEMENTATION STRATEGY

The intent of the implementation strategy is to identify the public actions necessary to generate a sustained and widespread private investment while addressing the goals and objectives of the downtown plan.

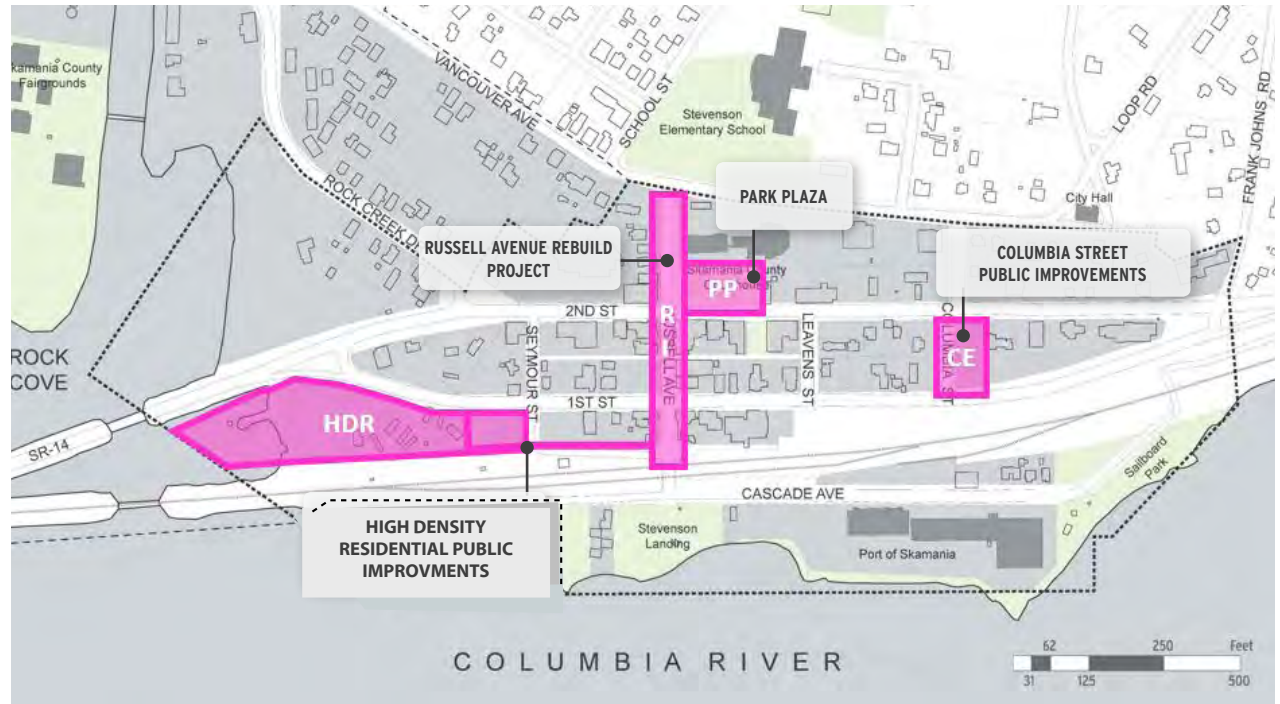
The implementation strategy includes:

- » Recommendations that are achievable and can be completed or initiated using existing and potential additional public financial and staff resources within a 5 year timeframe.
- » Identification of individual or groups responsible for leading implementation activities.
- » A preliminary timeline for project completion.
- » Current or potential funding sources, where available.

To oversee the implementation of these projects it is recommended that a ‘Stewards of Success’ Committee be formed and given the responsibility of ensuring that all projects are implemented as envisioned in a timely manner. The Committee would:

- » Include an appointed group of approximately 5 key stakeholders and downtown advocates that would be appointed on an annual basis by the City Council.
- » The Committee would meet on a 3-4 month schedule to review project proposals, project progress, and identify issues.
- » The Committee would provide a ‘Status of the Plan’ report to Council annually or sooner as deemed necessary.
- » Be dissolved upon completion of all implementation projects

## PRIORITY PROJECTS



## Priority Projects

The selected projects are those that can demonstrate that they can meet the following criteria—they are:

- » Strategically located to induce nearby private sector development
- » Positively change the public perception of the downtown
- » Create immediate redevelopment momentum
- » Stimulate Private development
- » Generate a return on public investment.

Four Priority Projects are identified. They include two current on-going projects and two projects identified by the public and assessed for economic viability by the consultant team:

- » Park Plaza
- » Russell Avenue Rebuild Project
- » Columbia Street Public Improvements
- » High Density Residential Development Public Improvements

# TEN-YEAR BUILD OUT

The Ten Year Build Out Concept provides potential long- and near-term concepts of what development may look like to meet anticipated demand based on a conservative market analysis. The Ten Year Buildout concept:

- » IS NOT a current redevelopment proposal. Illustrations have been created to test the viability of the Draft Vision for Success.
- » Includes concepts for private parcels, with owner knowledge. Does not infer that property owners agree or disagree with each concept.
- » Existing uses are NOT displaced. Any future change would require owner consent, additional planning, design, and public review.

## Market Demand

Land Use	
Commercial	26,000 s.f. building area
Multi-family	80 dwelling units
Hotel	100 hotel keys (rooms)

## Priority Project Buildout

Illustration outlined areas are market-feasible concepts for the two Priority Project areas that could be completed within the next 5 years: A three-story rental apartment project on 1st Street and a two- to three-story mixed-use project on Columbia Street.

First Street Multi-Family Residential Development:

- » High-density residential development is viable in the current market in Stevenson.
- » Wood-frame, walk-up apartments with surface parking is the most likely development form, though tuck under parking might also be feasible.
- » Housing is a key component of strengthening the economy of Stevenson and the vitality of Downtown.
- » The city currently has a shortage of rental housing. It is estimated that around 40 new apartment units and 15 new rental townhomes can be leased almost immediately.
- » It is expected that a 70-unit single-phase project would be feasible at current market rent levels (\$1.50/sf).

TEN-YEAR BUILD OUT CONCEPT



Columbia Street Mixed-Use Development:

- » Mixed-use development is also estimated to be viable, provided it includes residential units rather than office space on the upper floors. The economics improve as the residential share increases.
- » With estimated commercial demand growth of up to 2,600 square feet per year; limiting a single-phase project to 8,000 square feet of commercial space is recommended.
- » Shallow ground-floor commercial space and apartment units in the back as well as above will maximize the portion of Columbia Street that can be built out in a single phase while maintaining financial viability.

## Priority and Timing

The Columbia Street mixed-use concept to represent stronger catalytic impact than the 1st Street residential concept, as it will enhance Downtown's ability to generate visits and capture pass-through traffic.

The 1st Street concept is easier to realize and may therefore have a greater positive impact in the short run.

## Incentives and Public-Private Partnerships

The Columbia Street concept may require some public investment to be realized. Paying off-site infrastructure costs and offering reduced parking requirements or in-lieu parking fees will likely be effective incentives. Initial public ownership of the land can further reduce the developer's cost while also giving the City greater ability to ensure that the project will serve public interests.





# VISION FOR SUCCESS

# VISION FOR SUCCESS

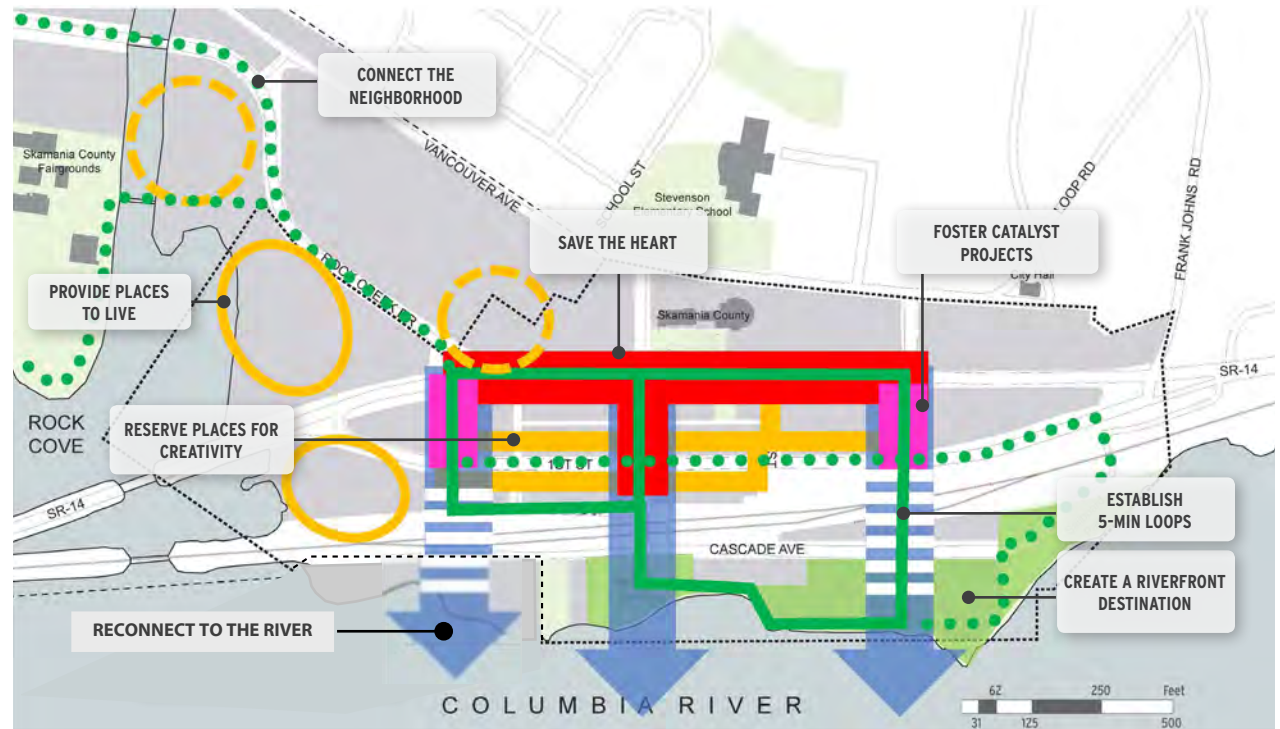
*The Vision for Success provides a snap-shot of the fundamental building blocks of a successful Downtown Stevenson.*

This vision was crafted by addressing the issues, concerns and ideas that were gathered throughout the planning process. The Vision has been used to guide the creation of subsequent land use, mobility, urban design plan elements and implementation strategies.

The Vision for Success elements are:

- » **Save the Heart.** Strengthen 2nd Street and Russell Avenue as the commercial core of downtown.
- » **Reconnect to the River.** Capitalize on downtown's unique setting.
- » **Catalyst Projects.** Foster near-term, market-driven, and achievable development.
- » **Reserve Places for Creativity.** Strengthen 1st Street as a 'mash-up' of entrepreneurial commercial and residential uses.
- » **Build places to Live.** Create districts of high-density residential development near jobs, amenities, and services.
- » **Create a Riverfront Destination.** Attract residents and visitors to Stevenson's unique asset.
- » **Establish 5-minute Loops.** Provide safe, convenient, and interconnected downtown walking and biking routes.
- » **Connect the Neighborhood.** Provide safe and convenient downtown walking and biking linkages to major destinations outside the downtown core.

VISION FOR SUCCESS



# Save the Heart

*Strengthen 2nd Street and Russell Avenue as the commercial core of downtown.*

Success means concentrating on the center of the community and then working outward to the surrounding areas. Stevenson is small community with limited resources in time and money. By concentrating these resources at the heart, improvements will catalyze sustained and widespread success.

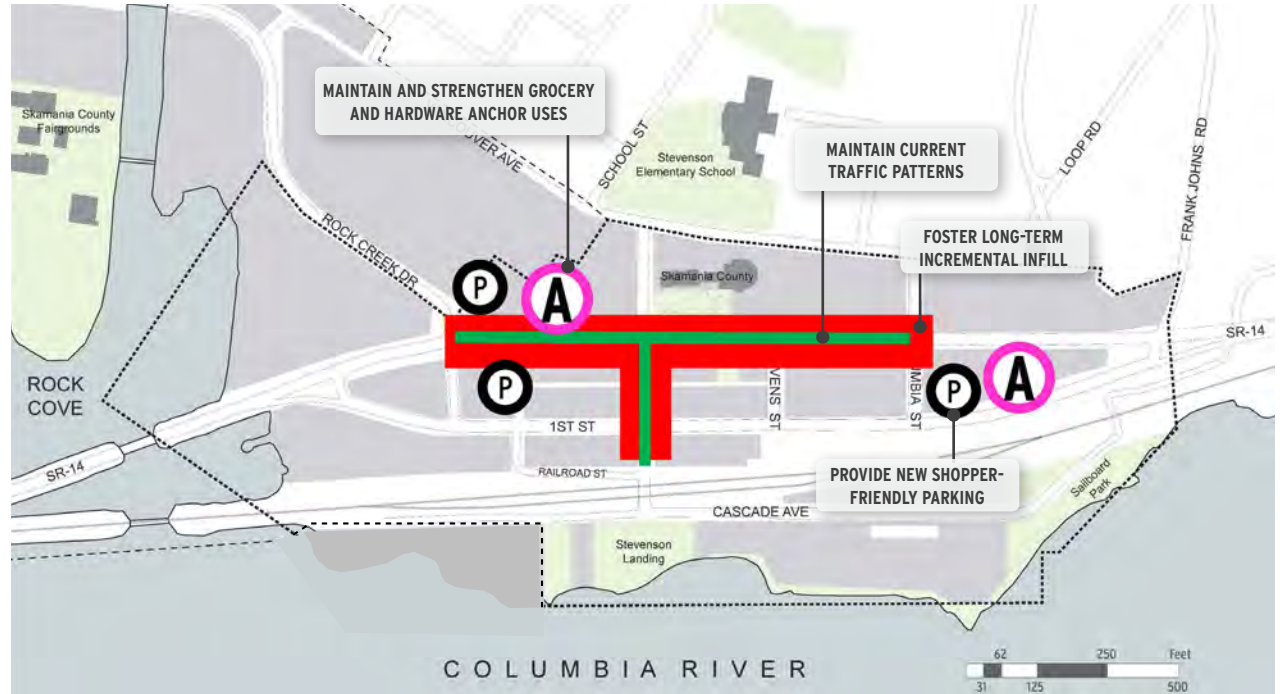
Saving the Heart elements includes:

- » **Maintain and Strengthen Anchor Uses.** Draw shoppers downtown and are essential for multi-family residential development.
- » **Maintain Current Patterns and Traffic Volume.** Explore 1st Street traffic diversion only when average daily trips exceed 15,000 ADT.
- » **Provide new 'shopper-friendly' parking.** Locate adequate parking near destinations in areas that do not impact the walking and biking environment.
- » **Foster long-term, incremental infill.** Street-oriented commercial development.
- » **Foster Park Plaza as the focus for day and evening activity**

In addition, the following should be the focus of any efforts in the Downtown:

- » Promote compact development comprised of walking-oriented retail and service uses within a 5 minute distance from Rock Creek drive to Columbia Street
- » Connect new development on Rock Creek Drive extension and Columbia Street with walking loop enhancements.
- » Accommodate auto-oriented commercial from Frank Johns Road to Columbia Street and from Rock Creek Drive to Rock Cove.

## SAVE THE HEART



## SAVE THE HEART CONCEPT (LOOKING SOUTH)



**MAINTAIN ANCHOR USES**



**Maintain and Strengthen Anchor Uses**

*Maintain and strengthen anchor uses that draw shoppers downtown and are essential for multi-family residential development.*

Success means ensuring that Stevenson residents have access to the shopping destinations they use on a daily or weekly basis without having to drive to another community to shop at a hardware store, a pharmacy, or a grocery store. This is especially important for those who do not have easy access to transportation. Unlike many rural communities, Stevenson is a not a ‘food desert,’ as the community has existing access to affordable foods that make up the full range of a healthy diet.

As the downtown adds more residents, easy access to anchor uses results in fewer and shorter auto trips that in turn result in less traffic congestion, less competition for scarce parking, and less pollution. Because these uses generate a considerable amount of household trips, their proximity to adjacent businesses provides economic benefits. Where people have comfortable, direct, and convenient walking access between an anchor use and other businesses, many shoppers will park once and combine discretionary shopping or dining activities with their trip to an anchor use.

**MAINTAIN TRAFFIC USES**



**Maintain Current Patterns and Traffic Volume**

*Maintain current patterns and traffic volume (7,000 ADT on 2nd Street). Explore 1st Street traffic diversion only when average daily trips exceed 15,000 ADT.*

Success means strengthening and concentrating street-oriented retail activity between Rock Creek Drive and Columbia Street by maintaining the essential vehicle elements—such as two-way traffic and curbside parking — that contribute to the historic Main Street character distinguishing Downtown Stevenson from other Skamania County and Columbia Gorge commercial centers.

Because Downtown Stevenson is not a high-density urban center, street-oriented retail businesses require drive-by traffic for economic viability. Generally, a minimum of approximately 5,000 average daily vehicle trips (ADT) is needed to provide sufficient customers. With too much traffic (above approximately 15,000 ADT), the sidewalk environment is severely impacted by excessive noise, odors, vibration, and reduced walking and biking access. Currently, retail traffic on 2nd Street is ‘right sized’ between these two extremes.

**PROVIDE NEW COMMERCIAL LOTS**



**Provide New ‘shopper-friendly’ Parking**

*Locate adequate parking near destinations in areas that do not impact the walking and biking environment.*

Success means ensuring that this critical element of downtown retail vitality is not ignored. While some shoppers will arrive by foot or by bicycle, many will arrive by car. If shoppers do not find shopper-friendly parking, they will simply go elsewhere.

On-street curbside parking in front of retail shops, and surface parking lots behind retail, must be designed and located to attract retail customers. Front door curbside parking is especially important—it is preferred by most shoppers and is generally in short supply. For retail success, this asset must be preserved.

Since not all shoppers can be accommodated with on-street parking, providing adequate off-street parking in lots is also essential. Surface parking lots behind retail businesses should be designed with convenient auto access from retail side streets, a spacious layout without dead-end auto circulation, convenient and direct pedestrian access from the lot to the retail street, and a well-lighted and safe environment for nighttime use.

2ND STREET INFILL SITE



RUSSELL AVENUE INFILL SITE



2ND STREET LONGTERM PARKING LOT REDEVELOPMENT



**Foster Long-Term, Incremental Infill.**

*Street-oriented commercial development.*

Success means attracting new and emerging market trends and demand. The national retail landscape looks quite different today than it did even ten years ago. The way consumers make purchasing decisions has been dramatically changed by online retailers that deliver products directly to consumers, thereby reducing the need for brick and mortar stores.

Yet, as electronic technology has made it possible to live and shop without entering a store, there is still a proven need for many to connect with others and a need for customer service that can only be achieved face-to-face. As a result, there is still strong demand for 'experience shopping' that is defined as shopping, interacting socially, and meeting informally in authentic and pedestrian-friendly places—exactly the type of place that Downtown Stevenson can offer.

Attracting developers and recruiting tenants will require actions and financing strategies that will provide investor 'certainty and predictability' that Downtown is 'open for business' and worthy of investment. This will include removing barriers to development such as excessive parking or other development requirements, along with targeted investment in public improvements and amenities that set the stage for new investment.

# Reconnect to the River

## Capitalize on Downtown's Unique Setting.

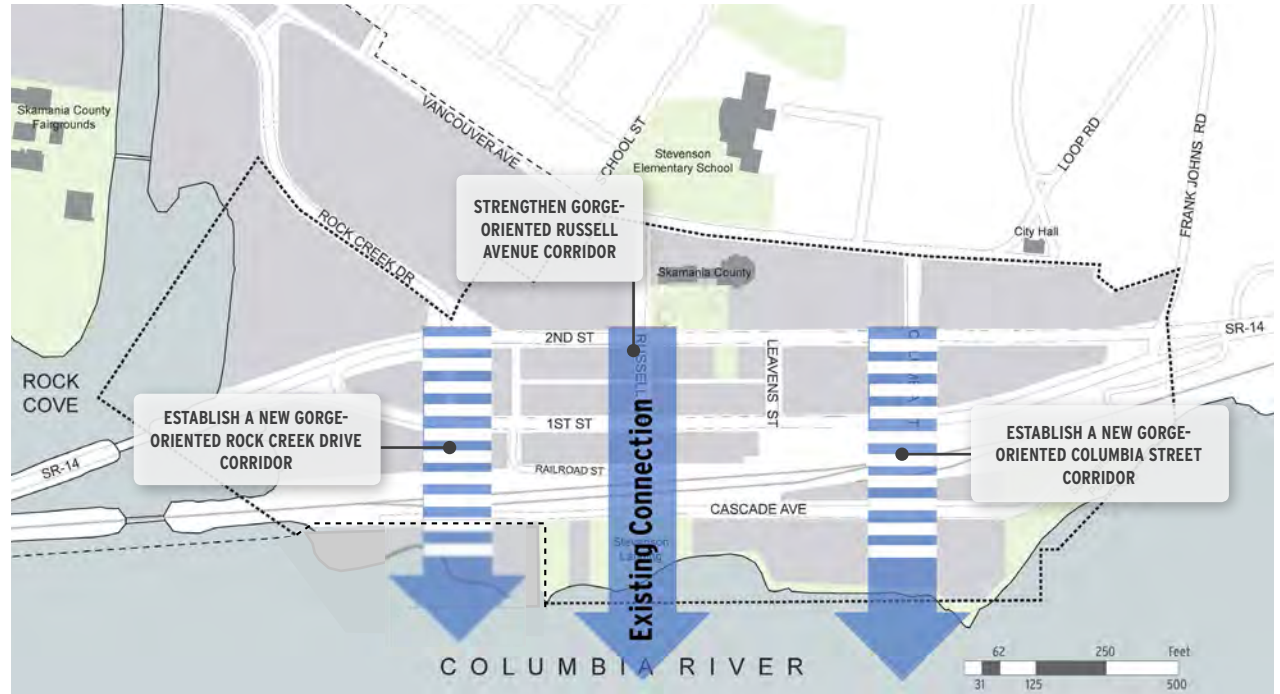
Success means strengthening and building upon the natural environment—the Columbia River Gorge. Stevenson's very existence is intertwined with the Columbia River. Providing better access, both visually and physically, is important historically, spiritually, and culturally, as well as economically.

Over time, downtown's linkage to the river has been weakened by barriers and planning decisions that have in many instances resulted in development turning a shoulder to the Gorge. A concerted effort to reimagine and repair the this connection with a series of corridors that feature the Gorge will attract visitors and residents alike.

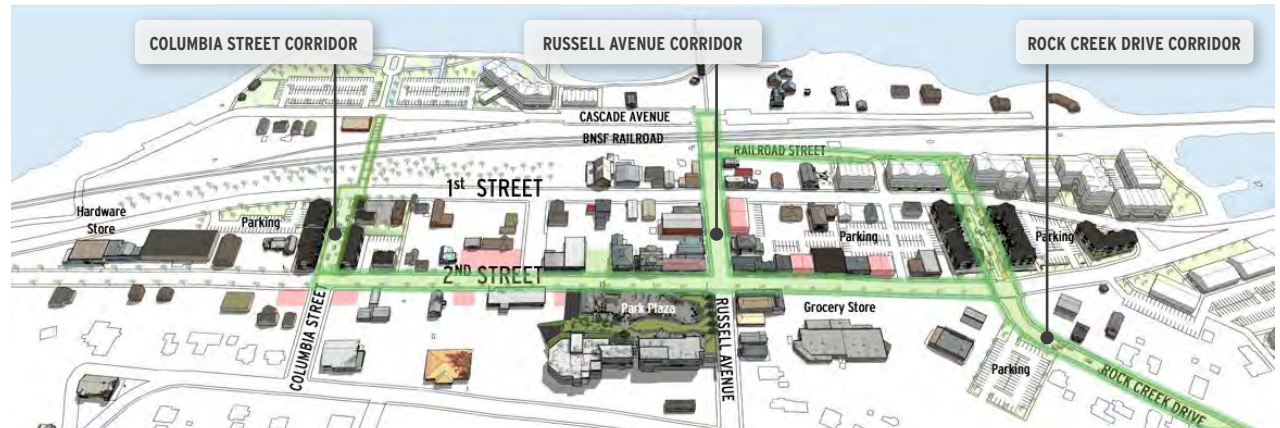
The *Reconnect to the River* elements are:

- » **Strengthen Gorge-Oriented Russell Avenue Corridor.** Implement all planned street enhancements.
- » **Establish a New Gorge-Oriented Rock Creek Drive Corridor.** Provide new view corridor, roadway, walking, and biking linkage via Railroad Street.
- » **Establish a New Gorge-Oriented Columbia Street Corridor.** Enhance view corridor, enhanced roadway, and new walking and biking linkage over railroad tracks.

## RECONNECT TO THE RIVER



## ESTABLISH GORGE-ORIENTED CORRIDORS (LOOKING SOUTH)



### RUSSELL AVENUE



#### **Strengthen Gorge-Oriented Russell Avenue Corridor**

*Implement all planned street enhancements.*

Success means strengthening the existing Gorge 'window' connection between the commercial core, the river, and Stevenson Landing. The physical improvements of the Russell Rebuild Project are important to complete. Other improvements should be advanced as well, and may include 'pedestrian accelerator' projects that make it easier and more desirable for those leaving cruise lines to easily access current and future businesses.

### ROCK CREEK DRIVE EXTENSION



#### **Establish a New Gorge-Oriented Rock Creek Drive Corridor**

*Provide new view corridor, roadway, walking, and biking linkage via Railroad Street.*

Success means providing motorists driving along 2nd Street with a view 'window' to the Gorge and development sites. Capturing this drive-by traffic is essential for the economic success of proposed westside mixed-use development along a new extension of Rock Creek Drive. The view window also improves access to new residential development and a direct linkage for those visiting Columbia Gorge Interpretive Center, staying at the Skamania Lodge, or attending an event at the County Fairgrounds along the existing Rock Creek Drive.

### RE-ALIGNED COLUMBIA STREET



#### **Establish a New Gorge-Oriented Columbia Street Corridor.**

*Enhance view corridor, enhanced roadway, and new walking and biking linkage over railroad tracks.*

Success means providing motorists driving along 2nd Street with an enhanced view 'window' to the Gorge. Capturing this drive-by traffic is essential for the economic success of proposed mixed-use development along Columbia Street. The window also improves access between 2nd Street and eastside neighborhoods as well as the Port of Skamania. A complete connection will likely need to be phased as it will require more time for coordination and negotiation of an access route over the Burlington Northern Railroad. However, the benefits will be substantial, as it will offer an unobstructed, train-free connection with unmatched views in all directions from high above the trackway.

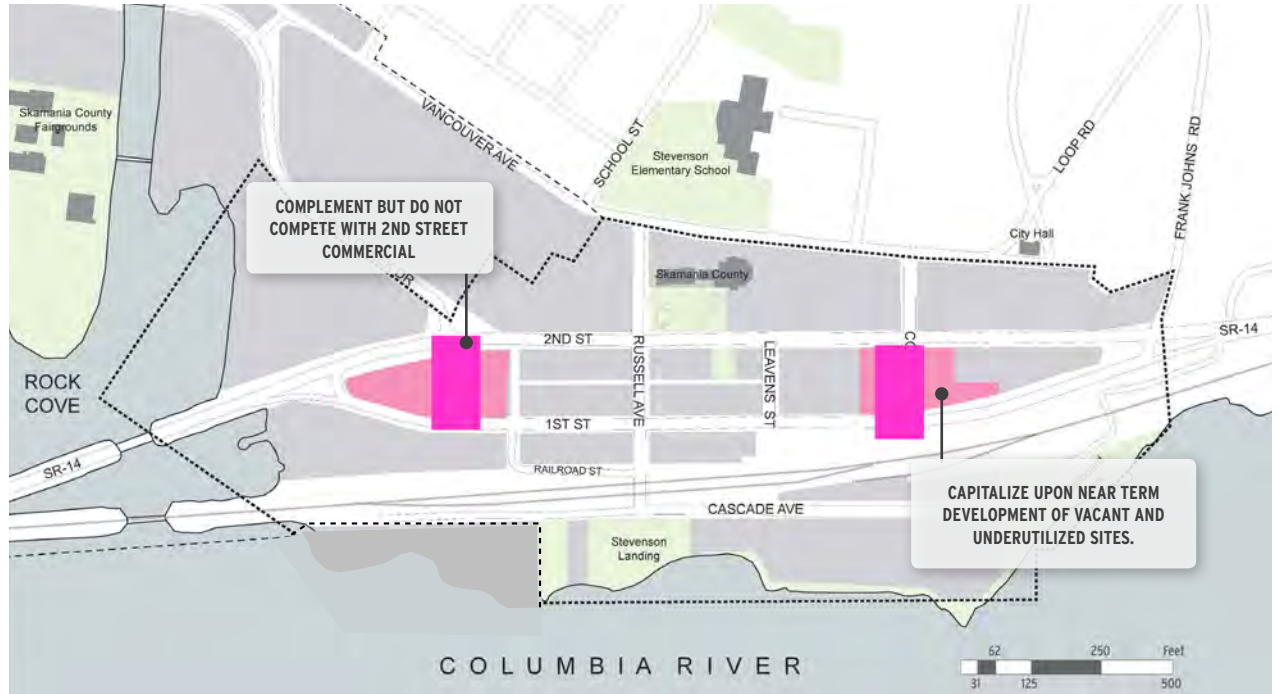


# Foster Catalyst Projects

*Foster near-term, market driven, achievable development.*

Success means pursuing and developing catalyst projects within a 5-year horizon. While current national and local market trends and demographics are favorable, this condition may not last forever. The current development cycle will slow at some point. Moreover, there are substantial community needs. Currently, a significant affordable multi-family housing 'gap' exists. Urgent action to address the housing gap and achieve a better jobs/housing balance will help resolve social needs as well as result in substantial economic benefits for both residents and businesses.

## FOSTER CATALYST PROJECTS



## FIVE YEAR PROJECTS (LOOKING SOUTH)



**COURTYARD**



**Complement but do not compete with 2nd Street commercial.**

*Create a new and unique shopping experience.*

Success means attracting new customers, especially visitors who are currently doing business and spending dollars elsewhere. Since current demand is not extensive, the intent of the Catalyst Projects to make the most of this limited supply by directing it to locations where success won't just be limited to the development site but will spill business over to existing adjacent uses. The two proposed Catalyst Projects along Columbia Street and a new Rock Creek Drive extension will provide the necessary proximity to result in shared success.

**UNDER-UTILIZED SITES**



**Capitalize upon near term development of vacant and underutilized sites.**

*Complement existing uses.*

Success means targeting development toward sites where feasible projects can be built with the fewest constraints. Meeting the 5-year timeframe requires focusing on areas with fewer impacts on existing businesses or residents, where adequate land is available to build structures and parking, and where there is willing property owner interest.

# Reserve Places for Creativity

*Strengthen 1st Street as a 'mash-up' of entrepreneurial commercial and residential uses.*

Success means setting the stage for the most game-changing businesses. Downtown places should be provided not only for well-heeled developers, but also for the 'little guy'; local property owners and investors, to participate in the revitalization and ultimately the financial success of Stevenson's downtown. The result will be a more equitable, and more interesting and richer, downtown 'laboratory' for emerging or experimental development.

The *Reserve Places for Creativity* elements:

- » **Foster Diverse Incremental Infill.** Remove barriers for innovative risk-taking residential and commercial development.

RESERVE PLACES FOR CREATIVITY



INCREMENTAL DEVELOPMENT SITES (LOOKING SOUTH)



ADAPTIVE REUSE



FOOD CART POD



**Foster diverse incremental infill.**

*Remove barriers for innovative, risk taking residential and commercial development.*

While 2nd Street fits the mold of a traditional Main Street, success along 1st Street will require fostering an identity that is shaped by diversity and by trend setting development that may break the rules of traditional real estate development. Along 1st Street, there are a number of quirky sites and buildings that are well suited for those with imagination who are not adverse to risk-taking development.

# Build Places to Live

Create districts of high-density residential development near jobs, amenities, and services.

Success means recognizing, supporting, and prioritizing housing as a key component of strengthening the economy of Stevenson and downtown vitality. Market analysis indicates a shortage of housing units in the city, especially smaller units offered at low rental rates. This unmet demand creates an opportunity for residential development that may be lost if housing is not provided and prospective residents settle in other areas. Loosing these prospective residents will likely limit business growth in the city, as it will reduce the availability of labor.

The *Build Places to Live* elements are:

- » **Build It Now.** Infuse downtown with a significant amount of development to meet pent-up demand.
- » **Provide Equitable Housing.** Foster a range of housing types for people of different ages and incomes.
- » **Plan for Success.** Reserve areas for future/long-term growth.

## BUILD PLACES TO LIVE



## MULTI-FAMILY DEVELOPMENT (LOOKING SOUTH)



### MULTI-FAMILY HOUSING



#### Build It Now

*Infuse downtown with a significant amount of development to meet pent-up demand.*

Success means building housing types that are easier to realize and may therefore have a greater near-term positive impact. High-density standalone residential development is most viable in Stevenson's current market. Wood-frame, walk-up apartments with a combination of surface parking tuck-under parking is the most feasible development form. Mixed-use development is also estimated to be viable, provided it includes residential units rather than office space on the upper floors. The economics improve as the residential share increases.

### SENIOR HOUSING



#### Provide Equitable Housing

*Foster a range of housing types for people of different ages and incomes.*

Success means providing incentives and creating public-private partnerships to spark housing development. In some instances, affordable housing may require some public investment to be realized. All creative financing options for incentivizing development should be considered, including paying off-site infrastructure costs and offering reduced parking requirements or in-lieu parking fees. In addition, initial public ownership of the land can further reduce the developer's cost while also giving the City greater ability to ensure that the project will serve public interests.

### LONG-TERM HOUSING SITES



#### Plan for Success

*Reserve areas for future/long-term growth.*

Success means understanding that Stevenson will grow and attract new residents from outside the community who may have the financial capacity to pay for market-rate housing. To ensure that there are adequate affordable housing opportunities for those currently living in Stevenson and to avoid displacing those most at risk as the community grows, a supply of both market-rate and affordable housing sites must be identified to meet anticipated future demand.

# Create a Riverfront Destination

*Attract residents and visitors to Stevenson's unique asset.*

Success means that people throughout the region, or even nationwide, associate Stevenson with a thriving and inviting riverfront that fully capitalizes upon its iconic setting. Stevenson is known as a place that is:

- » Authentic, capturing the history, spirit and culture of the community and greater Columbia River Gorge
- » Inclusive, attracting residents and visitors alike
- » Prosperous, growing jobs and improving all residents' quality of life
- » A place of community pride and identity that is worthy of a postcard or an Instagram # moment.

The *Create a Riverfront Destination* elements are:

- » **Unify with Green.** Provide additional usable park space adjacent to the river for a variety of active and passive uses
- » **Add Complementary Uses.** Strategically locate additional visitor-oriented development to capitalize upon unmet market demand

## CREATE A RIVERFRONT DESTINATION



## RIVERFRONT DESTINATION (VIEW LOOKING SOUTH)



### ACTIVE PARK SPACE



#### Unify with Green

*Provide additional usable park space adjacent to the river for a variety of active and passive uses*

Success means creating a public realm that is worthy of its setting. Rather than treating the great Columbia River as a backwater, a setting is created that re-establishes the riverfront as a threshold and front door to the Downtown. In addition to ensuring that the natural environment of the shoreline is protected, a considerably greater amount of active and passive park space is added, where the community can play, celebrate, or simply sit and enjoy the world-class setting.

### VISITOR-ORIENTED DEVELOPMENT



#### Add Complementary Uses

*Strategically locate additional visitor-oriented development to capitalize upon unmet market demand*

Success means that more members of the community benefit financially from the riverfront. This could mean additional family-wage working-waterfront jobs that build on the existing craft brewery, distillery, and cidery uses, or an infusion of market-supportable uses that are not present today but could be feasible with an improved waterfront setting. Potential new uses may include jobs associated with watersports, cruise lines, and visitor-oriented uses such as restaurants, shops and galleries.



# Establish 5-Minute Loops

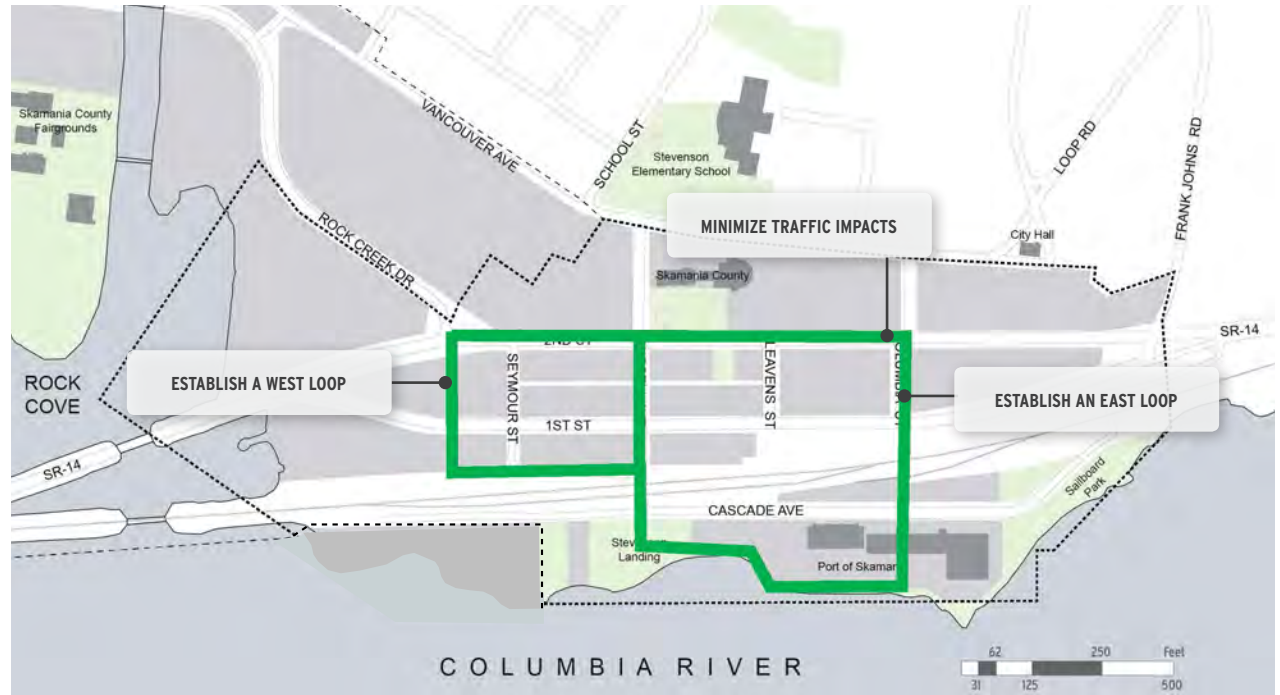
Provide safe and convenient interconnected downtown walking and biking routes.

Success means that the pedestrian is the priority and that all planning and land use decisions strengthen and reinforce this priority. Streets and paths are not simply utilitarian connections, but are also attractive and enjoyable public spaces. In Downtown Stevenson, streets should have a strong bias toward those walking, biking, or using transit. All sidewalks and crosswalks must be designed to meet the needs of the most vulnerable—the young, old, and physically challenged. Understanding that a quarter-mile or a 5-minute walk is typically the maximum length that people will comfortably walk, especially in Stevenson’s hilly terrain and rainy climate, a network of direct, convenient, and safe routes that link users to shopping, service and residential destinations is essential to fostering walking.

The *Establish 5-Minute Loops* elements are:

- » **Minimize Traffic Impacts.** Address pedestrian and driver safety issues at crosswalks and intersections on 2nd Street.
- » **Establish a West Loop.** Provide a multi-use path to potential redevelopment areas.
- » **Establish an East Loop.** Provide an additional direct and convenient walking and biking connection to the riverfront.

## CREATE A RIVERFRONT DESTINATION



## 5-MINUTE LOOPS (LOOKING SOUTH)



**IMPROVE DRIVER-PEDESTRIAN AWARENESS**



**Minimize Traffic Impacts**

*Address pedestrian and driver safety issues at crosswalks and intersections on Second Street*

Success means strengthening 2nd Street businesses and capturing additional retail development by fostering strolling, window shopping, and café dining activities. Significantly minimizing the impacts of truck and autos is needed. Despite the presence of the pedestrian yellow flag program, pedestrians are still at risk at all crossings along 2nd Street according to County Sheriff crash data. To address this, the City and WSDOT should explore roadway design and speed limit policy changes to improve driver awareness of pedestrians at both mid block and intersection crosswalks.

**WEST LOOP AT RAILROAD STREET**



**Establish a West Loop**

*Provide a multi-use path to potential redevelopment areas*

Success means filling sidewalk gaps as part of redevelopment of larger parcels on the westside of the Downtown core and new walking and biking path connecting 2nd Street and the redevelopment areas, Railroad Street, and the Stevenson Landing.

**EAST LOOP AT COLUMBIA STREET**



**Establish an East Loop**

*Provide an additional direct and convenient walking and biking connection to the riverfront*

Success means filling sidewalk gaps as part of the redevelopment of larger parcels on the eastside of the Downtown core and new walking and biking path and bridge over the BNSF railroad tracks connecting 2nd Street to the redevelopment areas, the Riverfront Port of Skamania properties, existing park space and the Stevenson Landing.

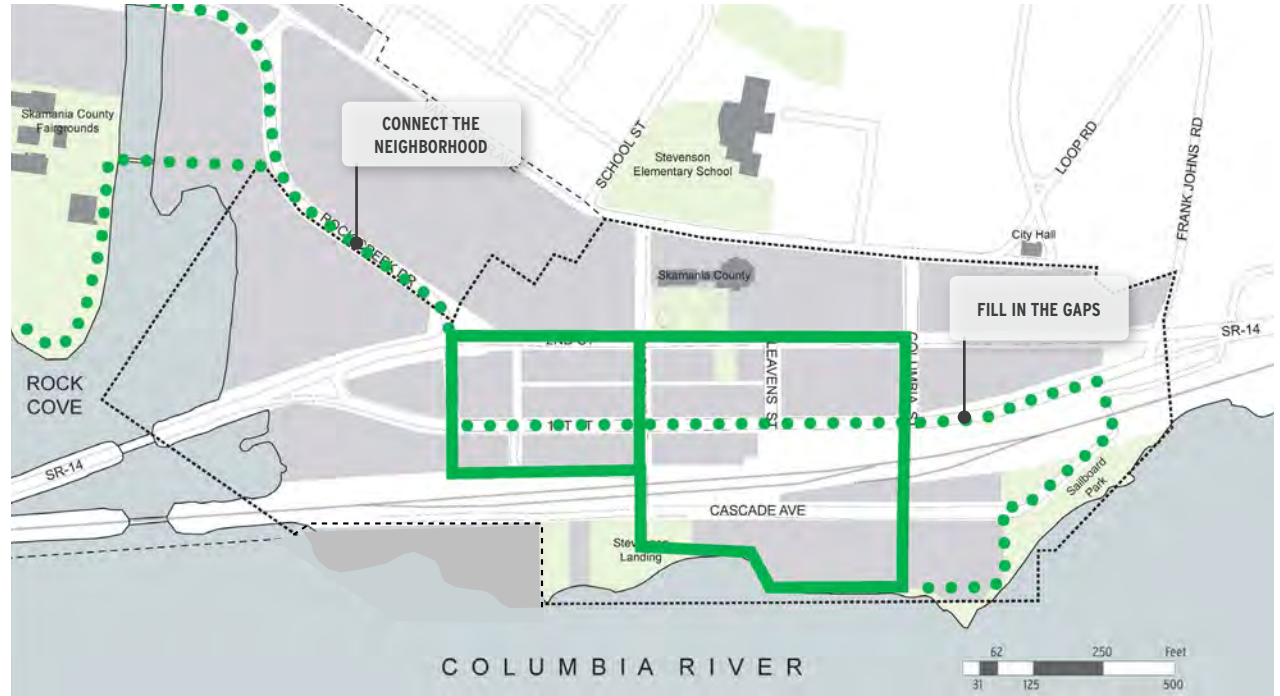
# Connect the Neighborhood

*Provide safe and convenient downtown walking and biking linkages to major destinations outside the downtown core.*

Success means providing improvements to link the current walking and biking path along and through the Skamania County Fairgrounds to Rock Creek Drive, through redevelopment parcels south of 2nd Street, and along Railroad Street to Russell Avenue, Cascade Avenue, and the Columbia River.

The paths would complement planned commercial street improvements in the downtown core by providing access to adjacent neighborhoods and outlying destinations such as the Columbia Gorge Interpretive Center, Skamania Lodge, and even the Pacific Crest Trail and Bridge of the Gods. These uses offer an untapped market of potential Downtown clients and customers if a more cogent and intuitive connection can be made.

## CONNECT THE NEIGHBORHOOD



## FILL IN THE GAPS (LOOKING SOUTH)



### 5-MINUTE BICYCLE CONNECTIONS



### PROTECTED BICYCLE INTERSECTION



### Bicycle Emphasis

Because these destinations are outside a comfortable 5-minute walking radius, an emphasis on biking-supportive infrastructure is recommended. To attract bicyclists means addressing barriers that discourage riding, including minimizing or removing auto conflicts such as driveways and providing protected intersection crossings.



### Framework Goal

A balanced network of auto, truck, walking and biking routes maintain and improve access to and through downtown.

### Framework Objectives

- » Adequate walking and biking access regardless of age or physical condition throughout downtown and study area
- » Network of multiple safe, direct and convenient auto, walking and biking connections between downtown and study area.
- » Maintain regional SR-14 auto/truck mobility through downtown.
- » Maintain access for service and maintenance vehicles to existing and future downtown businesses.
- » Divert some auto and truck traffic from 2nd Street to 1st Street.
- » Explore additional or improved auto and bike/pedestrian access to the waterfront.
- » Access concepts that focus on fun, tourism and recreation.
- » Frame Stevenson as a “regional trailhead.”
- » Explore a walking and biking “loop trail.”

# MOBILITY FRAMEWORK

# MOBILITY FRAMEWORKS

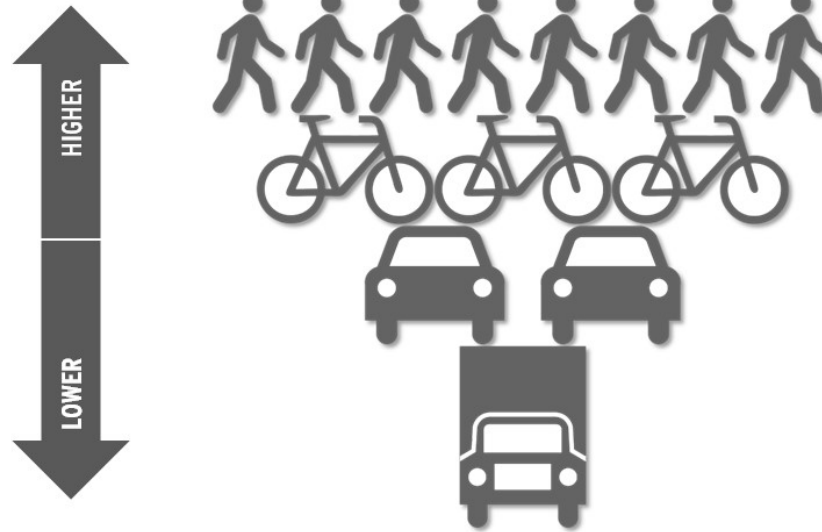
The framework describes individually auto, truck, transit, walking and biking elements. However, the intent of the mobility framework is to integrate all modes into a multi-modal network of balanced 'complete streets' and paths that equitably serve everyone, regardless of age and physical ability.

The Downtown Stevenson mobility framework includes:

- » Policy and regulatory recommendations, design and engineering concepts, and recommendations for the operation of existing and future roadways and rights of way to make the Downtown Stevenson's transportation network safer and more efficient.
- » Recommendations that are intended to reduce motor vehicle-related crashes and protect the most vulnerable— the young, old, and disabled who are most at risk.
- » Concepts that promote walking and bicycling as a viable 'active' transportation alternative to driving a motor vehicle. Significant increase in the daily trips by these modes is anticipated when a complete network is completed.
- » Is integrated into the land use framework, thereby resulting fewer and shorter trips by all modes, and in turn providing economic benefits as a result of building less auto-related infrastructure such as parking.
- » A network of improvements that can provide health benefits by promoting walking and bicycling by providing safer places to achieve physical activity.

The framework is not a one-size-fits-all approach. Rather, streets and pathways respond to and are based on the existing Downtown context and establish a setting for future growth and economic development. Moreover, the framework is comprehensive. It addresses a full range of elements, such as travel lanes, sidewalks, bicycle lanes, bus stops, crosswalks, curb extensions, vehicle travel lanes, streetscape, and landscape treatments.

## PRIORITIZE THE PEDESTRIAN



## DESIGN FOR THE MOST VULNERABLE

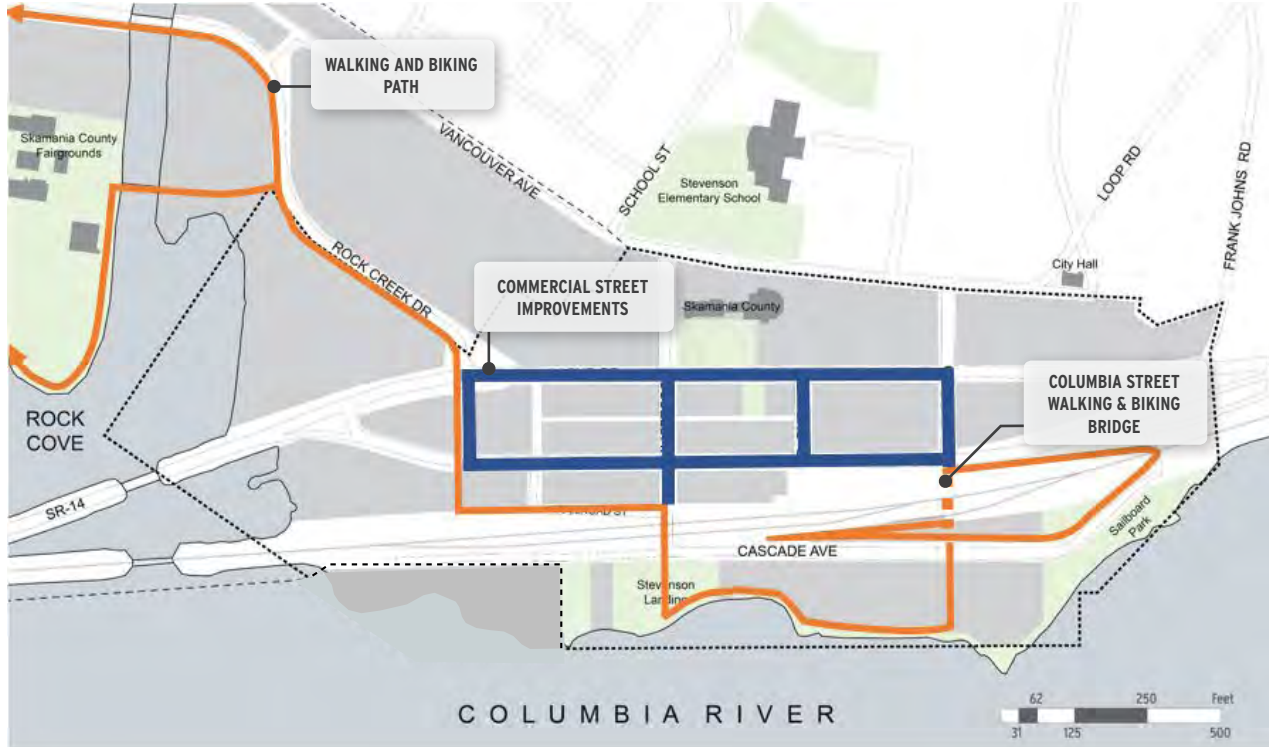


## Walking and Biking Mobility Framework

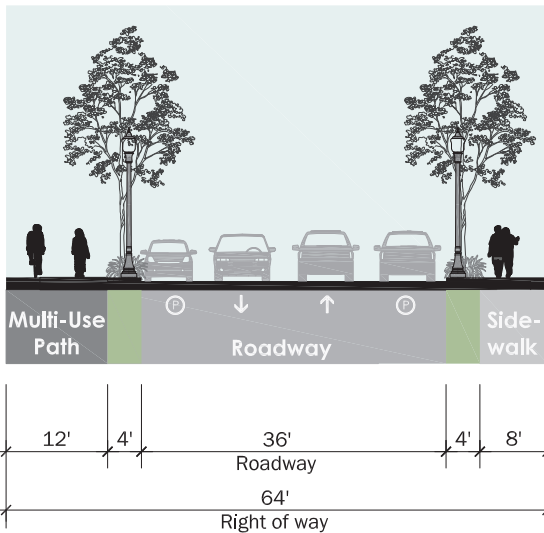
The intent of the walking and biking framework is to ensure that safe, direct, and convenient access is provided both within downtown and from adjacent neighborhoods and connect to open space destinations.

The framework addresses and provides concepts to bridge existing barriers and establishes routes that can be used by all regardless of age or physical stature. The framework elements 'fill in the gaps' along existing streets where sidewalks and crosswalks currently are not present. Moreover, the framework strives to create not simply utilitarian connections, but rather a network of '5 minute loop' routes that are attractive and enjoyable. Key elements of the framework include:

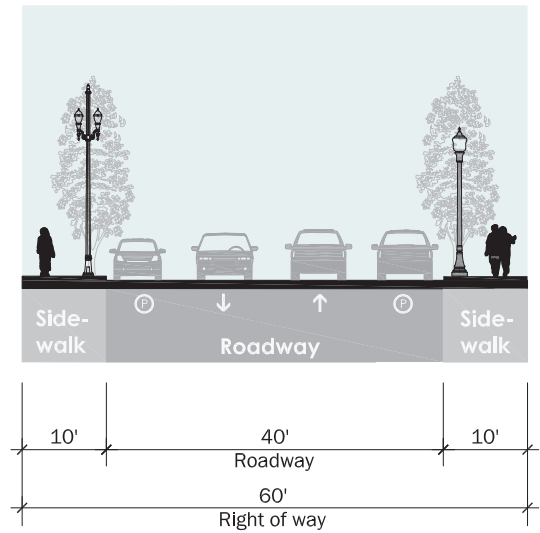
### WALKING AND BIKING MOBILITY FRAMEWORK



### ROCK CREEK EXTENSION



### COMMERCIAL STREET IMPROVEMENTS





2ND STREET SLOW SPEED CORRIDOR EXAMPLE



STRATEGIC SIDEWALK WIDENING



PERMIT 'STREET SEATS'



### Commercial Street Improvements

These street segment improvements recognize the walking and biking environment as an essential economic development strategy for street-oriented retail and multi-family residential development and identify essential improvements along 2nd and 1st Streets, the proposed Rock Creek Drive extension, and Columbia Street. Downtown is well positioned to fulfill this experience shopping niche if it can strengthen and foster strolling, window shopping, and café dining activities. Recommended improvements include:

- » **2nd Street Slow Speed Corridor.** Designate a 2nd Street 'slow speed corridor' to reduce fatal and severe injury crashes. The City and WSDOT should explore roadway design changes to improve driver/ pedestrian awareness at both mid-block and intersection crosswalks. The posted speed limit through downtown is currently 25 miles per hour. While this is generally not excessive, the intimate design of Downtown's narrow 60-foot right-of-way, may mean that it is too high for drivers to respond to walkers at crosswalks or other motorist pulling out of curbside parking spaces. A reduced 20 MPH traffic speed limit between Columbia Street and Rock Creek Drive—recommended for further study—would require approval by WSDOT and additional crash data and speed history assessment to confirm whether speed is an issue.

- » **Strategic Sidewalk Widening.** As properties redevelop, sidewalks should be widened to 12-15 feet as a public easement of private parcels. The current 10-foot-wide sidewalks are adequate for walking and some landscaping but are too narrow to comfortably accommodate rows of café seating without adversely narrowing the walking zone. The Park Plaza is another opportunity for replacing a portion of the existing curbside parking spaces near the intersection of Russell Avenue and the current mid block crosswalk. Planned activities such as the farmers market would benefit from additional space and a wider sidewalk could result in better driver-pedestrian visibility and fewer parking-driving conflicts.
- » **Eliminate driveways.** Consolidation, narrowing, or elimination of driveways along 2nd Street as properties redevelop should be considered. Removing driveways would result in a continuous storefront-to-storefront window shopping experience, removal of unsafe auto-pedestrian conflicts, and potential opportunities to improve sloped sidewalk conditions that are especially difficult for those who are physically challenged to navigate. Driveway removal may also result in additional curbside parking.

- » **Encouraging building owner to provide sidewalk rain protection.** Providing canopies and awnings along all street frontages will promote walking and strolling in winter months.
- » **Permit 'street seats.'** On a case-by-case basis, the City and WSDOT should consider allowing property owners to convert adjacent curbside parking lanes into short-term seasonal public uses, such as café seating or a green space 'parklet' if enhancement to street vitality and benefits for local businesses can be demonstrated.

### ROCK CREEK WALKING AND BIKING PATH



### Walking and Biking Path

The objective of the Walking and Biking Path is to link the current walking and biking path that exists along and through the Skamania County Fairgrounds to Rock Creek Drive, through redevelopment parcels south of 2nd Street, and along Railroad Street to Russell Avenue, Cascade Avenue, and the Columbia River. The improvements would complement planned commercial street improvements in the downtown core by providing access to adjacent neighborhoods and outlying destinations such as Skamania Lodge. Since these destinations are outside a comfortable 5-minute walking distance from the downtown core, an emphasis on biking-supportive infrastructure is recommended. Attracting bicyclists requires addressing the barriers that discourage riding, such as by minimizing or removing auto conflicts such as driveways.

The walking and biking path should:

- » Minimize conflicts between bicyclists and walkers. A 12-foot width allows for comfortable side-by-side strolling, riding, and passing. Where constrained, a 10-foot minimum width is acceptable for short distances. When adjacent to roadway travel lanes, a curb or landscaping should provide a physical separation.
- » Provide clear sightlines between walkers, bicyclists and motorists at all roadway intersections. The path should be free of obstructions such as sign posts, fire hydrants, utility boxes or trees.
- » Accommodate maintenance vehicles that can sweep or snow-plow the path. The path should be constructed of asphalt or concrete with gravel shoulders.
- » Encourage night use with pathway-scaled lighting.
- » Include amenities for recreational users such as wayfinding, restrooms, drinking fountains, or seating areas.
- » Incorporate bikeshare or bike rental facilities.

### POTENTIAL WALKING AND BIKING BRIDGE



### Columbia Street Walking and Biking Bridge

The objective of the proposed new walking and biking bridge over the BNSF railroad tracks at Columbia Street is to provide a direct, safe, and convenient connection between the Downtown commercial core and the Columbia River. The would require BNSF consent for construction, as well as resolution of several issues, including ensuring that the bridge does not impact the operation or maintenance of the railroad. While initial assessment indicates that the bridge is feasible, additional outreach, analysis and design will be required.

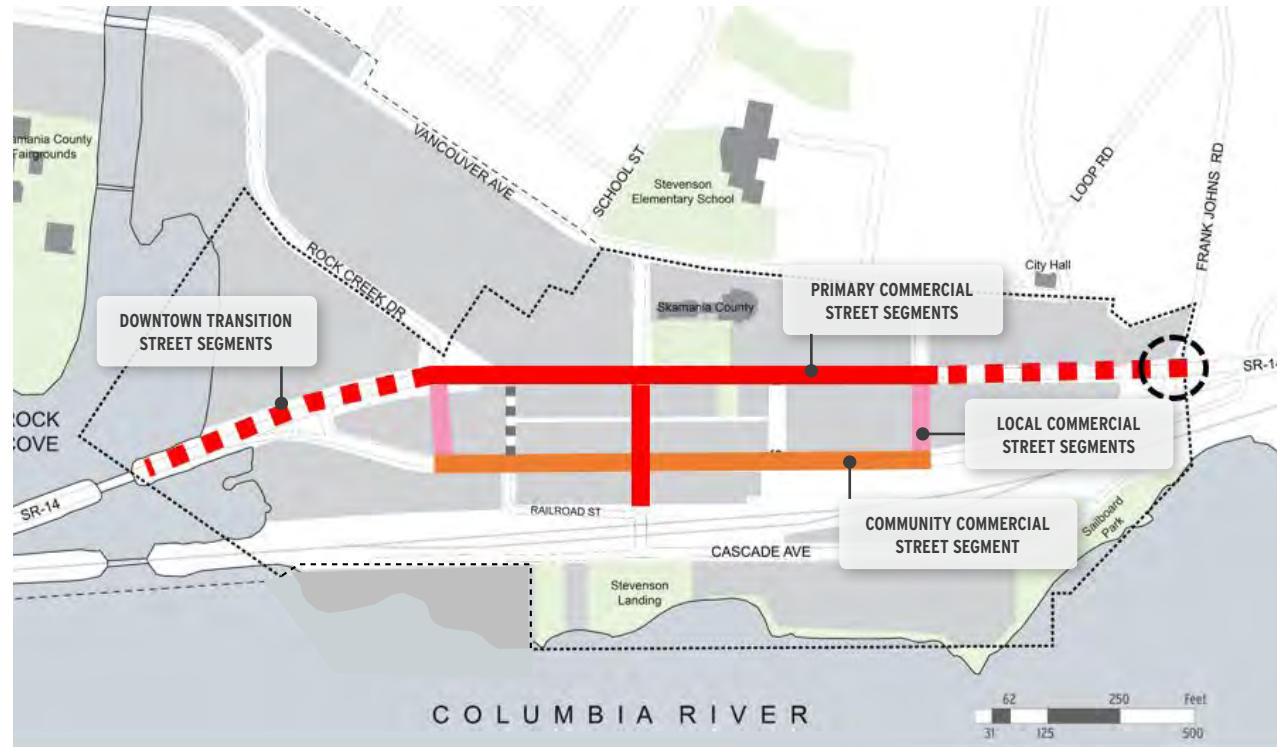
The bridge should:

- » Be universally accessible for all potential users, including those in wheelchairs.
- » Accommodate emergency and maintenance vehicles.
- » Be viewed as a 'placemaking' opportunity. Rather than a utilitarian design, the bridge should include special design or art elements that create an 'event' celebrating the unique setting, view opportunities, and the history and culture of Stevenson, the railroad, and the Columbia Gorge.

## Auto and Truck Mobility Framework

The intent of the auto/truck framework is to ensure that essential regional and local motor vehicle, emergency vehicle, and service vehicle access is maintained and to ensuring that traffic contributes positively to an economically vibrant downtown without impacting livability or walking and biking access.

AUTO AND TRUCK MOBILITY FRAMEWORK



**MAINTAIN TRAFFIC PATTERN**



**MAINTAIN CURBSIDE PARKING**



**ADDRESS CRASH CONCERNS AT COLUMBIA**



**Primary Commercial Street Segments**

Success means strengthening and concentrating street-oriented retail activity between Rock Creek Drive and Columbia Street by maintaining the essential vehicle elements—such as two-way traffic and curbside parking — that contribute to the historic Main Street character distinguishing Downtown Stevenson from other Skamania County and Columbia Gorge commercial centers.

Because Downtown Stevenson is not a high-density urban center, street-oriented retail businesses require drive-by traffic for economic viability. Generally, a minimum of approximately 5,000 average daily vehicle trips (ADT) is needed to provide a sufficient customers. With too much traffic (above approximately 15,000 ADT), sidewalk environment is severely impacted by excessive noise, odors, vibration, and reduced walking and biking access. Currently, retail traffic on 2nd Street is 'right sized' between these two extremes.

Any future changes to this street segment must:

- » **Maintain current two-way traffic patterns and traffic volume (July 2019 traffic counts of 7,000 ADT on 2nd Street).**
- » **Recognize that traffic may increase over the long-term.** The City and WSOT should explore 1st Street traffic diversion only when average daily trips exceed the 15,000 ADT tipping point.
- » **Maintain essential curbside parking adjacent to current or future street-oriented businesses.** Currently 108 curbside parking spaces exist on 2nd Street between Rock Creek Drive and Frank Johns Road. Any future roadway operational changes, such turn lanes, should not result in a loss of curbside parking between Seymour Street and Columbia Street, with the exception of changes that improve driver-walker visibility at crosswalks or the function and safety of the future Park Plaza.

- » **Address motor vehicle-related crash concerns.** An immediate improvement may be the realignment of Columbia Street between 2nd and 1st Streets to mitigate collisions that have occurred at the current offset intersection.
- » **Foster more street-oriented rather than auto-oriented development.** As properties redevelop, removal, relocation or consolidation of 2nd Street driveways should be fostered. Driveway removal may improve mobility, reduce crashes, and result in additional curbside parking.

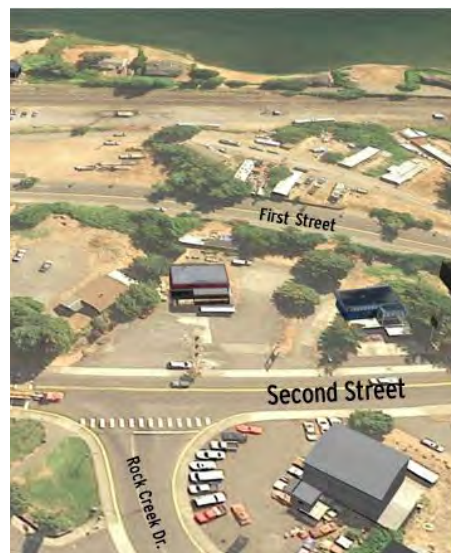
EXISTING COLUMBIA STREET



PROPOSED RE-ALIGNED COLUMBIA STREET



EXISTING ROCK CREEK DRIVE



PROPOSED ROCK CREEK DRIVE EXTENSION



### Local Commercial Street Segments

Local Commercial Street segments address a number of objectives by creating extensions of the Primary Commercial Street shopping framework. Improvements for Columbia Street and a proposed new Rock Creek Drive between 2nd and 1st Street should include many of the same operational improvements identified for 2nd Street. These streets should also better connect Downtown to the Columbia River and serve as conduits that better integrate future development along 1st Street. Finally, these street segments should provide a setting for new development on potential redevelopment sites between 2nd and 1st streets.

Specifically, improvements should:

- » **Provide new or improved visibility to the Columbia Gorge from 2nd Street.** All utilities should be below grade and all other street elements such as streetlights, sign poles, and street trees should not block views toward or away from the Columbia River.
- » **Improve motor vehicle neighborhood connections.** Existing uses to the west such as the Fairgrounds and Skamania Lodge will have a more direct and convenient access route to planned redevelopment sites south of 2nd Street when Rock Creek Drive is extended.

### Columbia Street

Realigning Columbia Street allows for commercial mixed-use development on both sides of the street between 1st and 2nd Streets and may result in operational and safety benefits. The proposed 60-foot cross section accommodates vehicles, parking, and pedestrians with landscaping to buffer the pedestrians. The current concept design involves:

- » **Parking lot access from 1st Street.** Removes a potential conflict point on 2nd Street, reducing delay from left turning vehicles and enhancing safety.
- » High visibility crosswalks across both 2nd Street and 1st Street. These can include elements like a raised surface or flashing beacons to alert drivers to pedestrian traffic.

### Rock Creek Drive

The Rock Creek Drive extension from its current terminus at 2nd Street to 1st Street and the development parcels south of 1st Street would create access for new development and increase circulation through the Downtown core.

- » To reduce the potential for conflict, Seymour Street could be closed to traffic at either 1st Street or 2nd Street and remain an access road to the proposed parking lot between 1st and 2nd Streets. Traffic volumes on Seymour Street will likely decrease as cut-through traffic is eliminated.
- » The intersections of Rock Creek Drive/2nd Street and Rock Creek Drive/1st Street would need to be evaluated for operational constraints and safety concerns. To enhance pedestrian and bicyclist safety at crossings, high visibility crosswalks at these intersections are recommended.
- » Vehicle and truck traffic on 2nd Street, coupled with additional development on Rock Creek Drive, may warrant either an all-way stop control or a traffic signal in the future. This intersection should be monitored to determine if a traffic control change is needed.

## DOWNTOWN TRANSITION STREET SEGMENTS



### Downtown Transition Street Segments

The objective of these segments is to improve the entry experience into Downtown. Changes should provide new visual and operational clues that better signal a change of the function of SR14 from a high speed rural highway to an urban low speed multi-modal street where the needs of the auto better balanced with the needs of walkers and bicyclists. Moreover, because planned adjacent land uses are not street-oriented along this segment, a more mobility-oriented environment is appropriate here.

The segments should:

- » **Limit, combine, or remove curbside parking, and driveway access to improve mobility and safety.**
- » **Establish a new 'green gateway' into the downtown core.** Additional landscaping in the public right-of-way, especially west of Rock Creek Drive, is recommended. Additional streetlights, banner poles, street trees, shrubs and groundcover should be used to enclose and define the roadway. Within this segment, additional wayfinding that informs visitors and provides direction to important destinations should also be considered.

- » **Consider roadway operational design changes that address Downtown truck traffic impacts.** Currently, all local and Washington-side regional and national freight utilizes SR 14 as the sole route for delivery of goods and services and no viable alternative truck route through Stevenson exists. While the success of local industrial businesses requires maintaining access through downtown, the impacts of truck noise, odor, and vibration, along with dominance of the public realm by over-sized vehicles results in a degraded business environment and reduced livability for residents.
- » Potential short-term methods to reduce impacts should be explored with trucking interests, affected businesses, and residents, and may include fostering off-peak hour trips, encouraging local truck drivers to use westbound 1st Street as often as possible.

## GREEN GATEWAY CHARACTER - ROCK CREEK TO ROCK COVE



### Roundabouts

Long-term, the intersections of 1st Street and 2nd Street on the east and west ends of Downtown are potential candidates for roundabouts. Roundabouts could slow traffic entering the City and provide safe and efficient turning for vehicles wanting to access 1st Street.

Roundabouts have been shown to reduce fatal and serious injury collisions so they could improve safety at these locations, though there are sometimes challenges to incorporating bicycles and pedestrian crossings in the design.

Conducting an Intersection Control Evaluation (ICE) per procedures provided in WSDOT Design Manual chapter 13003 is recommended to determine if a roundabout is warranted at either location. As SR-14 is a WSDOT controlled facility, the project would need to be coordinated with WSDOT.

## ENHANCED STREETSCAPE CHARACTER



### Community Commercial Street Segment

The objective of the Community Commercial street segment is to foster new and strengthen existing street-oriented retail and multi-family residential development between the proposed Rock Creek Drive extension and Columbia Street by maintaining the essential vehicle elements that contribute to the economic viability of adjacent businesses.

The Community Commercial Street Segment should:

- » Maintain two-way traffic flow to ensure that businesses along 1st Street have maximum drive-by exposure during all hours of the day.
- » Maintain essential curbside parking adjacent to current or future street-oriented businesses. Currently, 128 curbside parking spaces exist on 1st Street between 2nd Street and Frank Johns Road. Any future operational changes, such as the addition of turn lanes, should minimize the loss of this essential curbside parking resource.
- » As properties redevelop, 2nd Street driveways should be removed, relocated, or consolidated to increase the curbside parking supply.

»

While multi-family housing development proposed south of 1st Street would add traffic to 1st Street, this would not likely cause significant traffic delays along 1st Street as the volumes are currently low. A detailed site plan should consider access management strategies to minimize the number of driveways along 1st Street and to locate driveways at an adequate distance from the intersection of 1st and 2nd Streets, both for vehicle safety and to minimize the impact on the walking environment.

If a roundabout study determines that a roundabout is feasible and can be constructed at the intersection of 1st and 2nd Streets on the west end of the City, the right-of-way needed for the roundabout may impact the northwest corner of the development. Development should be phased so that the outcome of the roundabout study is known before construction commences in the northwest corner of the parcel.

The path through the development site and along Railroad Street is wide enough to accommodate both bicyclists and pedestrians. Crossings at 1st Street and at Railroad Street should be high visibility, using strategies like raised surfaces, signage, or flashing beacons to indicate the crossing.







### Framework Goal

Development downtown is vibrant, market-driven, mixed-use, and is consistent with Stevenson's history, culture and vision for future growth.

### Framework Objectives

- » Provide a range of multi-family housing types in the downtown core.
- » Strengthen and expand downtown retail and commercial uses.
- » Provide additional living-wage employment uses in the downtown core.
- » Create additional regional cultural and visitor destinations or event venues.
- » Provide new lodging or hospitality uses in the downtown core.
- » Maintain government uses in the downtown core.
- » Accommodate an appropriate mix of auto and street-oriented uses within the downtown core.

# LAND USE FRAMEWORK

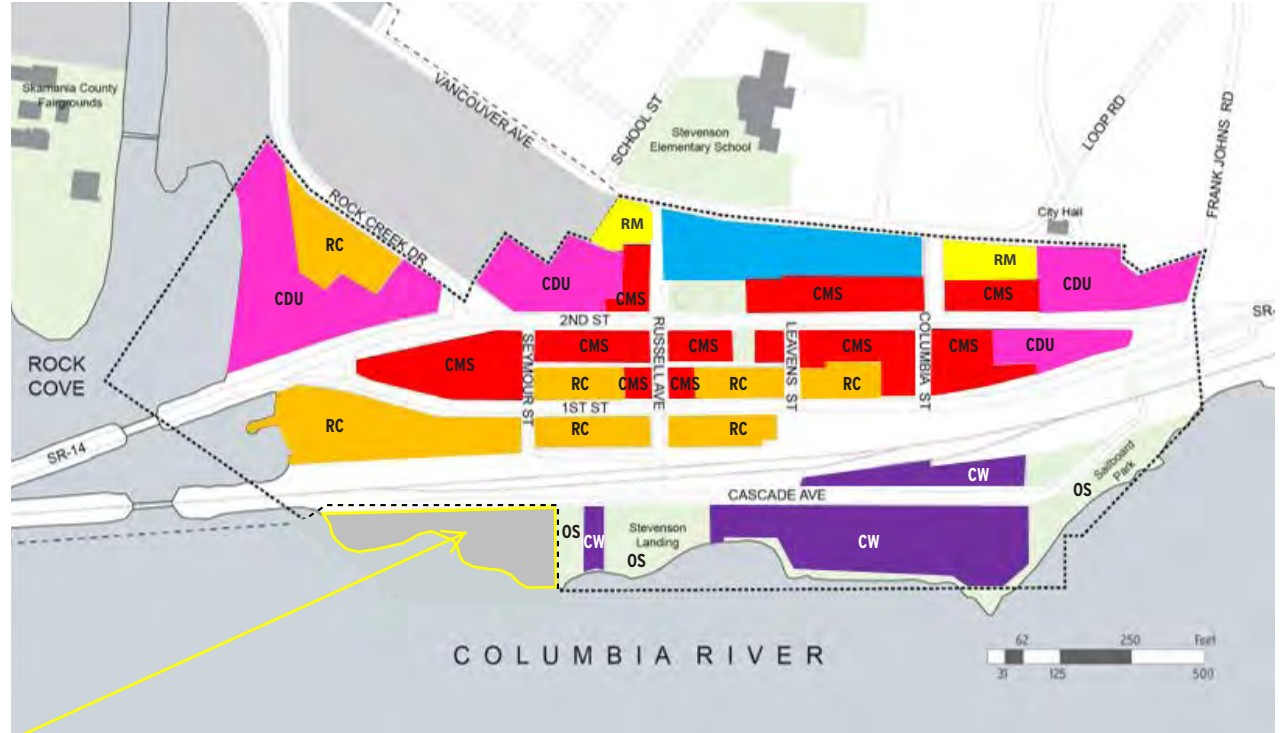
# LAND USE FRAMEWORK

The Land Use Framework identifies 'sub-areas' or an 'overlay' to the Stevenson Comprehensive Plan High Intensity Trade District Commercial (C-1), Multi-family Residential (R-3), and Light Industrial (M1) zoned areas. The intent of the sub-areas is to reflect the community's long-term land use vision and provide more nuance to existing zoning based on market and site conditions. New sub-area trade districts could be adopted as new zoning requirements or used as tool for discretionary review. Any changes in uses or mapping would require addition outreach and discussion with property owners, the public, the planning commission and elected officials.

Key objectives of the Land Use Framework are to:

- » Provide more specificity to the types and locations of uses based on fundamental real estate development requirements.
- » Identify recommended refinements to current use tables and zoning maps.

ZONING OVERLAY



Area Specifically Excluded in Land Use Framework

<span style="color: red;">■</span> CMS COMMERCIAL MAIN STREET	<span style="color: orange;">■</span> RC RESIDENTIAL COMMERCIAL	<span style="color: purple;">■</span> CW COMMERCIAL WATERFRONT	<span style="color: lightgreen;">■</span> OS OPEN SPACE
<span style="color: magenta;">■</span> CDU COMMERCIAL DESTINATION	<span style="color: yellow;">■</span> RM RESIDENTIAL MULTIFAMILY	<span style="color: cyan;">■</span> IC INSTITUTIONAL CAMPUS	

#### DAY AND EVENING ACTIVITY ZONE



#### EATING, DRINKING AND ENTERTAINMENT



#### SALE OF GOODS



### CMS Commercial Main Street

*Generally applies to parcels which comprise the area of the historic Stevenson commercial downtown core. These include parcels fronting 2nd Street from Rock Creek Drive to Columbia Street intersections and new Columbia and Rock Creek commercial street frontages between the existing 2nd and 1st streets.*

The intent of the CMS Commercial Main Street area is to provide a day and evening activity zone comprised of walking-oriented and window-shopping-friendly retail uses that attract both Stevenson residents and visitors. Auto-oriented uses and ground-floor uses that are inwardly oriented, have limited hours of operation, or are closed on weekends should either be not permitted or strongly discouraged such as banks, government services, medical offices, real estate offices, financial services, and auto parts shops. This list includes numerous tenants that are currently occupying storefronts along 2nd Street. Over time, other Downtown sites for these incompatible uses should be identified and these uses should be encouraged to relocate.

Appropriate walking-oriented and window-shopping-friendly development includes:

- » **Ground-floor uses that are limited to the sale of goods, eating, drinking, and entertainment businesses.**
- » **Small-scale incrementally developed buildings.** New development should be required or encouraged to replicate scale, form, and massing of historic buildings. Narrower storefronts not greater than 50 feet in width should be fostered.
- » **Edge-to-edge storefronts along entire block frontages.** Where parking lots currently exist, removal of parking spaces and infill of street fronting buildings should be encouraged, over time.
- » **Support for locally owned and operated businesses.** While national brand or chain uses may be appropriate and desirable, efforts to limit the number and location of these uses should be explored in order to maintain the unique existing charm of Downtown. Business branding such as building colors, signs, logos, and themed architectural styles that are not consistent with the historic architectural character of Stevenson should not be permitted or should be strongly discouraged.

The CMS area could also provide opportunities for mixed-use development. While this development should not be required, it should be strongly encouraged to advance the community's goals of creating a more vibrant, active Downtown with 18 hours of activity. Mixed-use projects may include:

- » **Commercial services.** Uses such as medical offices, real estate offices, or financial services, are appropriate on second or third floors above retail uses.
- » **Multi-family development with no minimum density.** A full range of housing types should be fostered such as condominium loft, live-work, and apartments housing types, especially as an adaptive reuse of existing buildings are appropriate on second or third floors above retail uses.

RETAIL ANCHOR – GROCERY



RETAIL ANCHOR – HARDWARE



COMMERCIAL SERVICES



### CDU Commercial Destination

*Generally applies to parcels fronting 2nd Street east of Columbia Street, parcels on the north side of 2nd Street adjacent to the Rock Creek Drive intersection, and parcels west to Rock Cove.*

The intent of the CDU Commercial Destination area is to provide places for uses that serve the greater Skamania County and involve or require access to a motor vehicle as an essential component of the business. While uses may primarily serve those arriving by motor vehicle, access for those walking and biking should be accommodated as integral element of each site. The visual quality and impacts to the historic 2nd Street development character created by parking lots and service areas along 2nd Street should be mitigated by locating parking behind or to the side of buildings. Screening of parking could also include walls and landscaping.

The following commercial uses could be included:

- » Retail 'anchor' uses such as grocery, pharmacy, and hardware stores that support residential development in the downtown and surrounding neighborhoods.
- » Medical and other professional office and service uses.
- » Convenience uses such as coffee kiosks with drive through windows.
- » Visitor-oriented uses such as lodging, recreation, or information centers.
- » Services such real estate offices, dry cleaners, or banks.
- » Limited service hotel.

Multifamily residential development is also appropriate here, either as a single-use project or as part of mixed-use development, including:

- » Senior housing.
- » Congregate care or nursing homes.
- » Multi-family development at a larger block scale, including a mix of townhomes, duplexes, triplexes to higher density apartments.

### RC MULTI FAMILY RESIDENTIAL



### MIXED USE COMMERCIAL



## RC Residential Commercial

*Generally applies to areas along 1st Street and Rock Creek Drive north of 2nd street.*

The intent of the RC Residential Commercial area is to provide opportunities for multi-family development, as a standalone use or the primary use of a mixed-use development. The RC sub-area would accommodate the type and amount of multi-family residential development that is in high demand and economically viable in the current Stevenson market. This area should provide a rich mix of a variety of housing types from moderate density 'missing middle' townhomes, duplexes, triplexes to higher density apartments and should accommodate:

- » Affordable housing and market-rate development, including both for-rent and owner-occupied multi-family residential homes.
- » Multi-family development at a smaller, incremental scale such as the parcel on 1st Street east of Seymour and along Rock Creek Drive.
- » Multi-family development at a larger block scale. In particular, large parcels along 1st Street west of Seymour Street. Standalone multi-family development—wood-frame, walk-up apartments with a combination of surface and tuck-under parking—can be accommodated.

The intent of this area is also to provide opportunities for locally owned and operated commercial development, as either a secondary component of a mixed-use multi-family building or as a standalone use. Identified RC areas should accommodate:

- » Street-oriented 'live-work' townhomes. Commercial development is envisioned as street-oriented with housing on a mezzanine level or on upper floors above the commercial use.
- » Non-traditional, entrepreneurial, creative employment uses such as limited light manufacturing and assembly 'maker-spaces', co-working or shared office, or other collaborative workspaces. These spaces are envisioned as adaptive reuse of existing structures or new construction.
- » Microbreweries, cafes and other eating and drinking establishments that are 'destination-oriented' rather than uses that rely on high traffic volumes and drive-by visibility. Outdoor dining in courtyards, patios, decks or similar conditions that take advantage of the area's unique setting should be emphasized.

- » Small-scaled banks, credit unions, medical clinics, professional offices, or community services that primarily serves the Stevenson community.
- » Small-scale lodging uses such as bed and breakfasts inns or hostels.
- » Shared use parking lots.

### COURTYARD MULTI-FAMILY



### TOWNHOMES



### DUPLEX



## RM Residential Multifamily

*Includes parcels along Vancouver Avenue and Rock Creek Drive.*

The intent of the RM Residential Multifamily areas along Vancouver Avenue and Rock Creek Drive is to provide opportunities for standalone multi-family development. These areas should provide a variety of housing types from moderate density 'missing middle' townhomes, duplexes, triplexes to higher density apartments and should accommodate:

>>Affordable housing and market-rate development, including both for-rent and owner-occupied residential multi-family residential homes.

>>Multi-family development at a smaller, incremental parcel scale along Vancouver and at parcel or block scale –if parcels can be assembled under one ownership. Here, multi-family development that is currently feasible in the Stevenson marketplace--wood-frame, walk-up apartments with a combination of surface and tuck-under parking can be accommodated. Because of Stevenson's prime riverfront location, denser market-rate condominium development that may include structured parking may be feasible as well.

>>Ongoing use of existing single-family detached dwellings.

**VISITOR DESTINATION**



**WORKING WATERFRONT**



**FESTIVAL PARK**



**CW Commercial Waterfront**

*Areas include the Port of Skamania and adjacent properties along the Columbia River.*

The intent of the CW Commercial Waterfront area is to provide land use flexibility to accommodate two potential development concepts. The ultimate master plan vision will need to be determined by the Port of Skamania, which is the primary stakeholder. Any change that removes any current employment uses must include a strategy to relocate these uses to other Port of Skamania or other industrial sites in Stevenson.

**Alternative 1. Working Waterfront**

A ‘working waterfront’ would accommodate many of the current uses such as professional offices, services, light manufacturing, breweries, distilleries, cideries, or other similar ‘craft’ uses. This alternative could also foster additional compatible uses such as:

- » Active and passive public park and visitor-oriented uses along the Columbia riverfront. Areas where current loading, storage, and parking exist should be considered for redevelopment for green space and watersport uses, in particular kiteboard launch related facilities.
- » A river-oriented ‘limited-service’ hotel as large as 100 rooms (keys). Concepts that explore maintaining or removing some of the Port’s buildings, parking, and storage areas should be assessed.
- » New park associated commercial uses such as recreational rental facilities or restrooms.
- » Visitor-oriented amenities such as restaurants, galleries and other specialty commercial uses, especially on parcels adjacent to the current Clark and Lewie’s restaurant.

**Alternative 2. Festival Park**

The ‘Festival Park’ concept would entail the removal of all current Port structures and replacement with a large multi-purpose active and passive public park space and visitor-oriented uses. Concepts should integrate the existing Sailboard Park, future Beverly Park, and potential Columbia Street walking and biking bridge. The concept could include:

- » A river-oriented ‘limited-service’ hotel as large as 100 rooms (keys).
- » A ‘boathouse’ or similar watersport-related structure that could include storage areas, locker rooms, restrooms, classrooms, or other watersport related facilities.
- » A ‘food hall/public marketplace’ that could include vendor space for locally sourced food, beverages, and goods. The hall may also include a limited amount of office space and meeting rooms.
- » Standalone restaurants, galleries, and other specialty commercial uses, especially on parcels adjacent to the current Clark and Lewie’s restaurant.

Additional site, market, traffic, and parking design and feasibility analysis would be required for these concepts.



### SKAMANIA COUNTY USES



### STATE AND FEDERAL USES



### PUBLIC AMENITIES



## IC Institutional Campus

*Existing City of Stevenson and Skamania government and community services fronting Vancouver Street.*

The intent of the IC Institutional Campus is to preserve and promote the long term existence and potential expansion of government uses in the downtown as an essential component of an economically vibrant regional center. Skamania County should be encouraged to create a master plan that identifies a long-term strategy for the site, including building, parking, and urban design strategies to ensure that uses can remain, expand, and are compatible with, and benefit from the planned Park Plaza.

The area should:

- » Maintain the presence of the existing Skamania County Government Offices, District Court, Criminal Justice Center, and Jail.
- » Maintain the presence of the existing Stevenson Community Library.
- » Foster development of additional government uses, such as Washington State or Federal offices.
- » Foster the relocation of the Downtown government and government-related uses that are currently storefront tenants of buildings along 2nd Street and Russell Avenue, including the US Post Office, Skamania County Economic Development Council, Business Resource Center, Chamber of Commerce, and State of Washington Department Health and Social Services offices.
- » Consider a shared parking strategy for off-hour commercial parking.

## OS Open Space

*Existing publicly-owned or publicly-accessible pier, park and plaza spaces.*

The intent of this area is to provide opportunities for active and passive activities. These areas should:

- » Include public restrooms.
- » Bikeshare or bike rental facilities.

The commercial and multi-family subdistrict table can be applied as a discretionary review tool or as a replacement for the current Trade District use table. This table includes only uses identified in the Trade District table, no additional uses have been added.

The following designations are indicated:

- » P = Permitted Use. Permitted outright, subject to all applicable provisions
- » C = Conditional Use. Discretionary use reviewed by the Planning Commission.

- » — = Not permitted under any circumstances.
- » A = Accessory use or activity commonly or frequently associated with the principle use.

	COMMERCIAL AND MULTI-FAMILY SUBDISTRICTS						
	CDS	CMS	RC	CW	RM	I	OS
<b>RESIDENCE OR ACCOMMODATION USES</b>							
<b>Dwelling Units</b>							
Single-Family Detached Dwelling	—	—	—	—	—	—	—
Manufactured Home	—	—	—	—	—	—	—
Modular Home	—	—	—	—	—	—	—
Multi-Family Dwelling	P	P	P	C	P	—	—
Temporary Emergency, Construction or Repair Residence	—	—	—	—	—	—	—
<b>Boarding House</b>	—	—	C	—	C	—	—
<b>Residential Care</b>	P	—	P	—	C	—	—
Adult Family Home	P	—	C	C	C	—	—
Assisted Living Facility	P	—	C	—	—	—	—
Nursing Home	P	—	C	—	—	—	—
<b>Overnight Lodging</b>							
Vacation Rental Home	—	C	C	C	—	—	—
Bed and Breakfast	C	P	P	C	C	—	—
Hostel	—	p	P	P	C	—	—
Hotel	P	P	P	C	—	—	—
Campground	—	—	—	—	—	—	—
<b>GENERAL SALES OR SERVICE USES</b>							
<b>Automobile Service Station</b>							
Vehicle Repair	P	—	—	—	—	—	—
Carwash	P	—	—	—	—	—	—
<b>Electric Vehicle Station</b>							
Restricted Access, Gradual Charging EV Station	A	A	A	A	A	A	A
Restricted Access, Rapid charging EV Station	A	A	A	A	A	A	A
Public Access, Gradual Charging EV Station	A	A	A	A	A	A	A
Street-Side Access, Gradual Charging EV Station	C	C	C	C	—	C	C
<b>RETAIL</b>							
Outdoor Recreation Store	P	P	P	C	—	—	—
Specialty Food Shop	P	P	P	—	—	—	—
Specialty Retail Shop	P	P	P	C	—	—	—
<b>Bank or Financial Institution</b>	P	C	P	—	—	—	—
<b>RENTAL OPERATIONS</b>							
Recreational Equipment Rental	P	—	—	C	—	—	—
Self-Storage Units	—	—	—	—	—	—	—
Truck, Trailer or Equipment Rental	C	—	—	—	—	—	—
<b>PROFESSIONAL OFFICE</b>	P	P	P	C	—	P	—

	COMMERCIAL AND MULTI-FAMILY SUBDISTRICTS						
	CDS	CMS	RC	CW	RM	I	OS
<b>FOOD SERVICE</b>	P	P	P	C	—	C	—
Drive-Through Food Service	C	—	—	—	—	—	—
Mobile Food Cart	—	C	C	C	—	C	C
Tasting Room	C	P	C	P	—	—	—
<b>Child Day Care Facility</b>							
Family Day Care Home	—	C	—	—	—	—	—
Child Day Care Center	—	C	—	C	—	C	—
<b>Personal Services</b>	P	P	—	C	—	—	—
Recreation Services	P	C	C	C	—	—	—
<b>MANUFACTURING AND WHOLESALE TRADE USES</b>							
<b>Light Industrial Activities</b>	—	—	C	P	—	—	—
Enterprises engaged in the manufacturing, processing, wholesaling, creating, repairing, renovating, painting, cleaning, or assembly of goods, merchandise or equipment	—	—	C	P	—	—	—
<b>Miscellaneous Incidental Uses</b>							
Outdoor Storage	C	—	C	—	—	—	—
<b>TRANSPORTATION, COMMUNICATION, INFORMATION, AND UTILITIES USES</b>							
Railroad Facility	—	—	P	P	—	—	—
Railroad Facilities including Ticket Office/Waiting Room	—	C	P	P	—	—	—
Pier or Dock	—	C	—	—	—	—	P
Commercial/Industrial Watercraft Facility	—	—	P	P	P	—	—
Watercraft	—	C	—	—	C	—	C
Parking Lot/Parking Structure not used in conj. w/ principal use	C	C	C	C	—	C	C
Private garage or parking area for noncommercial vehicles	A	A	A	A	A	A	A
Utility or Communication Facility	C	—	C	C	—	C	—
<b>Wireless Telecommunications Facility</b>							
Minor Wireless Telecommunications Facility	P	P	P	P	P	P	—
Intermediate Wireless Telecommunications Facility	P	P	P	P	P	P	—
Major Wireless Telecommunications Facility	C	—	—	—	—	—	—
<b>Wind Power Generation Facility</b>	C	—	—	C	—	C	—
Minor Wind Power Generation Facility (SMC 17.39.165)	C	C	—	C	—	C	—
<b>On-Site Hazardous Waste Treatment and Storage Facility</b>	A	A	A	A	—	C	—
<b>ARTS, ENTERTAINMENT, AND RECREATION USES</b>							
Public Assembly	C	P	P	C	—	—	C
Cultural Attraction	C	C	C	C	—	—	C
Park, Playground or Outdoor Recreation Area	C	C	C	C	C	C	C
Golf Course	—	—	—	—	—	—	—
Recreation and Fitness Facility	P	C	P	—	—	C	—
Education, Public Admin, Health Care, and Other Institutional. Uses	P	C	P	—	—	C	—
Library	—	—	—	—	—	P	—
Government Administration Building	—	—	—	—	—	P	—
Fire, Police, or Emergency Services Station	—	—	C	—	—	P	—
Hospital	P	—	C	—	—	P	—
Church or Other Religious or Charitable Organization	P	—	C	—	—	C	—
Agriculture, Forestry, Fishing and Hunting Uses	—	—	—	—	—	—	P
Farm Animals	—	—	—	—	—	—	—
Urban Farm Animals	—	—	—	—	—	—	—
Pets	P	C	C	—	—	—	—
Kennel	—	—	—	—	—	—	—





### **Framework Goal**

The parking supply facilitates efficient short-term needs and minimizes on-site parking requirements.

### **Framework Objectives**

- » Provide adequate off-street private parking to serve existing and future development sites.
- » Provide adequate public parking to serve existing and future public uses and special events.
- » Provide adequate short-term visitor and commercial curbside parking to serve existing and future adjacent uses.
- » Ensure that parking impacts on the public realm are minimized.

# **PARKING FRAMEWORK**

# PARKING FRAMEWORK

The intent of the parking framework is to ensure that adequate parking is provided for both commercial and residential uses while not burdening the potential redevelopment with unnecessary parking infrastructure costs that may limit or discourage redevelopment.

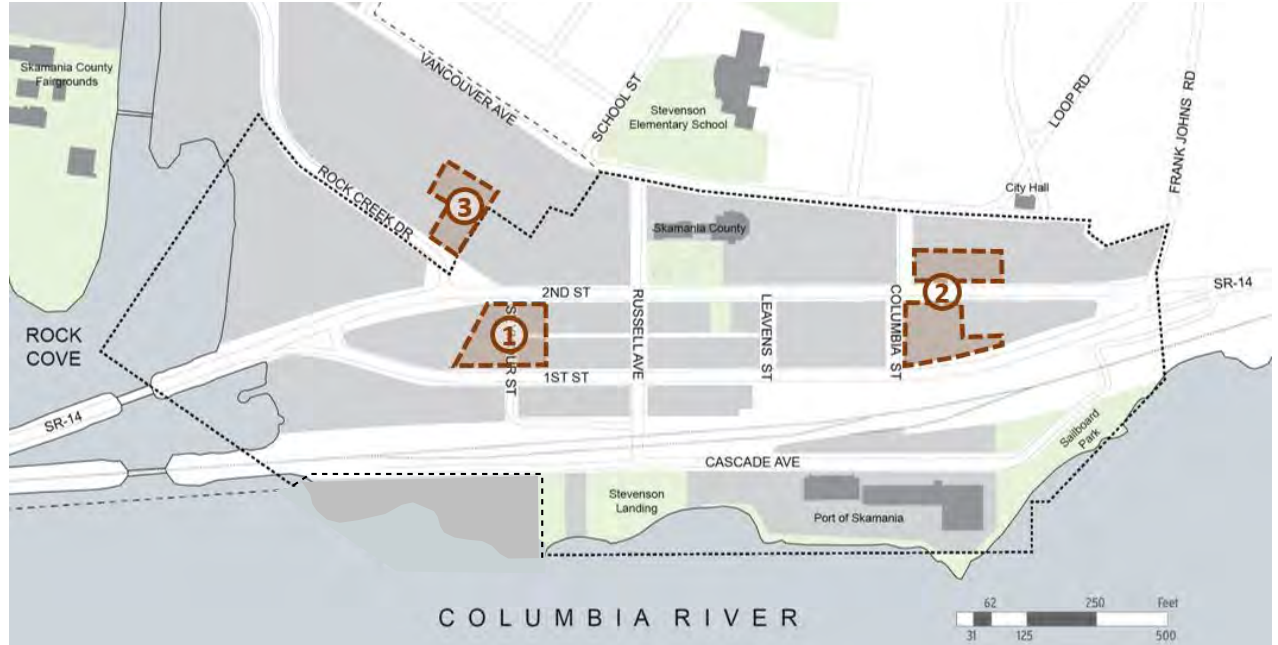
The parking framework includes concepts that result in a higher turnover of on-street parking, the discouragement of employee parking on prime on-street locations in front of commercial businesses and provides a strategy for the development of potential shared public parking lots to meet future increased commercial and residential parking demand.

## Key Elements

Key elements of the parking framework include:

- » Identification of potential locations of shared commercial use parking lots. To ensure that these lots are well used, sites that are in close walking proximity current businesses and future redevelopment sites have been identified.
- » Proposal for a 'fee-in-lieu' of parking on-site, especially for small parcels where redevelopment may be less viable due parking requirements.
- » Recommendations for regulatory changes that reduce the required amount of both commercial and residential on-site parking which will in turn result in more economically viable redevelopment by reducing construction costs. While adequate parking must be provided, improvements to walking and biking routes along with mixed uses that are within each other are anticipated to reduce parking demand.

POTENTIAL JOINT-USE SHARED COMMERCIAL PARKING LOT STUDY AREAS



## Potential Joint-Use Shared Commercial Parking Lots

Commercial parking is very site sensitive—when located in the right area, it can spur additional business. With this objective, three conceptual locations for potential parking lots have been selected, based upon the following criteria:

- » **Convenience.** People are generally more willing to shop downtown if parking is available close-in, rather than in outlying areas, separated from shopping destinations by distance and other physical barriers such as railroad tracks. Due to the sloping nature of downtown Stevenson, only sites that are easily accessible on foot by customers of varying physical condition have been identified.
- » **Easy Access from State Route 14.** Commercial businesses benefit when they attract discretionary shopping trips. Visitors and tourists traveling through Stevenson can provide a significant market if they are informed of and directed to convenient parking. Because these potential customers are not familiar with Downtown, sites need to be in close proximity to the 2nd and 1st street routes.

- » **Integration into Walking Routes.** Once out of the car, commercial customers must be able to easily understand how to get to shops. Selected sites can be integrated into the proposed 2nd Street walking and window shopping loop from Columbia Street to a future Rock Creek extension.
- » **Fill Parking Gap.** Current businesses should first benefit from any additional parking. Sites have been identified to serve these businesses.
- » **Meet Future Demand.** Sites with capacity adequate to serve both demand from existing uses and new commercial development within the core that cannot be met on individual redevelopment parcels.

Preliminary shared parking lot locations have been identified. Additional study and outreach is necessary to advance any of these concepts. Potential sites include:

- » **P1 Commercial Lot.** This site is located along the current Seymour Street segment that would be vacated when a new Rock Drive extension is constructed. Auto access at the existing intersection of 2nd and Seymour streets would be maintained as a parking lot driveway rather than a through street. Considerable site capacity exists if additional adjacent parcels can be assembled. Approximately 125 parking stalls could potentially be built with limited impacts on existing uses.
- » **P2 Commercial Lot.** The best candidate for parking may be an underutilized site east of Columbia and north of 1st Street, identified as part of the Columbia Street Catalyst concept. A parking lot at this site could accommodate approximately 40 stalls without impacting existing uses.
- » **P3 Commercial Lot.** Located at the confluence of Rock Creek Drive and 2nd Street on vacant land adjacent the Main Street Gas Station/Convenience Mart, this site benefits from direct access and visibility from the adjacent roadways. In close proximity to the both the Stevenson Central WET bus and seasonal Dog Mountain shuttle stops, it could serve both destinations. Located along the proposed Rock Creek walking and biking path extension, it would be a prime location for a bikeshare station. A lot at this site could also serve as an overflow lot for events held at the County Fairgrounds or the Hegewald Center. Approximately 60 parking stalls could be accommodated without significant grading of the steep slope toward the north side of the site.

### Adjustments to Joint-Use of Parking

For these lots, recommended changes include permitting up to:

- » Fifty percent of the parking facilities required to apply to all commercial retail and service uses supplied by the joint use lot.
- » Fifty percent of the parking facilities required to apply to uses regardless of daytime or nighttime types of use.
- » One hundred percent of required parking facilities for hotels.

### Financing

Over time, all funding options to construct and maintain shared parking lots should be considered, including on-street and off-street parking fees, revenue bonds, in-lieu fees, parking assessment districts, parking/business improvement districts, and public-private partnerships. A blend of several sources to fund future facilities may be most feasible.

### Employee Parking Management Strategies

Employees of commercial business compete for Downtown parking, especially curbside spaces. To minimize the demand for parking and ensure that patrons have the best parking spaces in Downtown Stevenson, strategies that reduce employee demand in should be explored, including the following.

#### Satellite Parking Lots

Employees of downtown businesses should be encouraged to park in designated areas outside the core. A unified Downtown Employee Parking Program will likely be necessary to ensure compliance by all businesses and employees. For these lots, Downtown employee parking should be free or available at a reduced cost. Shuttle or night escort services may help induce higher use, especially during the dark, rainy winter season. Multiple locations may be needed. Existing underutilized lots may include acquiring and designating spaces within the County Fairgrounds, along Cascade Avenue, within proposed joint use shared lots, or other areas.

#### Cash-out programs

This would include an employee financial incentive (such as \$50/ per month) to not utilize an on-site parking space that could in turn be utilized by other users—residents or customers.

### Bikeshare System

Many key destinations within the Downtown core, the Downtown planning area, and adjacent neighborhoods are outside easy walking distance but are accessible by bicycle. A bikeshare system is recommended as a potential strategy to reduce auto parking demand. Additional analysis and outreach would be required. A bicycle-sharing system:

- » **Is a membership service in which bicycles are made available for shared use to individuals on a short term basis for a price or free.** The bike share system allows people to borrow a bike from a “dock” and return it at another dock belonging to the same system.
- » **Could include a dockless bikes or scooters.** The dockless bike hire systems consist of a bicycle with a lock that is usually integrated onto the frame and does not require a docking station. Smartphone mapping apps show nearby available bikes and open docks.
- » **Could include bicycle rentals.** In this system a bicycle can be rented or borrowed from a location and returned to that location. These bicycle renting systems often cater to Stevenson day-trippers or tourists. The locations or stations are not automated but are run by employees or volunteers. This system could be incorporated as part of the cruise line services at Stevenson Landing or available for guests at Skamania Lodge.



## Adjustments To Required Off-Street Parking Standards

While some off-street parking is desirable for most uses, the physical and economic constraints of providing off-street parking on each development site have likely stifled commercial and residential development throughout the Downtown core. Downtown Stevenson land is relatively more expensive, its parcels are often small and irregular, and mixed use development buildings frequently cover their entire lots. In these situations, any on-site parking must be tucked under, subterranean or structured, which is always expensive and sometimes physically impossible.

When Stevenson's code requires off-street parking especially for new residential construction, the City shifts what should be a cost of driving—the cost of parking a car—into the cost of housing. Faced with these minimum parking requirements, developers may have as result build less housing in Stevenson than the market demands.

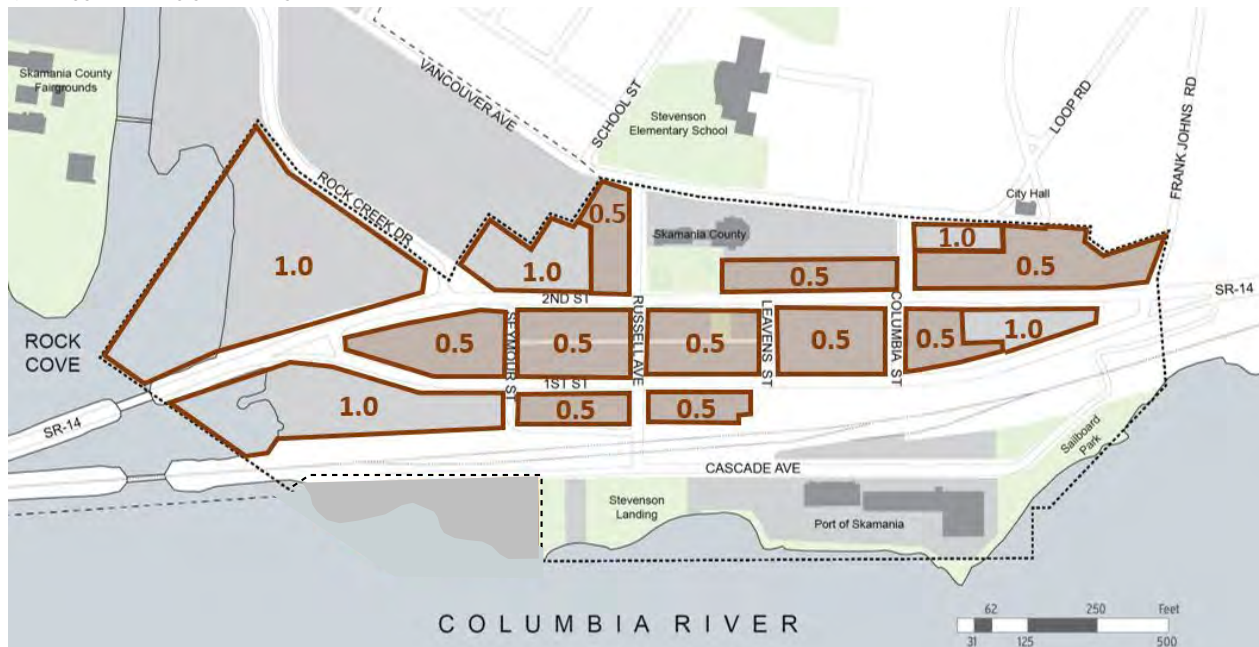
Coupled with a strategy for shared parking lots along with planned improvements to walking and biking routes that are anticipated to reduce parking demand, recommended regulatory changes that reduce the required minimum amount of both commercial and residential on-site parking are identified to the Chapter 17.42 Parking and Loading Standards. Potential changes would include the following.

## Compliance with Minimum Standards

Changes should apply to permitted uses or conditional uses for the Downtown planning core area only, including:

- » **Residential Structures.** Currently 2 spaces per dwelling unit plus 1 space for each room rented, except that one-bedroom dwelling units only require one space are required. This requirement exceeds anticipated parking demand and may impact the financial viability of residential development by increasing pricing above affordable rental rate levels. Recommended reasonable reductions could be 1.5 spaces per all two or more bedroom units, 1 space per unit for one bedroom units, and 0.5 spaces for apartments less than 500 square feet. Additionally, conditional approval for additional parking reductions should be available on a case by case basis for affordable senior or workforce housing where developers can demonstrate that other on-site parking replacement strategies can be enacted. These may include secure in-building bicycle parking rooms, contributions to shared parking lots via a fee-in-lieu of fee, contributions to a potential bikeshare program, providing WET transit passes for residents and employees in Downtown, or other means that effectively reduce parking demand.
- » **Mixed-use residential structures.** A new standard is recommended for parcels less than 10,000 square feet that are within areas indicated on the Residential parking diagram. Where commercial is the primary use and residential development is a secondary use, a minimum of 0.5 parking spaces per rental unit (excluding short term rental units) residential parking requirement is recommended. Should the units be owner occupied, units would have a recommended 1.0 parking space per unit requirement. Additionally, conditional approval for additional parking reductions should be available on a case by case basis for affordable senior or workforce housing where developers can demonstrate that other on-site parking replacement strategies can be enacted. These may include secure in-building bicycle parking rooms, contributions to shared parking lots via a fee-in-lieu of fee, contributions to a potential bikeshare program, providing WET transit passes for building residents and employees, or other means that effectively reduce parking demand.

### MIXED USE PARKING STANDARDS



- » **Food and Beverage Places.** Currently one space per 100 square feet gross floor area is required. Recommended changes would include changing the gross square floor area to net eating and dining area. Additionally, conditional approval for additional parking reductions should be available on a case by case basis where developers can demonstrate that other on-site parking replacement strategies can be enacted. These may include additional bicycle parking racks or curbside bike parking corrals, contributions to shared parking lots via a fee-in-lieu of fee, contributions to a potential bikeshare program, providing WET transit passes for employees, or other means that effectively reduce parking demand.
- » **Retail stores.** Clothing and shoe stores should be regulated as a retail use and meet current standard of 1 space for 100 square feet gross floor area. Recommended changes would include changing the gross square floor area to net retail sales area. Additionally, conditional approval for additional parking reductions should be available on a case by case basis where developers can

- demonstrate that other on-site parking replacement strategies can be enacted. These may include additional bicycle parking racks or curbside bike parking corrals, contributions to shared parking lots via a fee-in-lieu of fee, contributions to a potential bikeshare program, providing WET transit passes for employees, or other means that effectively reduce parking demand.
- » **Hotel.** Currently one space per sleeping unit plus one room plus one space or each room rented, except that one-bedroom dwelling units only require one space. Recommended change would be no required parking, conditionally approved on a case by case basis where developers can demonstrate that other on-site parking replacement strategies can be enacted. These may include an off-site valet parking program, contributions to shared parking lots via a fee-in-lieu of



### Framework Goal

The public realm is joyful, active and comfortable for residents, employees and visitors.

### Framework Objectives

- » Ensure that public spaces contribute to the economic vitality of the downtown.
- » Ensure that public spaces contribute to the livability of downtown residents and employees.
- » Create a network of interconnected public spaces.
- » Create a public realm that is safe and active during all hours of the day and all seasons.
- » Strengthen existing and proposed open space amenities such as the waterfront and park plaza.
- » Enhance downtown's streetscape and pedestrian comfort by improving storefronts, sidewalk amenities and infrastructure, or landscaping.

# URBAN DESIGN FRAMEWORK

# URBAN DESIGN FRAMEWORK

The intent of the urban design framework is to ensure that the public realm—the spaces between buildings, building edges, and public spaces—contribute positively to economic development and the livability of downtown Stevenson.

## Key Elements

Key elements of the Urban Design Framework include:

- » Locations of existing and future open spaces that can provide a range of active and passive public spaces to meet the needs of residents, employees and visitors.
- » Preservation and protection of the Gorge view corridors that better link Downtown to the Columbia River.
- » Recommended design guidelines that can be used to review project proposals to ensure the authentic and historic architectural character of the downtown is preserved, serving as essential strategy for attracting visitors.
- » Recommended development standards that ensure that the downtown is vibrant during day and evening hours and all seasons of the year.
- » Recommended development standards that prioritize the public realm through the lens of those walking and biking downtown, rather than those driving.

## ADDRESS SHORELINE REQUIREMENTS



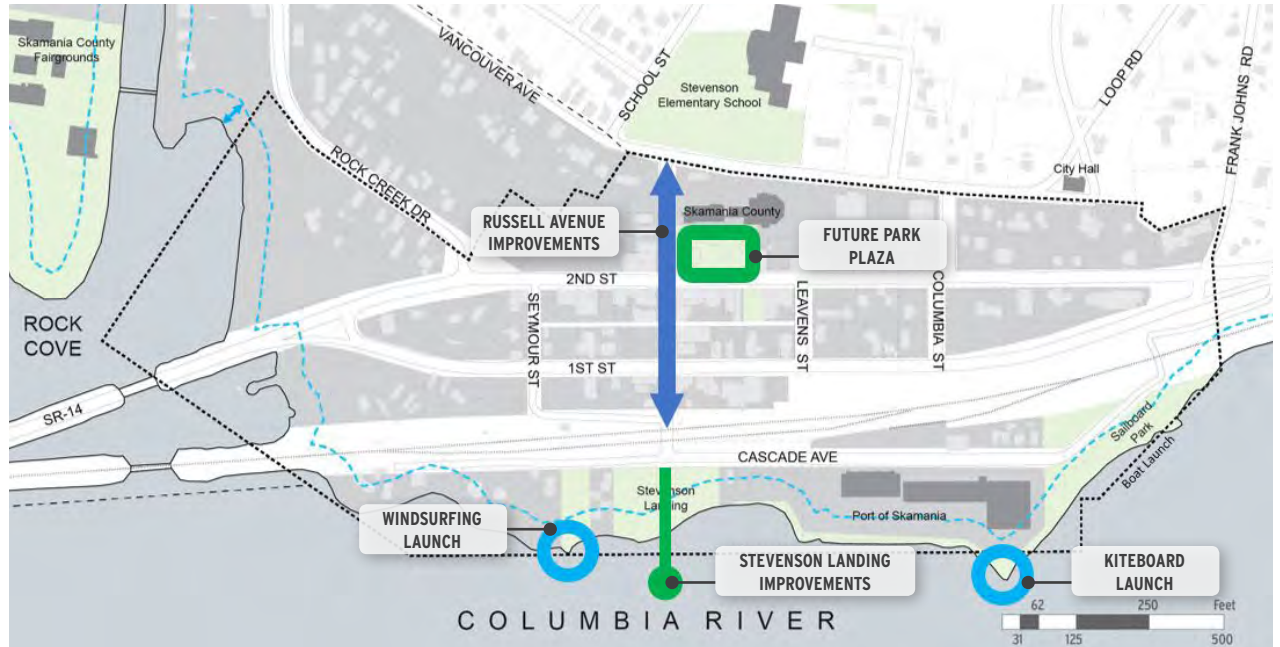
## FOSTER PLANNED OPEN SPACES



## PUBLIC PARK, PLAZA and WATERFRONT SPACE

The existing and future public open spaces will together provide a full range of active and passive public spaces that meet the needs of residents, employees and visitors.

### EXISTING AND PLANNED PARKS



### POTENTIAL NEW PARKS



## PARK PLAZA



### Park Plaza

At the 'heart' of Downtown Stevenson, this public space is intended to serve as the primary civic gathering space for community events. The Park Plaza is intended to foster '18-hour activity' from morning to evening hours. Moreover, the space should be active during all seasons of the year. The Park Plaza should strengthen adjacent land uses and spur additional development. The Park Plaza must include:

- » Both landscaped areas and paved areas. Maintenance should be minimized.
- » Multi-purpose areas that can be used on a daily basis, with or without programming.
- » A welcoming safe environment, during all hours of the day.
- » Design elements—seating, lighting, planting beds, public art, ground plane surfaces—that are not over-designed or that appear dated over time. Elements should not create barriers or limit the use of the plaza area.

## STEVENSON LANDING



### Stevenson Landing

The existing landing should be Stevenson's 'front door' for those arriving by watercraft from the Columbia River. As Stevenson becomes a more desirable destination for visitors, additional or larger vessels are likely to use the landing, creating both desirable activity but also some unintended impacts. Visual impacts, such as blocked views, bright night lighting, or other issues resulting from watercraft 'parked' at the landing must be considered.

Additional enhancements are required to capitalize upon this unique asset. Future design enhancements of the landing must:

- » Consider changes to the landing to address impacts or alternative/additional landing locations for cruise lines.
- » Address the natural setting, in particular the 2018 Shoreline Master Plan restoration projects' ecological requirements.
- » Better utilize the area as an amenity by including areas where residents and visitors can congregate for both active and passive activities. This should include both manicured green spaces and paved gathering areas with ample seating areas where views of the river are unobstructed.

- » Provide wayfinding for direct visitors to the Downtown, especially those arriving from cruise lines. Wayfinding should first and foremost occur organically through visual clues—landscaping, paving, lighting, and banners that direct visitors inland. Formal wayfinding may utilize a suite of signs, an information directory kiosk, or other media tools such as those identified in the 2012 Stevenson Wayfinding Master Plan.
- » Consider and incorporate 'pedestrian accelerators' that improve walking, biking, and transit access to the Downtown core, the County Fairgrounds, Skamania Lodge, or other destinations beyond the core. Improvements should at a minimum formalize a 'transit hub' location for shuttle buses, including a weather-protected bus shelter and possibly public restrooms. In addition, the hub may include 'micromobility' improvements such as bikeshare dock—including e-bikes, scooters, or other vehicles to better serve visitors of all ages and of varying physical abilities who would prefer to explore downtown on their own rather on a shuttle/tour bus.

#### ADDITIONAL GREEN SPACE



#### CAPITALIZE ON WATERSPORTS



#### RESIDENTIAL AMENITY



#### New Stevenson Riverfront Park

Over the long-term, a unified active and passive public park is envisioned to extend along the Columbia River from the existing Sailboard Park to Stevenson Landing, including Bob's Beach. It would incorporate the new Beverly Park north of Cascade Avenue and should integrate the proposed Columbia Street walking and biking bridge over the BNSF railroad tracks. The park should be a primary element of a potential Port of Skamania Redevelopment Master Plan.

The New Stevenson Riverfront Park should:

- » **Meet the ecological requirements identified in the 2018 Shoreline Master Plan.**
- » **Capitalize upon watersports.** Improvements to both the kiteboard and windsurfing launching points should be provided. Consultation with advocates and watersports experts should result in world class facilities. Land-side improvements for watercraft staging, storage, or other facilities to advance this objective should be part of the park program.

- » **Provide Festival Space.** Open, flat, multi-purpose green lawn or a combination of lawn and paved areas should be considered. The space is envisioned to complement or provide an alternative venue for events that currently occur at the County Fairgrounds. Electrical, water, new restrooms, and other facility improvements necessary to stage events should be part of the park program.
- » **Provide adequate parking, yet the parking should not dominate the open space.** Parking for events should be designed to accommodate passenger cars, trucks, recreational vehicles, and vehicles with trailers. A shared parking strategy that considers event needs and considers walking and biking access improvements to the park to minimize parking demand should be considered.

#### New Pocket Park

As part of a multi-family residential development south of 1st Street and west of Seymour Street, a small public open space at the terminus of a new Rock Creek Drive extension should be provided. While publicly accessible, the park should be designed primarily as an amenity for adjacent residents. The New Pocket Park open space should:

- » Incorporate an unobstructed walking and biking path connection to Railroad Street and a new Rock Creek Drive extension.
- » Consist primarily of green space.
- » Include passive and active space. Play areas/facilities for children should be included.
- » Be designed as part of a new Rock Creek Drive view corridor. Trees or park structures should be located along the edges of the park to maintain view towards the Columbia Gorge.



POTENTIAL NEW PARK



**New Rock Cove Park**

As part of a multi-family residential development south of 1st Street and west of Seymour Street, a small public waterfront park fronting the cove should be provided. The park should be designed primarily as an amenity for adjacent residents. Additionally, a publicly accessible launch for canoe, kayak, standing surfboard, or other small watercraft should be considered. The open space should:

- » Meet the ecological requirements identified in the 2018 Shoreline Master Plan.
- » Include passive and active space.
- » Include walking and biking access from 1st Street. Consider an additional walking and biking route adjacent the BNSF property line. The pathway should connect to the Railroad Street path.

## DEVELOPMENT STANDARDS OR GUIDELINES

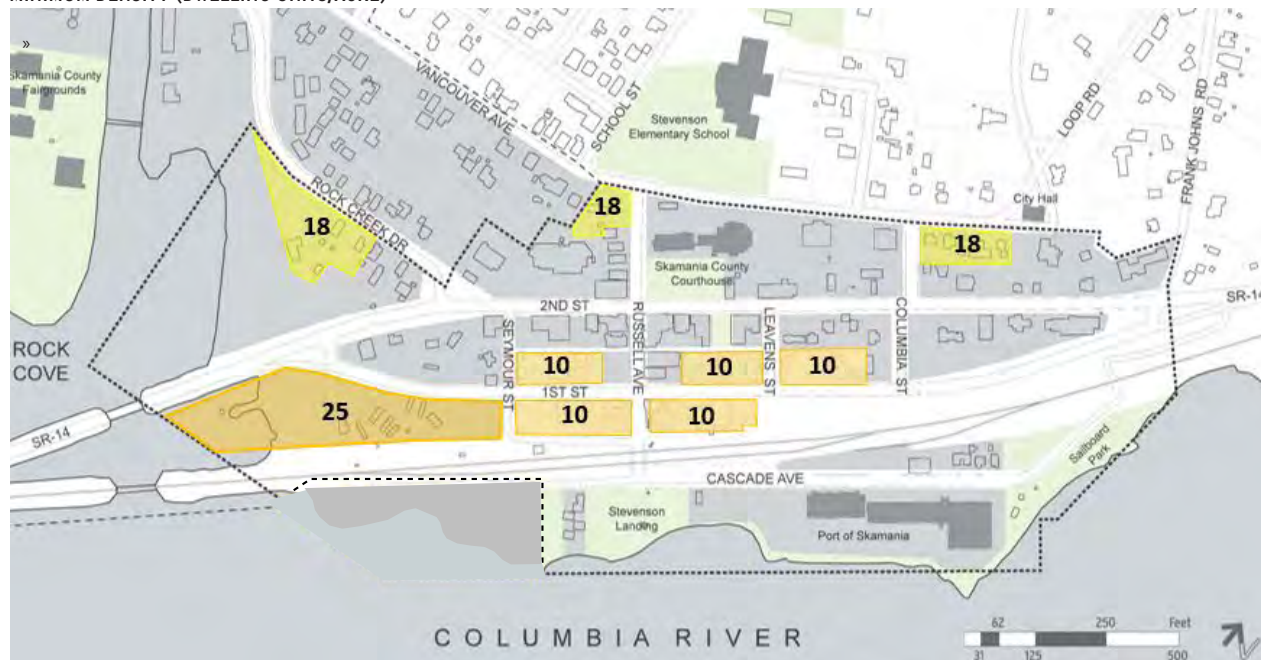
Four new location- and form-based regulations are recommended to strengthen the existing zoning ordinance and provide new regulations for new concepts. The regulations are map-based, rather than text-only, to clarify and simplify their application. The recommended regulations can be adopted as either an amendment to the zoning ordinance's existing standards, or as new supplementary discretionary guidelines, or a combination of the two.

### Multi-Family Density

Stevenson's zoning ordinance does not prescribe densities in terms of minimum or maximum residential units per acre. To ensure that the limited opportunities for multi-family housing in the downtown are maximized while ensuring development is compatible with its surrounding context, minimum densities are recommended for parcels envisioned to be the sole use or the primary use of a mixed use development. For areas where multi-family housing is a secondary component of a mixed use development, such as above commercial uses, no minimum density is suggested.

- » **10 Dwelling Units per Acre.** Recommended for areas generally part of the Places for Creativity zone. This minimum density can accommodate attached live/work townhomes, small apartments, duplexes, tri-plexes, or similar uses commonly referred to as 'missing middle' housing.
- » **18 Dwelling Units per Acre.** Recommended for areas that abut existing single family neighborhoods or natural areas. Greater densities should be screened, set back, step, or transition away from existing uses. This density is appropriate for small scale apartments.
- » **25 Dwelling Units per Acre.** Recommended for larger redevelopment parcels (Catalyst areas) where large buildings can be built without impacting existing residential neighborhoods. This minimum density can accommodate walk-up apartments or apartments with tuck under parking.

MINIMUM DENSITY (DWELLING UNITS/ACRE)



### Building Height

Changes are suggested to C-1 zoning district current regulations that permit 50-foot tall buildings by right. The intent of the new regulations is to preserve views, provide compatibility with existing structures, and ensure consistency with historic Downtown building form and massing character. New regulations are proposed in terms of number of floors rather than total building height measured in feet. This change better accommodates both residential and commercial uses that have different floor-to-floor heights, simplifies height measurement on sloping sites, and provides a uniform regulation for buildings, regardless of whether they have a flat or sloped roof.

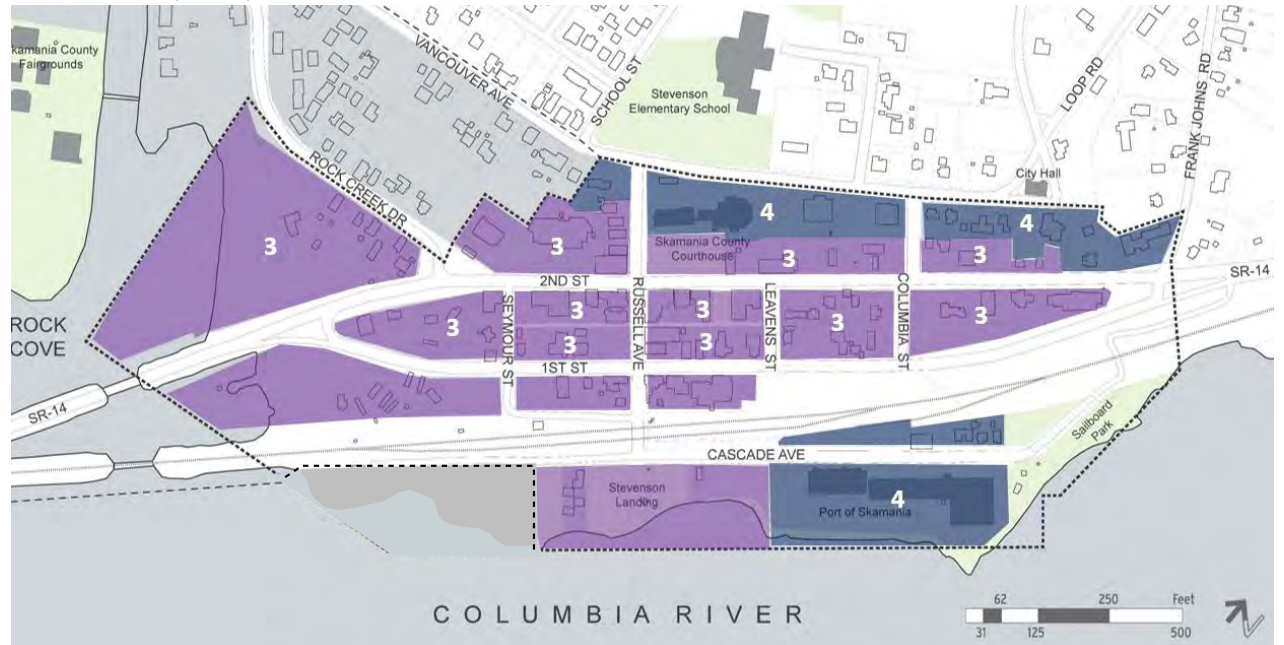
- » **Four-story Height.** Institutional Campus areas and multi-family areas fronting Vancouver Avenue and a potential area for a hotel along the Columbia River.
- » **Three-story Height.** All other areas.

### Required Ground Floor Retail

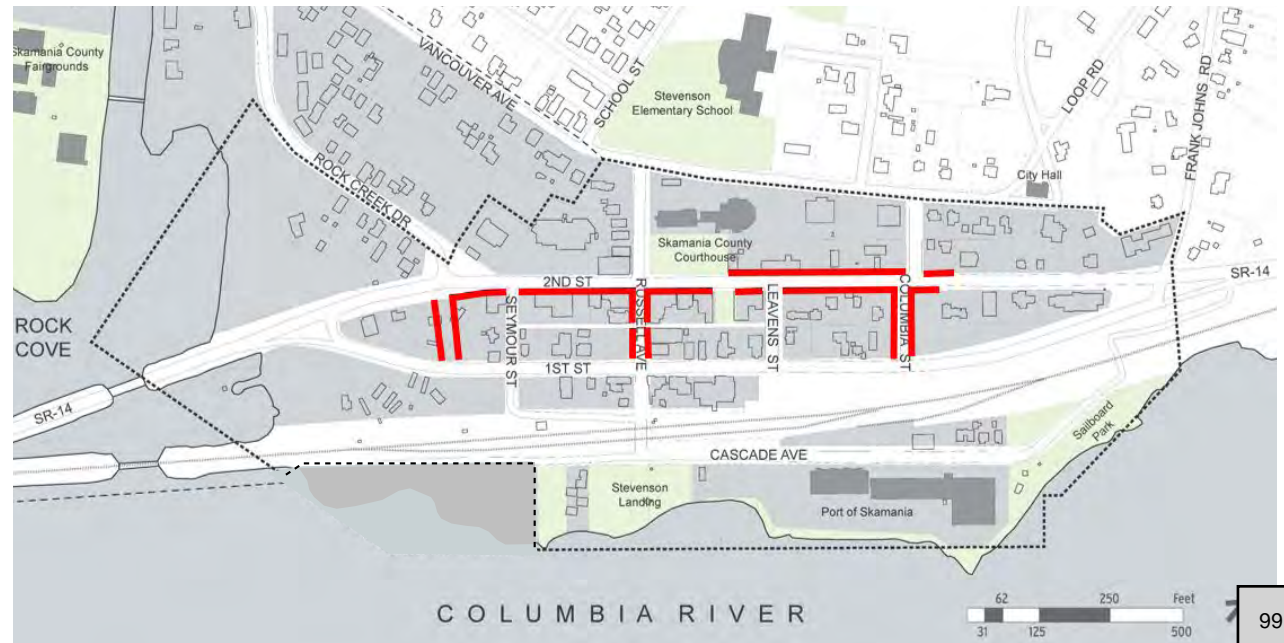
Currently, along street frontage of the Heart of Downtown, all commercial uses are permitted resulting in office, service, and financial institutions that have limited business hours, do not contribute significantly to an active walking environment and are generally inwardly oriented. Future uses that are active 18 hours a day, during all seasons of the year should be fostered on block faces where there is a desire for increased walking, strolling and window shopping as part of Downtown’s 5-minute walking loops.

- » **New Frontage Restrictions.** Enacted as either new standards or guidelines, new requirements should limit fronting ground floor uses to the sale of goods, eating, drinking, and entertainment uses coupled with a 75% ground floor windows and doors requirement should be enacted to encourage viewing in and out of retail uses for indicated frontages along 2nd Street, Russell Avenue, Columbia Street and a future extension of Rock Creek Drive. However, for upper floor commercial or residential uses, street-oriented entrances and lobbies to upper floor uses are appropriate as long as the transparency requirement is met.

MAXIMUM HEIGHT (FLOORS)



GROUND-FLOOR RETAIL FRONTAGE

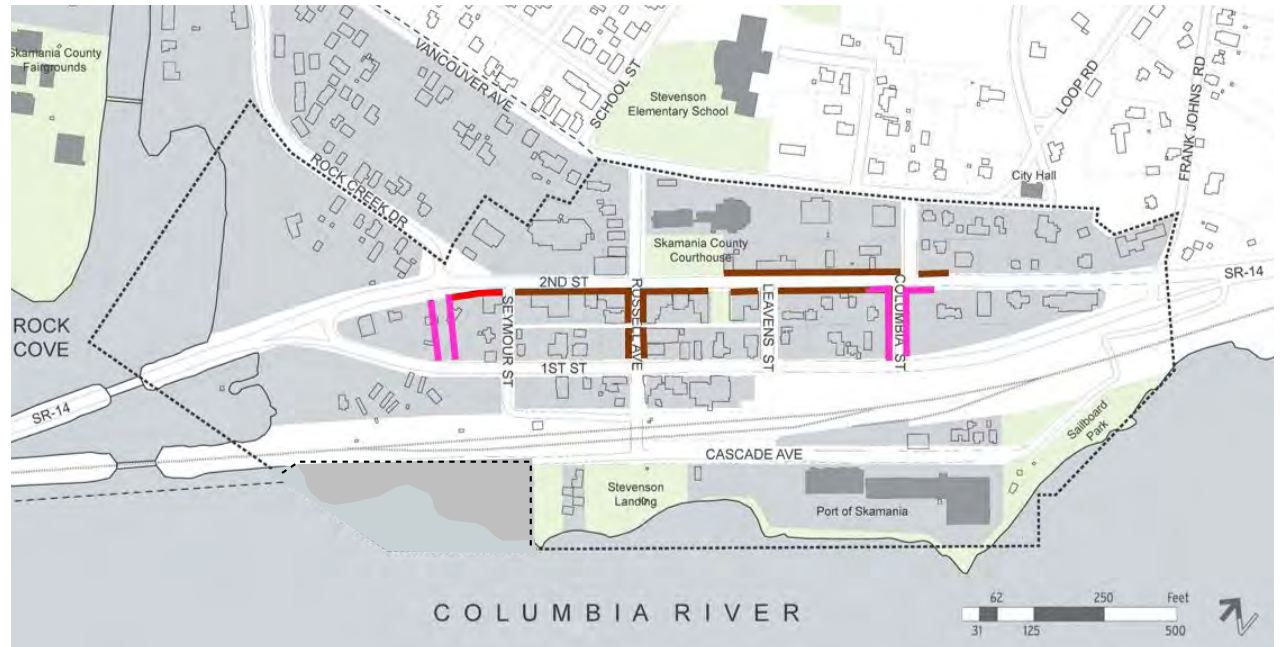


### Required Build-to Line

Establishing a street-oriented, retail-friendly walking and strolling environment requires an edge-to-edge, street wall along all block frontages. Currently there are numerous breaks and disruptions in the primary walking and strolling loop along 2nd Street that discourage these activities. To address this deficiency, a new Build-to-Line requirement should be enacted as either a new standard or guideline to regulate:

- » **Incompatible uses.** New parking lots and parking lot driveways that front the street edge should be restricted along frontages indicated along 2nd Street from Rock Creek Drive to Columbia Street, Columbia Street and a new Rock Creek Drive extension.
- » **5-foot Maximum setback.** Historic Western False Front architecture common to Stevenson has historically engaged the front setback. To maintain and strengthen this orientation, new development should be built to the sidewalk or within 5' of the front property line to accommodate a wider sidewalk or sidewalk café. Setback for landscaping, steps, walls or similar use should not be permitted or highly discouraged.
- » **20-foot Maximum Setback.** For new commercial areas along Columbia Street and the extended Rock Creek Drive, a combined paved and landscaped courtyard setback is desirable. Within this area, the setback should be dedicated for active, publicly accessible uses. No parking, service or other inactive uses should not be permitted.

### BUILD-TO LINE FRONTAGE



## DESIGN GUIDELINES

The zoning regulations of the municipal code ensure that the type, location, scale, and massing of development is consistent with the Plan for Success Vision. However, zoning regulations cannot adequately regulate the character of new development. To ensure the architectural character of Stevenson can be preserved and strengthened, design guidelines can be used as an effective tool to review projects. A brief, highly graphic, easy-to-use set of guidelines should be refined adopted.

The guidelines:

- » **Should be administered by City staff and/or the Planning Commission.** An alternative approach would be to create a separate Design Review Committee that would be responsible only for reviewing projects using the guidelines and then providing a recommendation for approval to City staff and/or the City Council.
- » **Could be applied as multiple ways.** The guidelines could be incorporated into the current development approval process or used an alternative ‘track’ approach to address character issues rather than using more prescriptive zoning code regulations.
- » **Would regulate only exterior elements.** The guidelines would apply to the façade of the building and would not include any regulations for building interior design or use.
- » **May include additional guidelines for landscaping, signs or other façade or site design elements.**
- » **Should incorporate elements that are currently present in buildings in Downtown Stevenson or other peer communities in the Columbia Gorge or Northwest.**
- » **Should be constructible.** Guidelines should be crafted with the abilities of local architects and builders using existing construction practices, techniques, and equipment in mind.
- » **Should foster long lasting and durable materials.** Nevertheless, they should not add any additional excessive, unreasonable project material costs. However, they may add minimal additional design costs.

This table identifies key building elements that are recommended for reviewing development proposals.

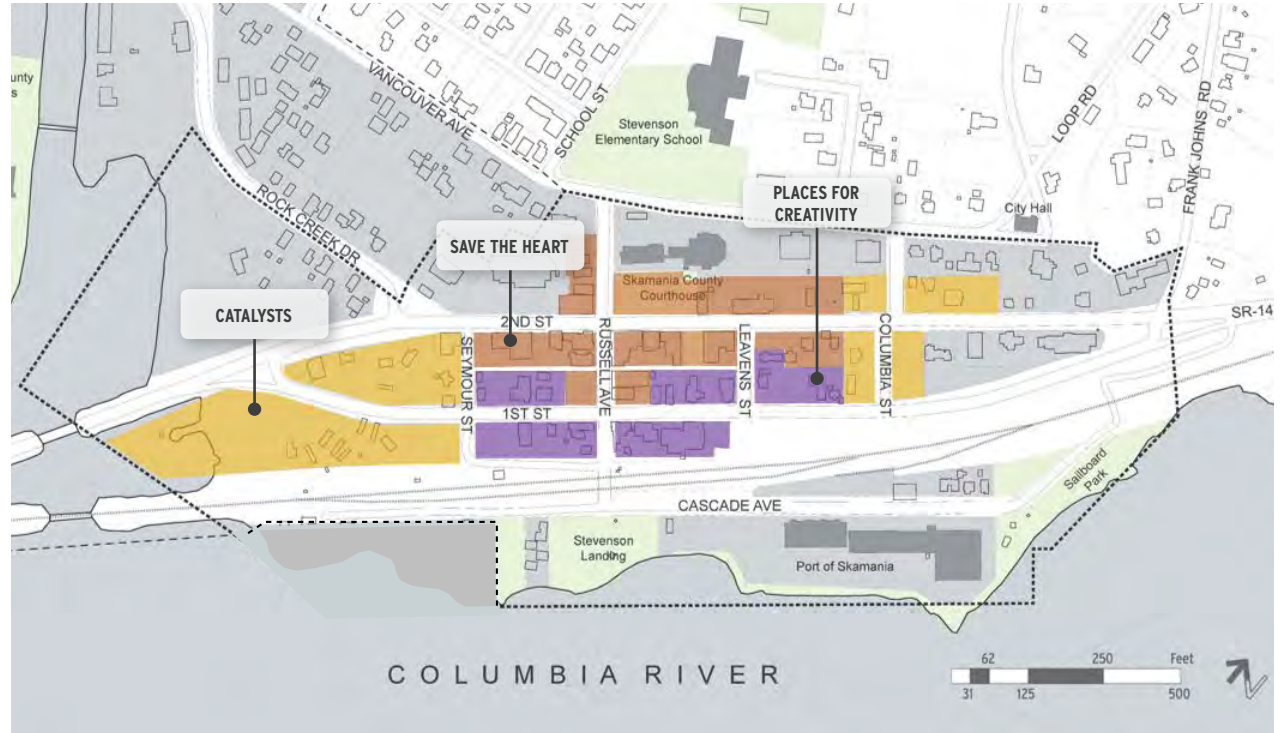
ELEMENT	STYLE		
	Save the Heart	Catalysts	Places for Creativity
<b>Building Length</b>	30'-40'	200' Maximum	Varies
<b>Building Relationship</b>	Attached urban block	Standalone	Standalone
<b>Footprint</b>	Rectangular, C-, U- Shaped	Rectangular bar	Long, massive bar V- Shaped
<b>Massing</b>	Symmetrical	Asymmetrical	Symmetrical
<b>Form</b>	Vertical	Horizontal	Horizontal
<b>Articulation</b>	Flat facade, except balconies, entries	Subtle façade Bold roof articulation	Limited to no articulation
<b>Roof Pitch</b>	Not visible from street	Steep	Steep
<b>Roof Form</b>	Flat or gable and Simple parapet	Complex, gable, hipped, Height variation	Gable or gambrel with Monitor style clerestory or dormers
<b>Eaves</b>	None	Shallow, no overhangs	shallow, none
<b>Details</b>	Decorative cornice, Covered walkway	Shingle façade accents Covered walk (comm. Bldgs.)	Cupola (option) Agricultural or Industrial character
<b>Façade Materials</b>	All wood	All wood	Wood and corrugated or panel metal
<b>Roof</b>	Asphalt shingles Dark standing seam metal (sloped roofs)	Asphalt, wood shingles	Standing seam metal, Asphalt shingle
<b>Windows</b>	Vertical-oriented Double hung; Casement	Vertical-oriented Double hung; divided lites	Square, rectangular deep ‘punched’ openings; divided lites: awning, double-hung, wood or metal frame
<b>Doors</b>	Modest, Simple wood panel/ divided lites	Single or Double Comm: Transparent,	—
<b>Façade Color</b>	Soft, muted Brown, green, Yellow, white	Warm, neutral earth tones white, gray, dark trim natural or stained wood	—
<b>Roof Color</b>	Gray, black, dark brown	Gray, black, dark green, natural wood	—

### Architectural Guidelines

The guidelines are generally intended to be prescribe 'timeless' design yet allow room for innovation and creative approaches that meet the intent of the guidelines. The guidelines recognize the eclectic nature of the downtown and should not provide a 'one-size-fits-all' approach. Rather distinct but compatible guidelines should be provided for commercial mixed use and high density residential areas in the Downtown core and Columbia riverfront, including four zones:

- » **Save the Heart**, which comprises commercial areas generally fronting Second Street. A 'Western False Front style' is recommended here. This architectural vernacular currently exists for recognized high quality 1, 2, and 3 story single and mixed use commercial buildings on 2nd Street and Russell Avenue.
- » **Catalysts**, which comprise parcels fronting Columbia Street, a new Rock Creek Drive extension and parcels south of 1st Street, adjacent to Rock Cove. A 'Residential Cottage Style' is recommended here. Exterior elements here would be consistent with wood frame residential building currently present in the downtown. Design elements would apply to both commercial and multifamily residential uses.
- » **Places for Creativity**, which generally would apply to parcels along 1st Street. This zone would consist of a hybrid of Save the Heart and Catalyst zones and additional agricultural and industrial vernacular requirements. Elements of each of these zones could be applied here.

### ARCHITECTURAL GUIDELINE AREAS



**WESTERN FALSE FRONT**



**Save the Heart**

- » Comprises commercial areas generally fronting Second Street.
- » A 'Western False Front style' is recommended.
- » This architectural vernacular currently exists for recognized high quality 1, 2, and 3 story single and mixed use commercial buildings on 2nd Street and Russell Avenue.

**COTTAGE**



**Catalysts**

- » Comprise parcels fronting Columbia Street, a new Rock Creek Drive extension and parcels south of 1st Street, adjacent to Rock Cove.
- » A 'Residential Cottage Style' is recommended here.
- » Exterior elements here would be consistent with wood frame residential building currently present in the downtown.
- » Design elements would apply to both commercial and multifamily residential uses.

**AGRICULTURAL AND INDUSTRIAL**



**Places for Creativity**

- » Generally applies to parcels along 1st Street.
- » Consist of hybrid of Save the Heart and Catalyst zones.
- » Promotes Agricultural and Industrial styles.
- » Elements of each of these zones could be applied here.
- » Agricultural and Industrial Vernacular buildings area also recommended.







# IMPLEMENTATION STRATEGY

# IMPLEMENTATION STRATEGY

The intent of the implementation strategy is to identify the public actions necessary to generate a sustained and widespread private investment while addressing the goals and objectives of the downtown plan.

The implementation strategy includes:

- » Recommendations that are achievable and can be completed or initiated using existing and potential additional public financial and staff resources within a 5 year timeframe.
- » Identification of individual or groups responsible for leading implementation activities.
- » A preliminary timeline for project completion.
- » Current or potential funding sources, where available.

## **Stewards of Success Committee**

To oversee the implementation of these projects it is recommended that a 'Stewards of Success' Committee be formed and given the responsibility of ensuring that all projects are implemented as envisioned in a timely manner.

The Committee would:

- » Include an appointed group of approximately 5 key stakeholders and downtown advocates that would be appointed on an annual basis by the City Council.
- » The Committee would meet on a 3-4 month schedule to review project proposals, project progress, and identify issues.
- » The Committee would provide a 'Status of the Plan' report to Council annually or sooner as deemed necessary.
- » Be dissolved upon completion of all implementation projects

## Priority Projects

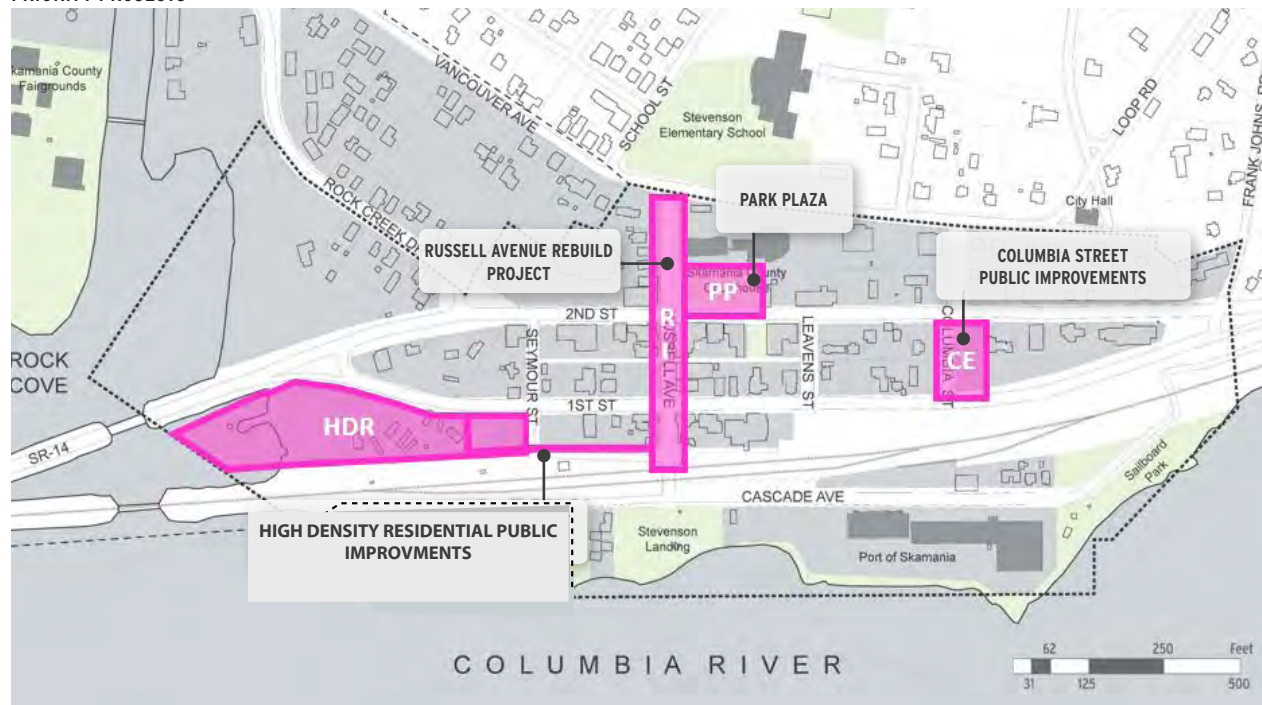
The selected projects are those that can demonstrate that they can meet the following criteria—they are:

- » Strategically located to induce nearby private sector development
- » Positively change the public perception of the downtown
- » Create immediate redevelopment momentum
- » Stimulate Private development
- » Generate a return on public investment.

Four Priority Projects are identified. They include two current on-going projects and two projects identified by the public and assessed for economic viability by the consultant team:

- » Park Plaza
- » Russell Avenue Rebuild Project
- » Columbia Street Public Improvements
- » High Density Residential Development Improvements

### PRIORITY PROJECTS



### PRIORITY PROJECT ACTIONS

PROJECTS	TASKS	APPROX. TIMEFRAME (MONTHS)		PROJECT LEAD(S)
PARK PLAZA	Finalize Design/Funding	24		Downtown Business Association
	Construct	12		
RUSSELL AVENUE REBUILD PROJECT	Complete Construction	12		Port of Skamania
	Columbia Street Design	6		
COLUMBIA STREET PUBLIC IMPROVEMENTS	Additional Outreach	6		City of Stevenson and Downtown Business Association
	Additional Analysis	6		
	Right-of-Way Acquisition	9		
	P3 (Potential) Development		12	
HDR PUBLIC IMPROVEMENTS	Road Construction		6	City of Stevenson and Downtown Business Association
	Railroad Street/Path Design	12		
	Additional Outreach	12		
	Right-of-Way Acquisition	12		
	Construction		6	

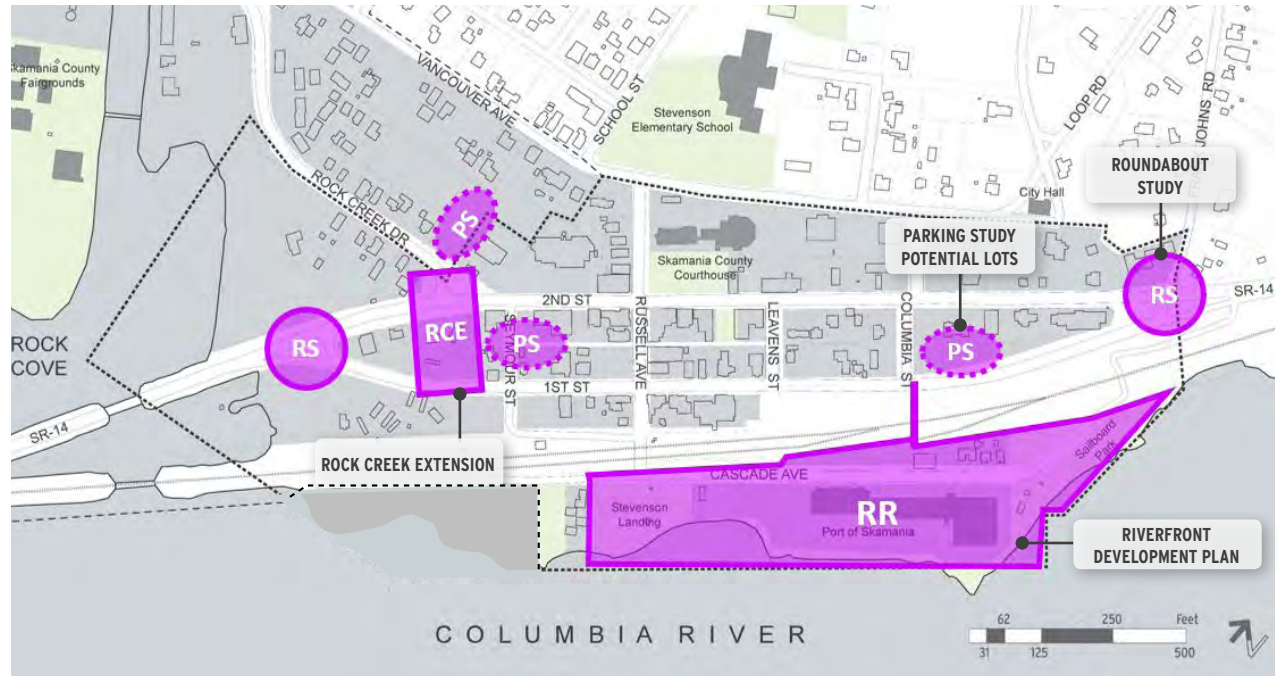
## Other Key Actions

The selected actions include that do not meet the criteria for inclusion as a priority project, may require additional planning beyond the scope of the downtown plan, require a longer timeframe for completion, or implementation requires the coordination or lead by other public agencies, the private sector, or other community members beyond the control of the City of Stevenson.

Included are:

- » Riverfront Redevelopment of Port of Skamania and adjacent properties.
- » Rock Creek Drive extension design and construction between 2nd and 1st Streets.
- » SR 14 'Roundabout Study' that explores the potential for a long-term options, impacts, benefits and implementation strategies for potential distributing of auto and truck traffic between 2nd and 1st Streets.
- » Fee-in-Lieu Parking Study will at minimum identify the parking district boundary, parking supply required, shared parking facility location(s), fee revenue required to fund construct, maintain, and manage facilities, and fee rate options for property owners/developers.

### OTHER KEY ACTIONS



OTHER KEY ACTIONS

PROJECTS	TASKS	APPROX. TIMEFRAME (MONTHS)		PROJECT LEAD(S)
RIVERFRONT REDEVELOPMENT	Redevelopment Plan	12		Port of Skamania
	Developer RFP		6	
	Hotel/Comm. Design		6	
	Development Construction		18	
	Park Plan		12	
	Park Construction		12	
ROCK CREEK EXTENSION	Street/Pathway Design	6		City of Stevenson
	Additional Outreach	12		
	Additional Analysis	6		
	Right-of-Way Acquisition		6	
	Road Construction		12	
SR-14/SECOND STREET ROUNDABOUT STUDY	Additional Outreach	6		City of Stevenson and WSDOT
	Additional Traffic Analysis	6		
	Roundabout Concept Design		3	
	Council Review		3	
FEE-IN-LIEU PARKING STUDY	Additional Outreach	12		City of Stevenson and Downtown Business Association
	Additional Analysis	12		
	Site Concept Design		6	
	Operation and Maintenance Plan		6	
	Council Review		3	

### Fee-in-Lieu Commercial Parking Study

Fee-in-lieu parking programs are a way for Stevenson to allow landowners and developers to pay a fee into a municipal fund in lieu of providing on-site parking spaces required per the zoning code. Stevenson could use this tool to:

- » Encourage development and occupancy of vacant buildings in a specific area or district of the Downtown.
- » Encourage shared parking by creating a common pool of strategically placed parking facilities to serve multiple land-uses within an area or district with variable periods of parking demand during the day.
- » Finance public parking spaces or/and to fund other transportation demand management investments that will help to reduce single occupancy vehicle use.

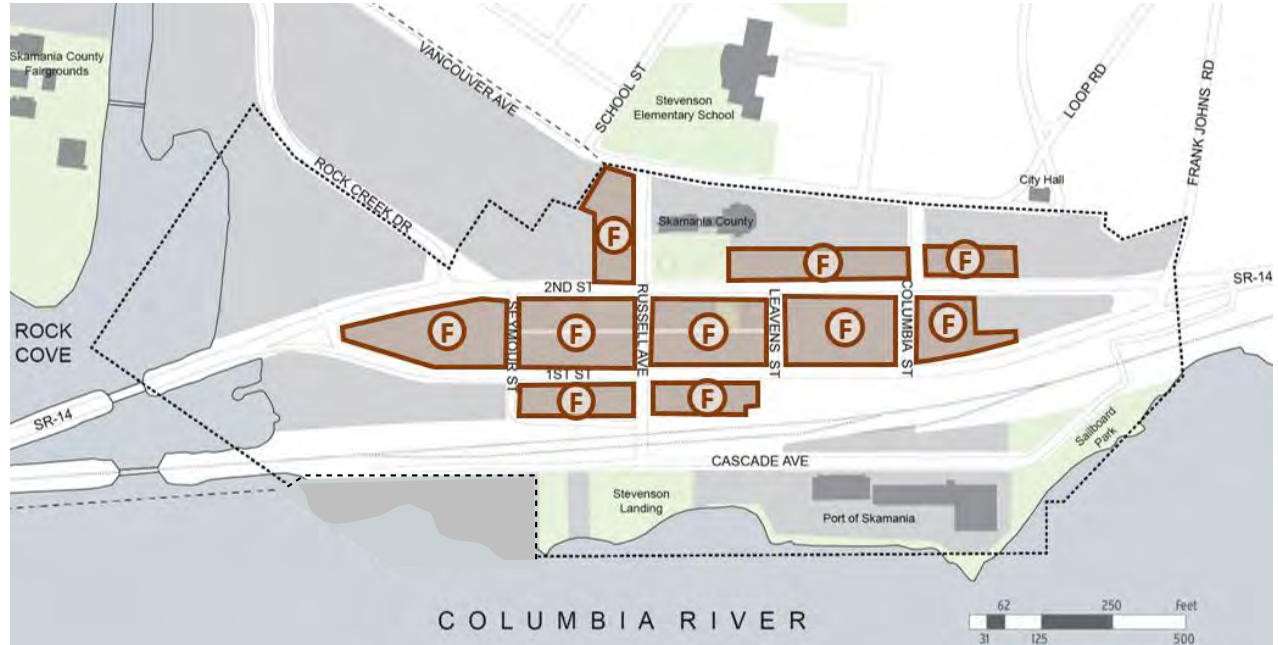
In addition to benefits such as reduced cost to developers and shared parking, in-lieu parking can:

- » Improve urban design by concentrating and screening parking.
- » Support preservation of historic buildings.
- » Allow development of sites that are spatially constrained to provide parking required per the zoning code.

Some of the disadvantages of in-lieu parking programs include:

- » Fewer or no on-site parking for employees, customers, visitors, etc.
- » There is no guarantee of available parking until the City can collect adequate in-lieu fees to fund the construction of a public parking facility. To avoid this issue, some cities have chosen to build public parking facilities before offering in-lieu parking.
- » The City may choose to build a lower ratio of parking supply compared to in-lieu fee collected to encourage use of other modes of transportation.

### FEE-IN-LIEU COMMERCIAL PARKING BOUNDARY



For the City of Stevenson, a fee-in-lieu parking program could encourage development in the Downtown and reduce the amount of high-value land used for parking spaces. The City does need to either own or build parking to accommodate such a program, and staff time would be needed to manage the program. The City should do a more detailed cost/benefit analysis to determine if a fee-in-lieu parking program is the right fit for Stevenson.

### SR-14/Second Street Roundabout Study

The intersections of 1st Street and 2nd Street on the east and west ends of Downtown are potential candidates for a Roundabout Study. While the spacing between the roundabout and Rock Creek Drive looks adequate, a queuing analysis will be needed for westbound vehicles at the proposed roundabout to determine if queues will affect the intersection of Rock Creek Drive and 2nd Street. A detailed analysis will be needed to determine whether a roundabout is feasible and will improve operations at this location.

On the east end of town, a roundabout will also likely exceed the space in the current right-of-way and impact the adjacent parcels. There is a significant grade change in the parcels around this intersection so roundabout construction could have other grade-related challenges. The design will also need to consider impacts to the Rodeway Inn driveway located west of the intersection of 1st Street and 2nd Street. Operations analysis of existing afternoon peak hour traffic at 1st Street and 2nd Street indicates both vehicle delay and vehicular queuing for the westbound left movement are within acceptable levels and does not warrant a roundabout. Periodic monitoring and detailed study to identify potential changes to meet the operational needs at this location with future traffic growth is recommended.

Conducting an Intersection Control Evaluation (ICE) per procedures provided in WSDOT Design Manual chapter 1300 to determine if a roundabout is warranted at either location is recommended. As SR-14 is a WSDOT controlled facility, the project would need to be coordinated with WSDOT.

## Additional Planning

The Plan for Success includes a number of recommended planning projects and tasks that will require further refinement and review that is beyond the Downtown planning process scope, timeframe, and in some instances, the purview of the City of Stevenson. Additionally, as these recommendations are refined, additional planning actions may in turn require consideration as part of other planning efforts such as the Shoreline Master Plan Update, an update to the Port of Skamania County Master Plan or trigger environmental review as required by the State Environmental Policy Act (SEPA).

The Additional Planning Table includes two projects. Project tasks, an approximate timeline in months, and suggested project lead is identified. The Zoning Update project is the only time sensitive project, it should be initiated with 3-6 months of the adoption of the Plan for Success. All other projects should be initiated within 5 years of Plan adoption.

### Zoning Update

The Plan for Success Land Use Framework includes a recommendation for creating new ‘subdistricts’ for areas currently designated as C-1 Commercial, M-1 Light Industrial, and R-3 Multi-family Districts. A new or amended Trade District Use Table and additional ‘form-based’ Development Standards mapping identified in the Urban Design Framework would need to be incorporated into the existing Chapter 17.25 of the Stevenson Municipal Code.

### Design Guidelines

Currently, the City of Stevenson does not have a formal discretionary review process. It is recommended that the City create an easy-to-use, concise Design Guideline document that would serve as a foundation for a potential discretionary review by staff or the planning commission. Possible approaches or ‘tracks’ of either adding or substituting design review into the approval process should be explored. An underlying goal of the project would be maintaining and building upon the unique character of Downtown Stevenson while not adding additional bureaucratic ‘red tape’.

## ADDITIONAL PLANNING ACTION PLAN

PROJECTS	TASKS	APPROX. TIME	PROJECT LEAD(S)
ZONING UPDATES	Regulation Refinement	6 mo.	City of Stevenson
	Additional Outreach	6 mo.	
	Commission/Council Review	6 mo.	
DESIGN GUIDELINES	Guideline Refinement	6 mo.	City of Stevenson
	Additional Outreach	6 mo.	
	Commission/Council Review	6 mo.	



# TEN-YEAR BUILD OUT

The Ten Year Build Out Concept provides potential long- and near-term concepts of what development may look like to meet anticipated demand based a conservative market analysis. The Ten Year Buildout:

- » IS NOT a current redevelopment proposal. Illustrations have been created to test the viability of the Draft Vision for Success.
- » Includes concepts for private parcels, with owner knowledge. Does not infer that property owners agree or disagree with each concept.
- » Existing uses are NOT displaced. Any future change would require owner consent, additional planning, design, and public review.

## Market Demand

Land Use	
Commercial	26,000 s.f. building area
Multi-family	80 dwelling units
Hotel	100 hotel keys (rooms)

## Priority Project Buildout

Illustration outlined areas are market-feasible concepts for the two Priority Project areas that could be completed within the next 5 years: A three-story rental apartment project on 1st Street and a two- to three-story mixed-use project on Columbia Street.

First Street Multi-Family Residential Development:

- » High-density residential development is viable in the current market in Stevenson.
- » Wood-frame, walk-up apartments with surface parking is the most likely development form, though tuck under parking might also be feasible.
- » Housing is a key component of strengthening the economy of Stevenson and the vitality of Downtown.
- » The city currently has a shortage of rental housing. It is estimated that around 40 new apartment units and 15 new rental townhomes can be leased almost immediately.
- » It is expected that a 70-unit single-phase project would be feasible at current market rent levels (\$1.50/sf).

## TEN-YEAR BUILD OUT CONCEPT



Columbia Street Mixed-Use Development:

- » Mixed-use development is also estimated to be viable, provided it includes residential units rather than office space on the upper floors. The economics improve as the residential share increases.
- » With estimated commercial demand growth of up to 2,600 square feet per year; limiting a single-phase project to 8,000 square feet of commercial space is recommended.
- » Shallow ground-floor commercial space and apartment units in the back as well as above will maximize the portion of Columbia Street that can be built out in a single phase while maintaining financial viability.

## Priority and Timing

The Columbia Street mixed-use concept to represent stronger catalytic impact than the 1st Street residential concept, as it will enhance Downtown's ability to generate visits and capture pass-through traffic.

The 1st Street concept is easier to realize and may therefore have a greater positive impact in the short run.

## Incentives and Public-Private Partnerships

The Columbia Street concept may require some public investment to be realized. Paying off-site infrastructure costs and offering reduced parking requirements or in-lieu parking fees will likely be effective incentives. Initial public ownership of the land can further reduce the developer's cost while also giving the City greater ability to ensure that the project will serve public interests.





# APPENDIX