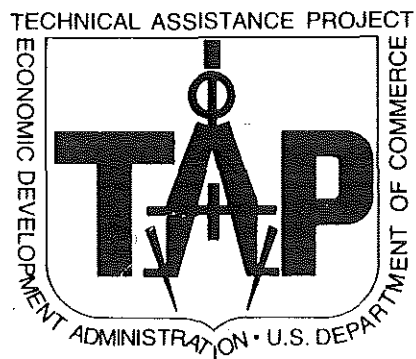


city of stevenson downtown improvement plan

prepared by environmental disciplines, inc.



city of stevenson
downtown improvement plan

prepared by:

environmental disciplines, inc.
downtown development core group

September 1977

for:

the economic development administration
project number: 07-6-01815

"This technical assistance study was accomplished by professional consultants under contract with the Economic Development Administration. The statements, findings, conclusions, recommendations, and other data in this report are solely those of the contractor and do not necessarily reflect the views of the Economic Development Administration."

ACKNOWLEDGEMENTS

In preparing this report, the project team has relied heavily upon information offered by public agencies, other professionals and local citizens and organizations.

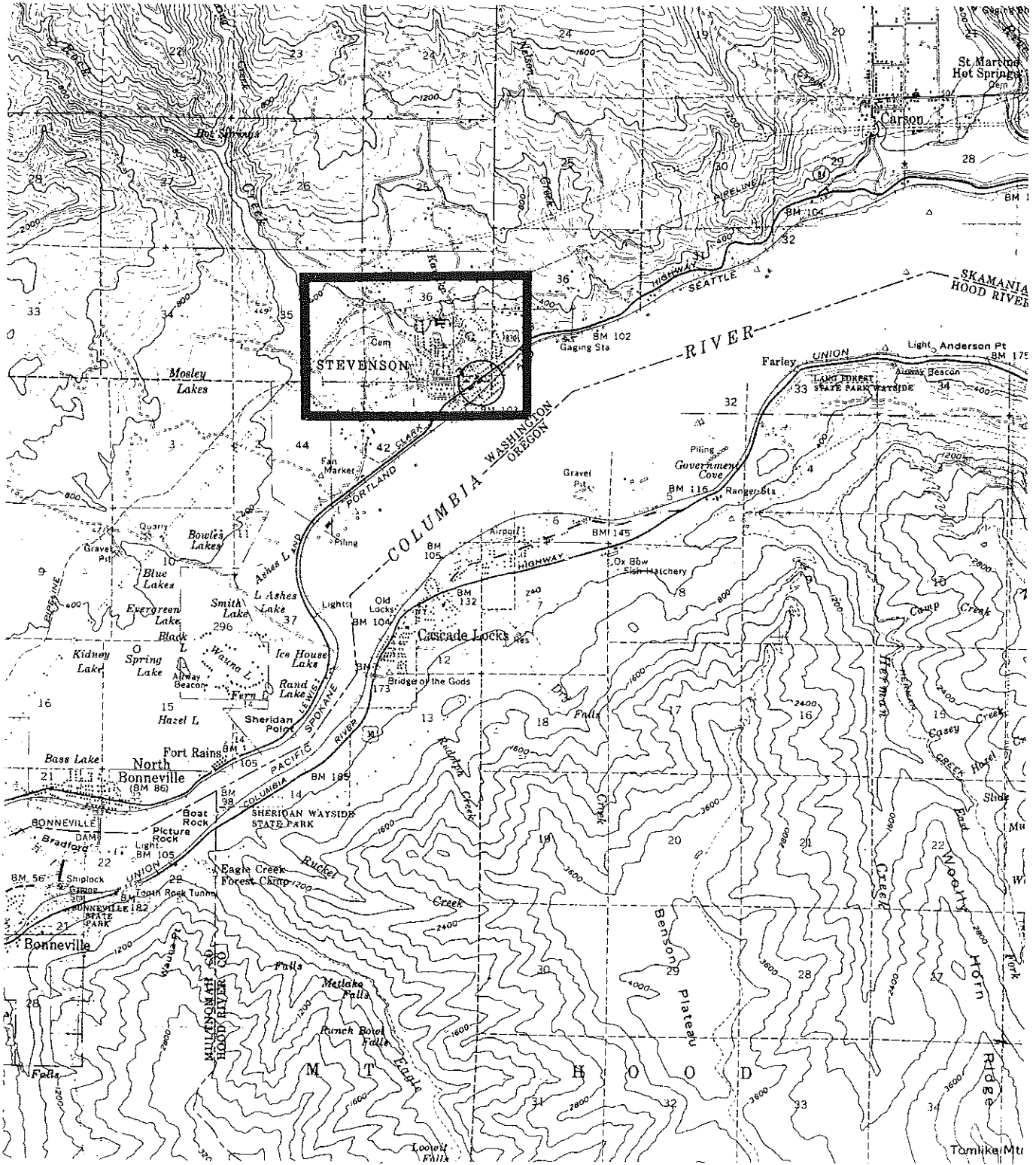
Members of the Stevenson City Council; Jack Fuller, City Clerk; John Forland, Mid Columbia Economic Development District; Dick Pearson, Oregon State Department of Economic Development; Bill Lief, Washington State Department of Commerce and Economic Development; Tom Lexow, White Salmon Riverview Savings and Loan; Bill Yee, Skamania Public Utility District; Larry Hendrickson, Port of Skamania; and Duke Owens, Skamania Inn, have been extremely cooperative in providing data and planning information to the study. We hope that this report provides useful information for the respective agencies and institutions.

Most important, the forthright candor of the Downtown Core Group and residents of City of Stevenson has been an essential ingredient of the study. The Core Group members* and individual residents have made major contributions to the recommendations presented herein. In return, we sincerely hope that this draft final report will help provide an adequate planning framework within which they may all effectively pursue the economic redevelopment of downtown Stevenson.

*Members include: James L. Joseph, Joseph's "V" Department Store; Carmen Dybdahl, Skamania County Pioneer and Stevenson City Council; Kay Wright, Skamania County Treasurer; Tom Jermann, Ann's Food Fair; Roger White, Texico Distributor and Port of Skamania; Jack Fuller, Town Clerk; and Glenda Black, Deputy Clerk.

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PURPOSE OF THE PLAN

The purpose of the City of Stevenson Downtown Improvement Plan is to serve as a guide for coordinated public and private decision making within the downtown core area. The plan recommends a general revitalization and development framework, which can serve as a foundation for continued community, business and governmental efforts to improve the economic vitality and image of the City of Stevenson Downtown Area.

The Downtown Improvement Plan recommends a series of development policies to be adopted by affected public agencies as part of the Stevenson Comprehensive Plan and to be consistently supported by downtown businesses and property owners. Adoption of these development policies provides the foundation from which appropriate development regulations, capital improvement programs and, ultimately, private redevelopment will be derived. The ultimate implementation of the City of Stevenson Downtown Improvement Plan will depend primarily on private investment, which can be stimulated by incentives provided by carefully selected public projects and guided by responsive regulations. Without the public and private sectors joining forces in an organized and comprehensive improvement program, the present and future independent private projects occurring in the downtown area would have a limited impact on other businesses, and would tend to flounder in the absence of complementary improvements to public services upon which those projects depend.

During preparation of the City of Stevenson Downtown Improvement Plan, numerous meetings and workshops were held with the Downtown Core Group, affected public agencies, residents, tenants and property owners, as well as with those whose interests focus on the entire City of Stevenson and the Skamania County region. Continuation of this exchange is essential as the Downtown Improvement Plan is reviewed and adopted by the local public

agencies and as specific actions toward carrying out the plan are undertaken by the City of Stevenson's business and governmental units.

PROBLEMS AND OPPORTUNITIES THE PLAN MUST ADDRESS

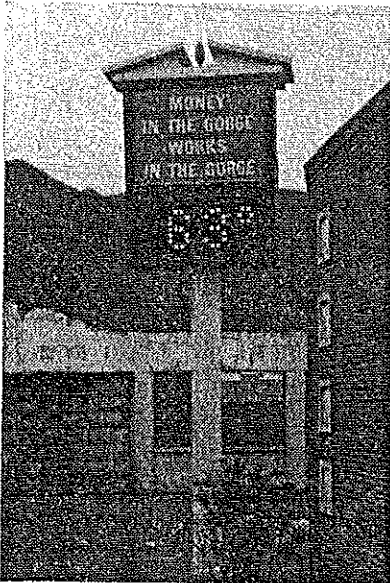
It is extremely difficult to create a development plan or program for downtown Stevenson which accommodates the preconceived solutions of all interested parties. In fact, the existence of the preconceived solutions has tended to dramatize differences between many who have basic common interests.

Consequently, this study effort decided to first solicit a basic statement of problems which should be addressed by the downtown improvement plan. In reviewing the response, two situations became apparent.

First, each person or group was concerned about the apathy of others, yet the apathy appeared to be based simply on an understandable reluctance to accept the agenda of others. Therefore, if a common agenda could be established, it looked like the apathy would disappear.

Second, there seemed to be little disagreement over the problems which the plan should address, and when examined, each problem had a corollary opportunity. When carefully restated, that opportunity could become an objective, which, in turn, could be reduced to a policy. And obviously, policies addressing common problems could be adopted by all, thus providing the foundation for a plan for development which could be supported and implemented by all or most of the people, groups and agencies which have an interest in the redevelopment of downtown Stevenson.

The following list summarizes the downtown development problems and opportunities which were identified, discussed, and accepted in a series of public workshops. In turn, they provided the basis for the evaluation, development policies and proposed projects which follow.



PROBLEM:

The Port is not pursuing the clear development program necessary to stimulate the economic redevelopment of Stevenson.

The City is unresponsive to potential new industrial and business developments.

The County does not take the initiative to support the economic redevelopment of Stevenson.

OPPORTUNITY:

A downtown improvement plan could be designed to address concerns shared by the Port, County, City and School District. If it did, it could then be adopted by the respective boards and commissions, thereby committing each to use its resources to stimulate and implement downtown improvements.

PROBLEM:

Local residents do not support local business.

OPPORTUNITY:

Downtown Stevenson has the physical site and the basic businesses, with redevelopment, to become an exceptionally inviting center for convenience commercial services.

PROBLEM:

Do the economic studies and comprehensive plans developed to date present a realistic picture, or are they just telling people what they would like to hear?

OPPORTUNITY:

Downtown business is capturing a larger share of the market than previously suggested. However, it must be appreciated that that existing market provides an adequate foundation for downtown redevelopment.

PROBLEM:

Downtown land values are inflated, which frustrates new development.

OPPORTUNITY:

Property taxes are relatively low in Stevenson. Therefore, property costs should be able to be maintained at a level sufficiently low as to attract potential developers.

PROBLEM:

Many downtown property owners do not live in Stevenson--and they do not care to maintain their properties.

OPPORTUNITY:

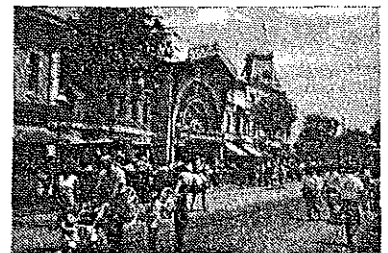
Most downtown property owners have demonstrated a strong interest in the physical and economic redevelopment of the downtown, if consistent and substantive support is provided by the City, the Port, and local residents.

PROBLEM:

Downtown does not have a cohesive commercial image.

OPPORTUNITY:

A street front "facade improvement" program such as White Salmon's could be initiated, or a more piecemeal program within general urban design standards could be pursued.



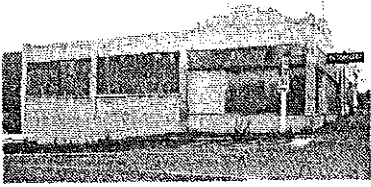
PROBLEM:

Undeveloped property in the core is under utilized.

OPPORTUNITY:

A strong redevelopment program would need this property as a key resource for expansion and provision of required public services, such as parking.





PROBLEM:

Under utilized and vacant downtown buildings are eyesores and discourage new investment in downtown.

OPPORTUNITY:

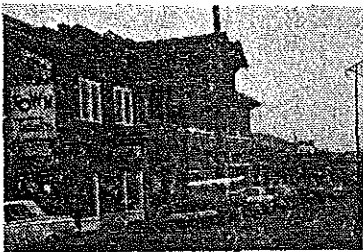
Renovation of existing buildings costs 20%-60% less than new construction. Developable existing buildings are essential to an economical downtown redevelopment program.

PROBLEM:

No connection has been established between the County park and downtown core--no mutual support and corresponding benefit.

OPPORTUNITY:

The park development should be linked to the core and key public downtown capital improvement..

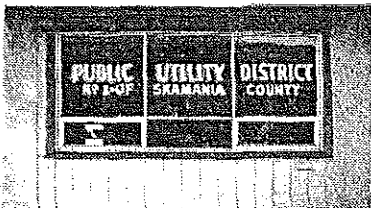


PROBLEM:

Shopper parking is inadequate, available spaces are poorly distributed and often occupied by employees.

OPPORTUNITY:

Mid block alleys provide exceptional opportunities for sheltered short term parking. Several vacant peripheral sites are available for long term (employee) parking.



PROBLEM:

Carson is attracting development which otherwise would come to Stevenson.

OPPORTUNITY:

Carson's lack of development regulations will not tend to encourage good responsible development. . .nor does it have the site and access advantages of Stevenson.

PROBLEM:

The Port development potential is not being realized.

OPPORTUNITY:

In fact the Port does have an outstanding resource for development located adjacent to the downtown.

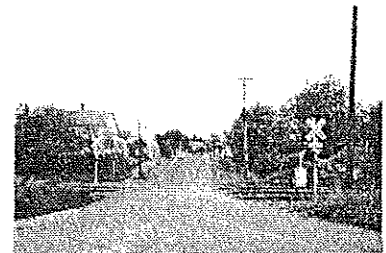


PROBLEM:

The grade crossing at Russell inhibits free access of large volumes of truck traffic to the Port industrial park.

OPPORTUNITY:

Widening and improvement of alternative access to the east would provide a central egress point for trucks with no railroad or local auto circulation conflicts. In addition, railroad speed restrictions and signalized crossings at Russell (and Columbia) would improve safety and accessibility to the Port site.

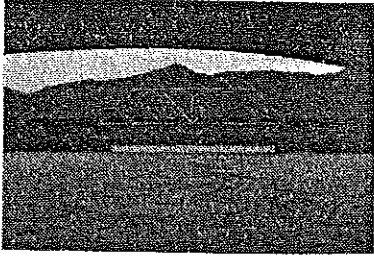


PROBLEM:

It is difficult to consolidate the many ownerships on each block so that large redevelopment projects can be packaged.

OPPORTUNITY:

The most viable and doable redevelopment programs will depend on piecemeal redevelopment by individual property owners on small individual sites.



PROBLEM:

The downtown does not attract any recreational marine traffic and the limited clearances of the railroad and highway bridges could restrict marine access to the lagoon.

OPPORTUNITY:

Recreational boat traffic could be served by the development of a contemplated park at the foot of Russell and a marina and a restaurant/motel on the Port fill.

ECONOMIC DEVELOPMENT

Standing timber, predominantly Douglas fir on forest service property, comprises the most valuable resource of Skamania County. Of the 1,073,000 acres in Skamania County, 935,000 or 87% are classified as commercial forests of which the U.S. government owns 66%. Historically, the area has specialized in harvesting the timber, annually exporting in the neighborhood of 80% of its harvest. Approximately 12% of the labor force is employed by the logging industry and another 30% is employed by forest-related industries (see Appendix, Table 1), which process logs, the major processors being Broughton Lumber Co. and Stevenson Co-Ply, Inc.¹(see Table 2). Due to the economics of transporting wood products (cheaper to raft logs to final market area for processing than on barge, rail or truck) and existing installed plant capacities, there appears to be limited possibility for attracting a new processing firm.² The most likely candidates appear to be in the area of utilizing remaining waste products, such as slash and culled timber to produce fuel pellets, and utilizing residue for building material, such as ceiling tile. Should any industrial potential materialize, the Port owns a developed 5-6 acre site south of the railroad between the downtown and the river. Permits are being obtained for the fill of an additional 10 acres.

¹The two Louisiana-Pacific mills at Stevenson and Home Valley are being dismantled and their reuse options are being studied.

²There apparently was some interest by both High Cascade and a shake mill to locate in Stevenson.

Government employment statistics--utilizing the Mid Columbia Economic District (MCED) average of 22% of all government as being basic employment--indicate that 143 government workers are employed in a non-secondary capacity (teaching, city functions, etc.). The remaining employment is secondary and determined by the level of basic employment.



The scenic Columbia Gorge and the Pinchot Gifford National Forest are the other major resources of Skamania County. The tourist potential of the Columbia Gorge from Lewiston to the mouth of the Columbia River is currently under study by Archisystems of Van Nuys, California. This study should be utilized to evaluate the recreational development potential of the Stevenson area. At present a "tour boat" in the Columbia Gorge with a landing at Stevenson appears to be the best method of attracting the crossriver Bonneville Dam tourist traffic (estimated at 2½ million annual visitors). A new stern-wheeler, with overnight accommodations for 140, which is projected to carry 200,000 annual passengers, is under study. A restaurant development on the Port property is being promoted. Its operation would bring new visitors to downtown Stevenson. An attractive riverfront development with public tourist facilities will not only attract the tourist, but also provide a better image of Stevenson to a potential investor. The main beneficiaries of this type of development would be eating, drinking, and possibly, lodging establishments. Once the tourist "mass" is attracted across the river, possibilities for exploiting the proximity of Stevenson to the hinterland woodlands area and Mt. Adams³ for related recreational

³ However, Carson will definitely be competition for this type of development due to its proximity to the woodlands area on the main road (Washington State Highway 14), and its greater availability of water and buildable land.

activities (fishing, hunting, riding ranch, RV camps) would be increased, and a new market for services and employment would be created.

A temporary gain in employment opportunities will develop with construction of the second Bonneville Dam power station. Peak employment of 550 workers is expected. Although some existing residents may be employed on this project, it is anticipated that few new workers will move to Stevenson, unless the development of the new proposed town of North Bonneville flounders and adequate alternative housing becomes available in Stevenson. However, the market for professional and commercial services will be increased in proportion to the population growth which will occur in their respective trade areas.

In summary, Stevenson does not possess the natural ingredients for substantial economic growth, nor is a significant growth forecast.

Specific deterrents to growth include:

- 1) Site location on the north side of the Columbia River and with I-80N, the major east-west highway and transportation link located on the south side of the river.
- 2) Apparent lack of a close working relationship or unity of goals among the various local agencies.
- 3) Perceived lack of existing water service and a perceived shortage of building sites to accommodate industrial employees, retired housing development, RV development, etc. (the latter shortage appears more imaginary than real).
- 4) A deteriorating downtown area (with several individual exceptions).

- 5) An alleged core of long-term residents perceived to be resistive of change and attracting new faces and ideas.
- 6) Local businesses which could oppose any change that would increase real wage rates and thus increase the cost of their product.
- 7) Competing available industrial land within neighboring port districts such as Hood River, Bingen and Dallesport.
- 8) Existing zoning ordinance which does not encourage preservation of some existing downtown uses, does not establish constructive urban design standards, and does not promote an integrated and complementary relationship between the downtown and adjacent areas.

DOWNTOWN DEVELOPMENT POTENTIAL

Background

The commercial area of Stevenson extends in an east-west direction along Washington State Highway 14 and generally consists of older, free standing buildings (with the exception of a new Joseph's "V" and Ann's Food Fair shopping center at the west end of town, and the County offices), on-street parking and vacant lots and abandoned buildings. Several towns in the vicinity, including Cascade Locks, Hood River, and White Salmon, have had some success in updating their "imageability" and, apparently, the viability of their downtown core. In response, local Stevenson businessmen thus formed the Skamania Development Corporation (SDC) and retained the services of Jack Jarvis and Company, Inc. to assist in the creation of a downtown redevelopment program. The major objective of the Jarvis study was to quantify the sales and service potential of a restructured downtown core in terms of annual dollar sales by merchandise class. These sales were then translated into a square footage potential for new facilities. The trade area was defined to include the Stevenson, Carson, Cascade Locks census subdivisions. Based on the data produced, the study recommended a 261,000 square foot new development to be created by consolidating private ownership in the area bounded by First and Second Streets, Columbia and the Joseph's "V" and Ann's Food Fair shopping center, and by replacing the existing commercial facilities with a unified commercial complex.

The Jarvis study recommended that SDC acquire 261,000 of the 632,000 square foot parcel noted above and construct 70,000 square feet of leasable space accompanied by 157,300 square feet of parking (393 spaces), 8,000 square feet of non-leasable space, and 25,700 square feet of common and landscaped area. Cost of the project (in 1975) was to be \$1,877,680, 10% financed by SDC equity and 90% financed by SBA 502 funds

and private lenders to insure an effective interest rate of 7.5% over 25 years. A financial analysis showed this project to be viable at that rate.

Basically, we would make the following comments concerning the Jarvis study recommendations and findings:

- 1) Stevenson's market potential for sales (in 1975 dollars) roughly corresponds to the Jarvis findings of approximately \$7,000,000 in total retail sales and service expenditures by trade area residents.
- 2) Our estimates for individual merchandise categories generally tend to be less than the comparable Jarvis calculations (see Table 6 in Appendix). The agreement with the total sales potential is reconciled by our much larger (by approximately \$1,300,000 to \$1,800,000) apportionment to "other" sales. Also, available figures on actual sales in Skamania County leads one to believe that the existing market share of Stevenson is greater than that estimated by Jarvis (see Table 3, last entries under columns B and F). (NOTE: EDI accepted the Jarvis study finding of \$13,700,000 Trade Area Aggregate Consumption Expenditures as a given.)
- 3) We recommend that Stevenson size its facilities for a "steady state"⁴ economic condition and attempt to utilize existing structures wherever possible and infill vacant properties between First and Second Streets as replacement facilities become necessary. The sum of existing commercial facilities contain a net floor area theoretically

⁴Table 1A suggests that population forecasts for Skamania County have generally overshot realized population.

large enough to accommodate the services required by the market but they operate inefficiently and do not realize their full potential due to inappropriate dispersal, lack of adjacent parking, and physical deterioration.

- 4) EDI recognizes that all future projections are necessarily "crystal ball" forecasts, but it does appear that a more viable redeveloped downtown can be supported by the existing income within the trade area.
- 5) EDI agrees with the Jarvis study that off-street parking have a priority status. Recognizing that parking is a common asset to the downtown, we suggest the City aid in the development of, or provide the parking as an incentive to downtown development and renovation.
- 6) A general house cleaning policy (condemnation of unusable structures, provision of appropriate and sensitive development regulations, etc.) would do much to encourage local patronage and complement the general liveability of the area.

Furthermore, such improvements would prepare Stevenson for realizing any tourist potential that might accrue in the future and assist the Port in attracting potential employers. Such a policy would also encourage developers and merchants to "infill" the missing retail and service functions in the downtown core.

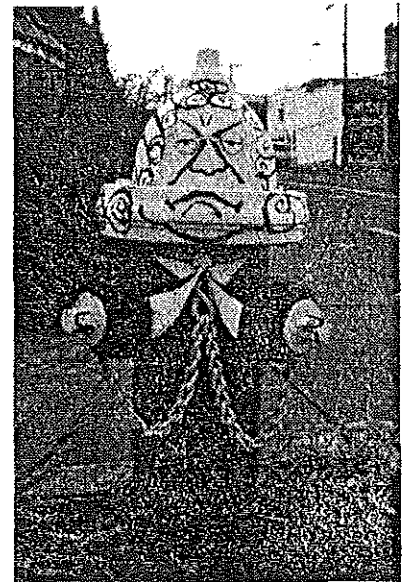
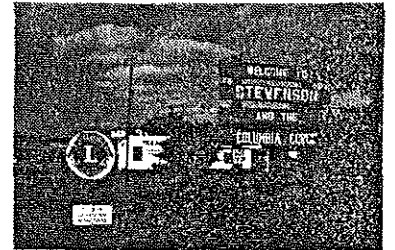
- 7) The downtown commercial core should concentrate on supplying convenience needs and not expect to be competitive with larger retail centers on less frequently purchased items (e.g., attempting to fulfill furniture needs may not be realistic). The trade area

is not large enough to support the most efficient size facility for many merchandise classes (e.g., a full-line supermarket). Retailers are essentially providing a service, not a product, and should concentrate on those items for which they can provide the consumer a real savings in time relative to the consumer purchasing those items available elsewhere. (By using Tables 3-6 in the Appendix, an individual businessman can make his own market potential forecasts and "cut across and combine" some traditional merchandise groups.)

PROMOTIONAL STRATEGY

The following suggestions are based on community comments received in interviews and workshops held during the course of this study. Therefore, it may be assumed that they enjoy the citizen advocacy necessary for their success. Further, it should be understood that the effective promotion of Stevenson's "good points" includes a program to develop those "good points".

- 1) The Port of Skamania County is the appropriate agency to attract industrial potential. A better functioning and appearing downtown core would be the first step in assisting the Port to exploit the "liveability" and tourist potential of Stevenson.
- 2) The community commitment to a downtown improvement plan could be documented and circulated in tabloid form to the tourist mass. Included in this tabloid would be additional specific attractions in the area (golf course, hunting, fishing, river, national forest, etc.).
- 3) Individual talents within the community need to be inventoried, assessed, recognized, and utilized wherever possible; e.g., history and drama teachers in the school system could dramatize the heritage of Stevenson in a public drama, both for the community (to develop community pride) and "outsiders".
- 4) A full agenda of local activities could be staged as a "Stevenson Day". Appropriate to include here would be the local drama, a forestry skills contest, "open house visits" to the museum, newspaper, mills, etc. Such an event would generate community pride and test Stevenson's potential in attracting the Bonneville tourist mass. Such an activity would also expose Stevenson to individuals who could be welcome



additions to the community in their ability to recognize and fulfill community needs. Except for a chain supermarket, we would recommend selling an individual on Stevenson rather than trying to fit an individual into Stevenson (e.g., we would advise against advertising in trade magazines, etc., and recommend exposing Stevenson to the general public).

- 5) A feeling of openness and hospitality to "outsiders" should be cultivated, and a program developed to exhibit Stevenson in its best light.
- 6) A restaurant and waterfront development linked with the downtown core could be the first facility to promote Stevenson by relating the tour boat project to downtown redevelopment.
- 7) A supermarket development could help contain the downtown core.
- 8) Opportunities to publicize individual and group accomplishments to the outside need to be pursued (e.g., story about redevelopment, etc.).
- 9) The attitude of working together and "I'm proud to be from Stevenson" needs to be cultivated.
- 10) Individual improvement projects within the community could be recognized and rewarded (e.g., store front contests).

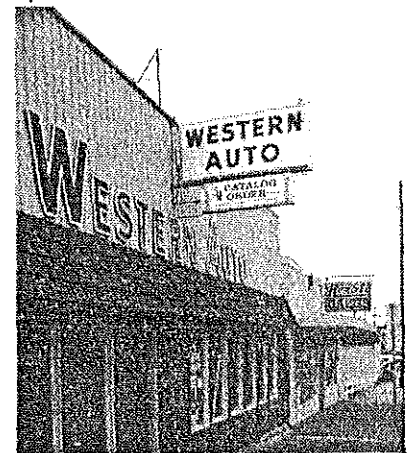
DEVELOPMENT CONCEPT

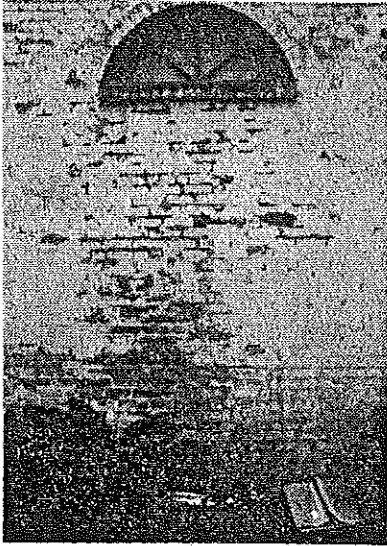
The redevelopment of downtown Stevenson depends on the available market for new and expanded services, the success of the City, County and Port's efforts to bring new business and employment to the area, and the commitment of downtown property owners and merchants to respond to public incentives to improve their own property and expand their services. Since it is assumed that the existing market for commercial and professional services will not be substantially increased due to a projected population growth or to an ability to capture a larger share of the existing market, the proposed development concept is based on an improvement program for existing commercial buildings and an incremental growth of new commercial space responding to the general economic growth caused by the location of new industry in the Port industrial park. Thus, the development concept focuses on the redevelopment of existing downtown resources, and provides for new development in the core only as it may complement and supplement the redevelopment program.

downtown development policies

The Downtown Core Group recommends the following development objectives as policies for adoption:

- 1) The City, working with downtown property owners and merchants, will establish development regulations and a design review board to encourage and guide the private redevelopment of the downtown area with the highest priority to be given to projects within or abutting the three blocks bounded by First and Second Streets, and Seymour and Columbia Avenues. (Development regulations should be designed to direct development so that compatible use relationships are established and maintained. Regulations appropriate to downtown

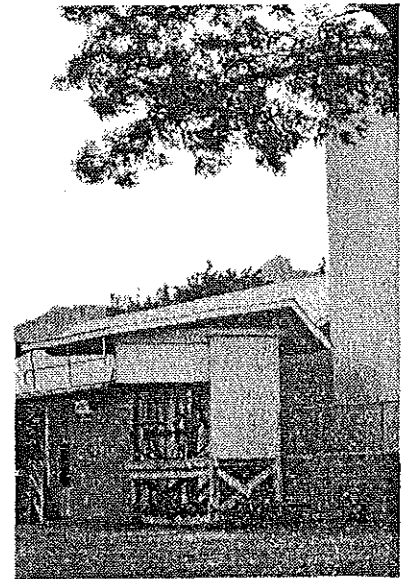


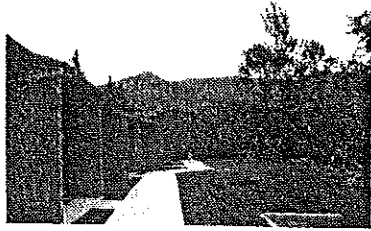


development may include but are not restricted to: use of land, building lines, building heights and density, parking requirements, limitation of blank walls and required rain protection. Typically, it is desirable for these to be developed as overlay regulations rather than try to accommodate all possible desirable combinations in a series of zoning categories. The purpose of the design review board should be to promote and provide guidance for desirable development. It should be composed of a group including nonresident design professionals, a City representative, a downtown businessman and a citizen at large.)

- 2) The City, County, and Port shall develop a comprehensive downtown capital improvements program. This program shall not only identify and construct facilities to meet public service needs, but also shall locate, design and schedule their implementation so as to both stimulate and complement the development of private projects essential to or compatible with the downtown development objectives contemplated in this plan.
- 3) The City and County shall (to the extent possible) interpret and regulate all assessments of downtown properties in a manner so as to encourage beneficial downtown development.
- 4) The City shall establish standards for weather protection, landscaping, and street furniture to guide and encourage the private redevelopment of improved pedestrian ways on Second Street between Seymour Street and Kanaka Creek and on Russell Avenue between Vancouver Avenue and the Burlington-Northern railroad tracks.

- 5) The City, County and Port, working together, shall actively promote the industrial development of existing and future Port properties south of the Burlington-Northern Railroad adjacent to downtown. Potential developments shall be judged on the basis of employment intensity, traffic generation, economic and environmental impact. The Port, with the assistance of the City, shall establish site development standards and criteria which will clarify the public objectives to which proposed projects should respond and against which they will be evaluated. (The purpose of these standards would be to clarify for the developer how his development will be expected to meet all relevant public requirements, thereby reducing his initial development risk, while encouraging him to construct a project which will fit with the downtown and Port industrial park development.)
- 6) The City and Port shall explore the feasibility of a waterfront park and recreational commercial development at the foot of Russell Avenue. (A purpose of this development would be to enhance the tour boat landing and establish a link between that facility and the downtown retail core.)
- 7) The City, County and Port shall explore the feasibility of a small boat basin development in the lagoon adjacent to the County Fair Grounds.
- 8) The City shall initiate a land use study to determine the most desirable development for undeveloped land adjacent to Second Street between the sewage plant and Seymour Avenue. (The objective of this study will be to recommend the type and density of development which would effectively encourage the functional integration of the County Fairgrounds and the traditional downtown core area.)



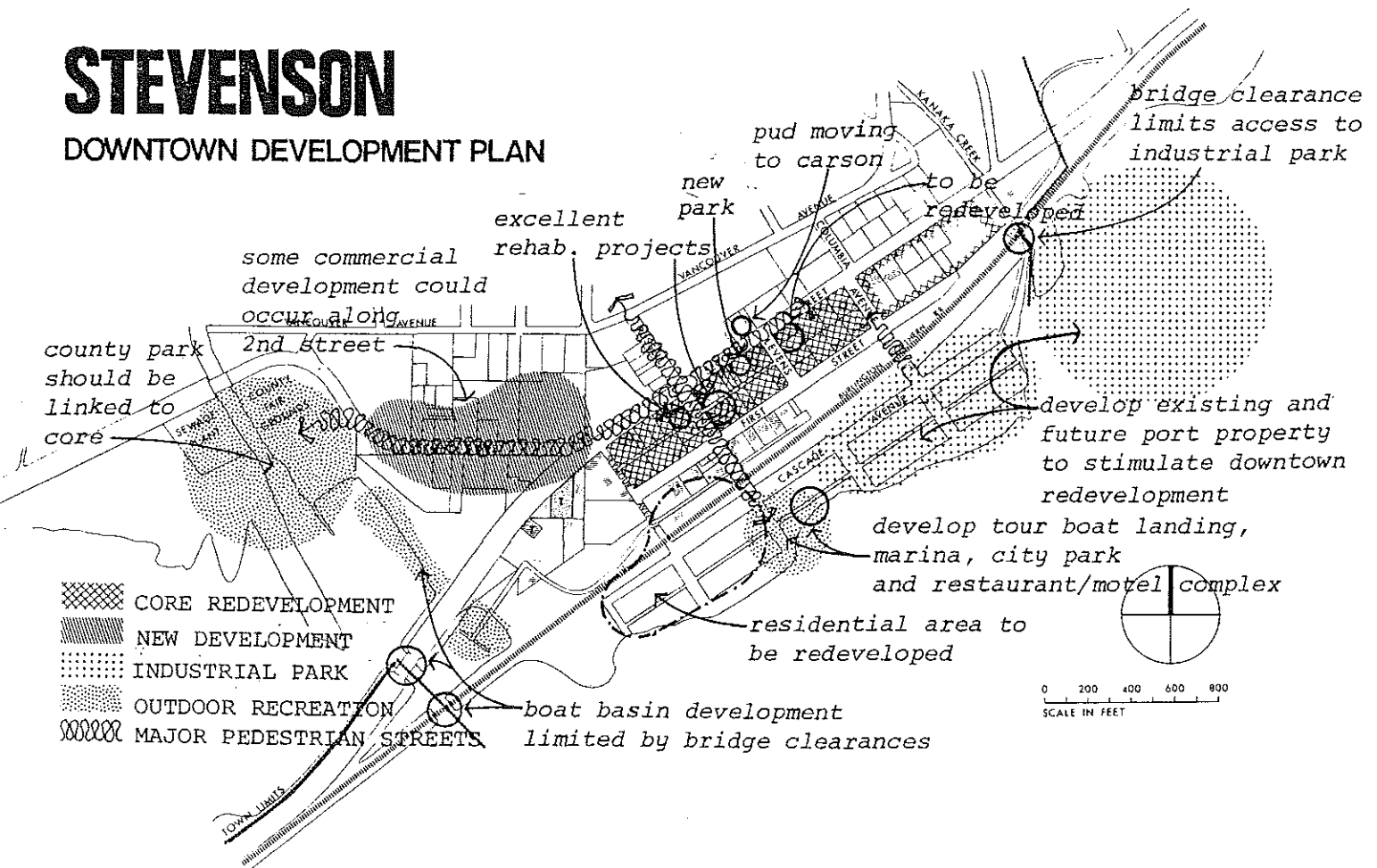


9) The City shall review and refine all ordinances affecting historic structures and housing in the downtown to provide adequate protection for the continuing existence and incentives for the maintenance and improvement of these significant and essential downtown resources.

10) The City, County, Port and School District shall jointly appoint a downtown advisory committee to monitor and advise on all contemplated private and public downtown development projects and studies. This committee will refine and affirm the recommendations which have been made by the interim Development Core Group for the Downtown Improvement Plan.

STEVENSON

DOWNTOWN DEVELOPMENT PLAN



DEVELOPMENT CONCEPT

selected projects

The following public and private projects have been identified as complementary to downtown redevelopment objectives and feasible for implementation within foreseeable development constraints and opportunities.

Public Projects

- 1) Expansion of the Port industrial park using available fill from Bradford Island.
- 2) Expanded tour boat landing facility including provision of public parking.
- 3) Construction of a small waterfront park adjacent to the tour boat landing, and including provisions for a protected day moorage for pleasure craft, a launching ramp and an adequate site for a quality restaurant and appropriate support facilities.
- 4) Expansion of County Fairground improvements consistent with its function as a peripheral downtown park.
- 5) Boat basin improvements to the lagoon.

Private Projects

- 1) Redevelopment of all sound downtown structures.
- 2) Infill development of vacant downtown properties with the highest priority to be given to those adjacent to First and Second Streets between Seymour and Columbia Avenues and including all cross streets within this area.
- 3) Demolition of severely deteriorated vacant downtown structures.
- 4) Provision of street trees and appropriate street furniture along major pedestrian ways.
- 5) Provision of pedestrian weather protection with awnings and/or arcades on Second Street and Russell Avenue
- 6) Rehabilitation of downtown store fronts. This is proposed as a unified program to be supported by downtown service agencies and could be expanded to

- include complementary awning, landscaping and street furniture improvements
- 7) Development of labor intensive industry within the Port waterfront park.
 - 8) Development of a restaurant and appropriate support facilities within a public waterfront park adjacent to the tour boat landing.

Potential Public Funding Sources

Program Title: Economic Assistance Authority
Description: EAA provides grants and/or loans to local governments for public facilities construction which will directly affect job opportunities in the private sector.

Program Title: Outdoor Recreation Grant-in-Aid Program
Description: Funds and planning assistance are provided for acquisition, development and use of outdoor recreation resources

Program Title: Parks and Recreation/Technical Assistance
Description: The objectives of this activity are to assist and motivate local governments and encourage new programs where need is identified, and to assist in implementation.

Program Title: Agricultural Fair Aid
Description: Financial assistance for reimbursement in total or in part for the payment of premiums and prizes, financial assistance in supporting fairs and youth shows, and capital improvement projects for county fairs.

TRANSPORTATION CONCEPT

Downtown Stevenson has grown as a linear core area along Washington State Highway 14 (Second Avenue) and the Burlington-Northern Railroad. Yet neither facility has been significantly modified to accommodate or complement the urban activities which abut it.

During the past decade, the creation of a couplet using both First and Second has been considered with the intent that a pair of one way streets could be designed to improve vehicular access and visability for downtown commerce. However, the couplet has been withdrawn from the Washington State Highway Division Six Year Plan and it is unlikely that such a project will be funded in the foreseeable future. Therefore, this plan recommends improvements which would occur within existing right of ways and which would require no extensive or costly implementation program.

Proposed transportation projects are intended to address the following:

- o Improved access to downtown parking
- o Reduce pedestrian and vehicular hazards at railroad crossings
- o Adequate truck access to development waterfront Port properties
- o Reduction of existing pedestrian and vehicular conflicts

transportation improvement policies

The Downtown Core Group recommends the following transportation policies for adoption:

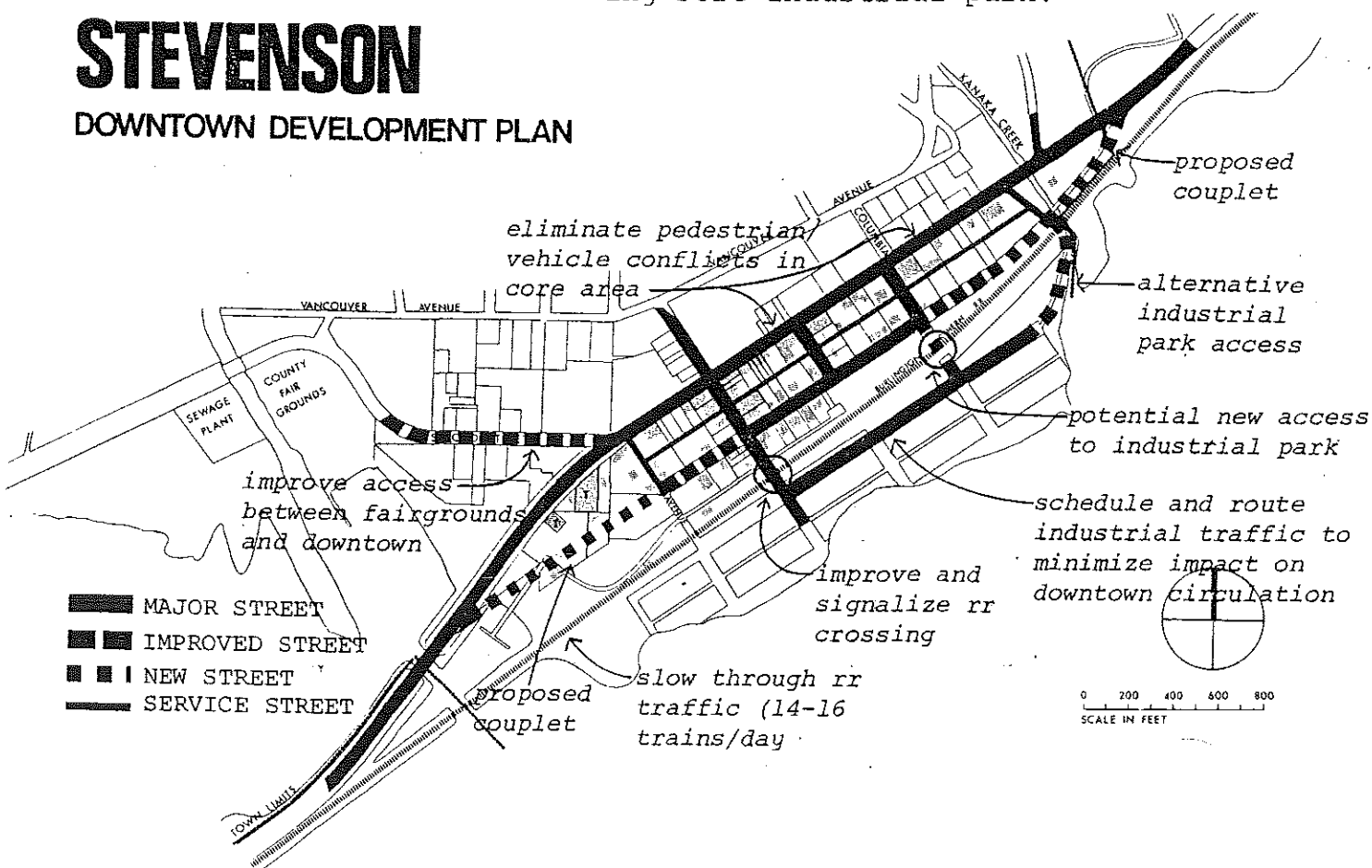
- 1) The City shall undertake a design and engineering study to recommend right of way improvements to Second Street and Russell Avenue appropriate to their function as the major pedestrian and vehicle access streets connecting the County Fairgrounds, the downtown core, the City/County government complex and

the recreational and industrial development on waterfront adjacent to the downtown.

- 2) The City shall improve existing alleys between Seymour Avenue and Kanaka Creek as required to provide adequate access to new mid-block parking facilities as constructed.
- 3) The City and Port shall determine means to require freight trains to maintain a slow and safe speed (10-15 mph) at all on-grade crossings within the town limits and to require Burlington-Northern to provide appropriate signals and gates at these crossings.
- 4) The City and Port shall conduct a traffic study to determine the most feasible means of truck access to and from the developing Port industrial park.

STEVENSON

DOWNTOWN DEVELOPMENT PLAN



TRANSPORTATION CONCEPT

selected projects

The following transportation projects are recommended as supportive of the preceding policies.

Public Projects

- 1) Improve mid-block service streets.
- 2) Traffic flow and pedestrian improvements to Second Street and Russell Avenue.
- 3) Improved Kanaka Creek Road (if feasible) connecting the industrial park with Second Street.
- 4) Additional railroad crossings between the downtown and the industrial park (Columbia Avenue).
- 5) Expansion of street system within the industrial park as required.

Private Projects

- 1) Provision of signals and gates at all railroad crossings.

Potential Public Funding Sources

Program Title: Federal-Aid Off Systems
Rural Roads Program

Description: The purpose of this activity is to assist local agencies in obtaining federal funds for improvement of rural roads not on federal-aid systems and to foster safe rural road design.

Program Title: Railroad Grade Crossing
Improvements

Description: This program is intended to promote safety at railroad crossings through the installation of automatic signalling devices.

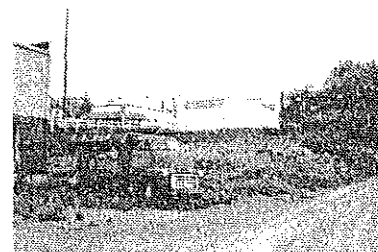
Program Title: Railroad Safety Regulation
Description: Technical assistance is provided to local authorities in the areas of railroad grade crossing construction or alteration, railroad clearance requirements, railroad sanitation requirements, railroad track standards, and general railroad safety.

PARKING CONCEPT

Parking in downtown Stevenson is limited, poorly located and not distributed to most effectively serve the customer and employee parking requirements of downtown business. Seventy-six on street parking spaces are available in the immediate core area. By traditional standards, 76 spaces would be adequate for the employee and patron needs of 15 to 20,000 square feet of retail oriented commercial development. Excluding the Joseph's "V" and Ann's Food Fair shopping center, the County Courthouse and the bank (which have their own parking facilities), the remaining commercial development exceeds 30,000 square feet, or twice the amount which can be adequately served by the existing parking spaces. This deficiency is compounded by the observed practice of employees parking all day in prime customer spaces adjacent to shops and the frequent use of available on street spaces by service and delivery vehicles which are now inadequately served by a limited number of designated loading zones.

Clearly, additional parking must be provided in the downtown core. It has been determined that the vacant mid-block areas bisected by unimproved alleys provide an excellent opportunity for off-street parking and additional service access to buildings while minimizing curb cuts, the disruption of existing structures by the creation of new parking lots as well as encouraging existing shops to renovate their ground floor to take advantage of the resulting new customer entrance requirements from the mid-block lot.

The construction of the new mid-block facilities could be funded by a combination of public and private sources and would represent a most significant and substantive joint city and private sector downtown redevelopment effort. It would expand customer service, it would improve downtown traffic flow and safety, and it would encourage renovation and rehabilitation, while meeting a serious parking need.



The only other significant parking deficiency will occur as a result of the creation of a public recreation area on the waterfront. Parking for that facility should be developed in conjunction with an overall development plan for the entire waterfront area including that designated for the Port industrial park.

parking improvement policies

The Downtown Core Group recommends the following downtown parking improvement policies for adoption:

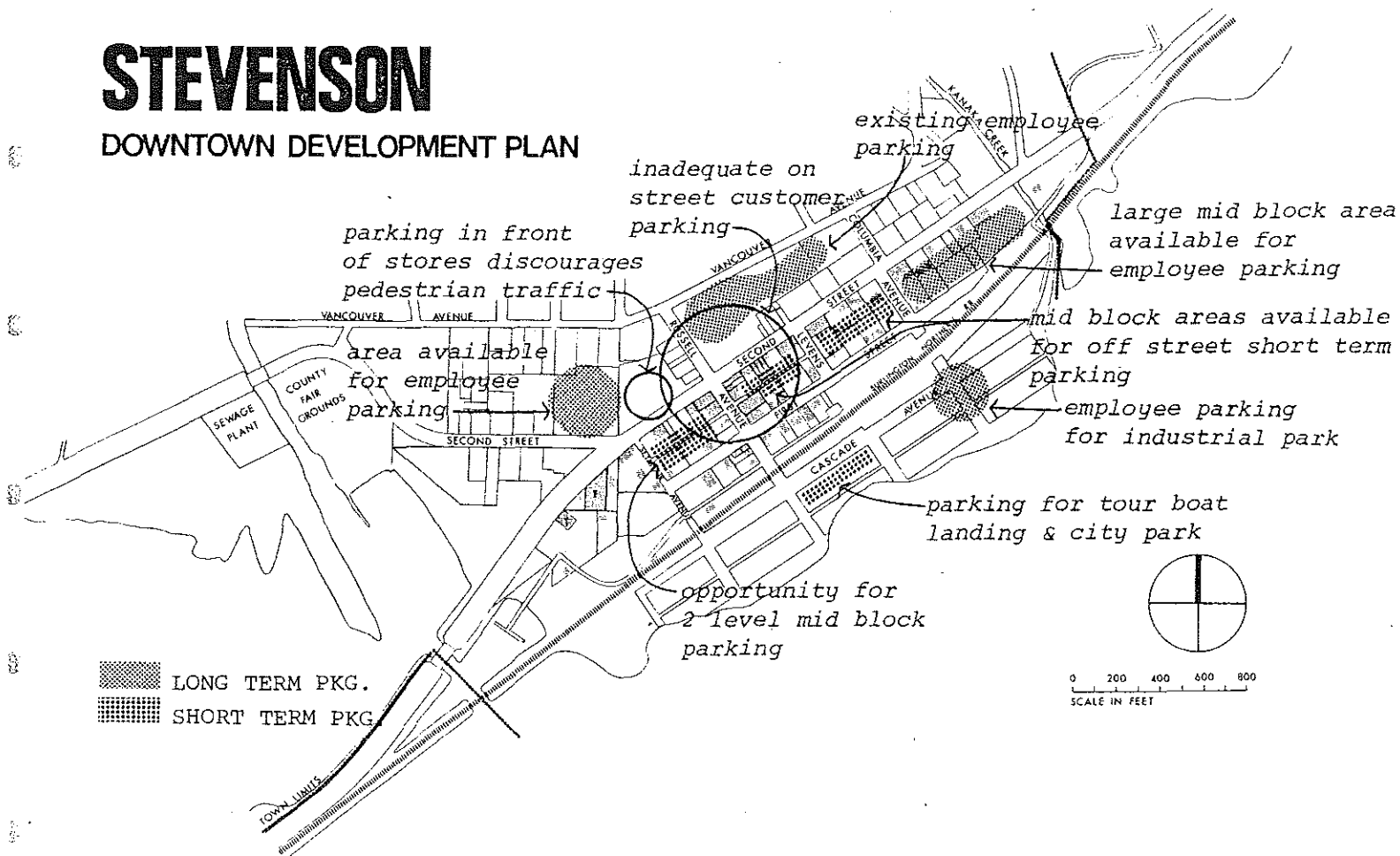
- 1) The City, downtown property owners, and merchants will establish a comprehensive parking development program which will concentrate on the feasible utilization of the mid-block areas of the three blocks between First and Second Streets and Seymour and Columbia Avenues for new short term parking and service loading facilities.
- 2) The City, County, Port and downtown property owners and merchants will prepare a plan to provide adequate long term parking areas (for employees) adjacent to the core area. Potential candidate areas are the Port industrial park, vacant land west of the Joseph's "V" and Ann's Food Fair shopping center, the block between First and Second Streets west of Columbia, and the existing parking behind and east of the County Courthouse.
- 3) The City and Port will develop recreational parking for the tour boat patrons and adjacent waterfront park as needed.
- 4) The City will develop on-street short term parking and service loading standards consistent with the program to construct off-street facilities and complementary to the implementation of sidewalk improvements as contemplated by the Development Policy #4.

5) Large surface parking lots fronting downtown streets do isolate secondary retail uses from normal street and pedestrian traffic, thereby discouraging impulse shopping and fragmenting a cohesive urban environment. Therefore, new surface parking lots will not be permitted to abut the following:

- o Second Street between the County Fairgrounds and Kanaka Creek
- o First Street between Seymour and Columbia Avenues
- o Russell Street between Vancouver and Cascade Avenues
- o Levens and Columbia between First and Second Streets

STEVENSON

DOWNTOWN DEVELOPMENT PLAN



PARKING IMPROVEMENT CONCEPT

selected projects

The following public and private parking improvements have been suggested as beneficial to existing and anticipated parking deficiencies and as complementary to the downtown development concept. Virtually all of the projects require joint public and private participation with the distribution of responsibility dependent on the type of property acquisition and development program utilized.

- 1) Construct surface parking lots for 50 to 70 spaces each (including loading areas) within the two blocks bounded by Second and First Streets and Russell and Columbia Avenues.
- 2) Construct a surface parking lot for 50 to 70 spaces within the block bounded by First and Second; Seymour and Russell with provisions made for the addition of a future parking deck with on grade access to Russell Street. The potential capacity of this facility could provide for both short term and long term parking requirements as well as stimulate the infill development of this block.
- 3) Construct long term surface parking lots on vacant property west of the shopping center, east of Columbia Avenue between First and Second and within the Port industrial park.
- 4) Construct a recreational parking facility on the waterfront to serve park, tour boat and associated service commercial uses.
- 5) Reorganize on-street parking on Second and Russell to best serve short term retail customer parking requirements and are complementary to proposed improvements (see Private Development Projects #4, 5 and 6).

APPENDIX

TABLE 1A

SELECTED POPULATION PROJECTS FOR SKAMANIA COUNTY, 1980

		1980 Proj. Pop.
1965	Pacific Northwest Bell	7,750
1967	Pacific Northwest Bell	7,300
1967	Skamania Co. Economic Base Study	7,500
	Wash. Co. Census Bd. (Medium)	7,097
	Marlett & Assoc. (1970)	6,300
1975	Pacific Northwest Bell	5,950
1975	Mid Columbia Economic District	6,557
1974	Actual Population	5,900

EMPLOYMENT, SKAMANIA COUNTY - 1970, 1975 & March 1977

TABLE 1B

	1970	1975	March 1977*	% Change 1970-1977
Total Wage & Salary	\$1,610	\$1,700	1,840	14
Manufacturing, Total	710	600	700	(1)
Logging	260	190	210	(19)
Nonmanufacturing, Total	900	1,100	1,140	27
Construction	40	100	70	75
Transportation, Communication, Utilities	50	70	90	80
Wholesale and Retail Trade	160	210	190	19
Finance, Insurance, and Real Estate	20	30	30	50
Services	60	80	110	83
Government	570	610	650	14

* March is traditionally the month of abnormally high unemployment.

Source: Washington Employment Security Department, Employment & Payrolls in Washington State by County and by Industry.

MAJOR EMPLOYERS, SKAMANIA COUNTY - 1976

TABLE 2

Firm Name	Industry	Number of Employees
Government	----	650
Stevenson Co-Ply, Inc.	Lumber & Wood Products	205
Louisiana-Pacific Corp. (Stevenson & Home Valley)	Lumber & Wood Products	Closed*
Broughton Lumber Co.	Lumber & Wood Products	175
Ober Logging		65
HSC Logging		40
Krohn Logging		40
Carter Logging		30

* Plant being dismantled, and alternative use options studied under LEAA grant.

Source: Marketing/Management Associates, Inc., Labor Force & Industry Analysis, Mid-Columbia Area, May 1977.

SELECTED RETAIL DATA (sales in \$)

TABLE 3

Mdse. Classification	(A)	(B)	(C)	(D)	(E)	(F)
	Jarvis		Stevenson	EDI		1972 Actual Sales (Skamania Co.)
	1975 Potential	1975 Stevenson Share	Share After Dev. (1978)	1975 Potential	1975 Potential (Ex. Oregon)	
Drug Store			\$ 240	\$ 273	\$ 226	
Food Store			1,230	1,897	1,574	\$1,519
Pkg. Liquor			270 ¹	173	143	
Bakery				28	23	
Total	\$2,740	\$1,140		\$2,371	\$1,966	
Hardware	110	40		70	58	
Barber, Beauty Shop				68	56	
General Merchandise	1,320	280	750	1,106	917	
Apparel	250	50	230	362	300	
Furniture, Appliance, Radio, TV	320	90	420	345	286	
Eating and Drinking	750	360	300	723	600	707
Tires, Batteries, & Accessories				130	107	
Service Station				620	515	489
Total	\$ 940	\$ 360		\$ 750	\$ 622	
Other	610	130	300	2,455	1,964	
TOTAL SALES	\$7,040	\$2,450	\$4,040	\$8,250	\$6,847	\$4,809

¹Includes other food.

Source: Column A - Jack Jarvis & Co., Inc., Feasibility Analysis - Commercial Area Development, Stevenson, Washington, April 12, 1975.

B - Jack Jarvis & Co., Inc., Feasibility Analysis - Commercial Area Development, Stevenson, Washington, April 12, 1975.

C - EDI estimates \$13,750,000 (Personal Expenditures) x .6 = Retail Sales x Washington State % for that merchandise class (from Table 4).

D - EDI estimates Column C x .83 (Assumes all Oregon trade lost - the extreme pessimistic assumption).

E. U.S. Bureau of Census, U.S. Census of Retail Trade.

F. U.S. Bureau of Census, U.S. Census of Retail Trade.

RETAIL SALES DISTRIBUTION

Table 4A

Merchandise Class	1972 - US
	% of Retail Sales
Groceries, other food	19.6
Meals, snacks	6.7
Alcoholic drinks	1.7
Pkg. alcoholic beverages	2.6
Tobacco	1.4
Drugs & health aids	2.5
Toiletries	1.0
Men's, boy's clothing (except footwear)	3.4
Women's, girl's clothing (except footwear)	5.9
All footwear	1.7
Dry goods	1.9
Major appliances	1.7
Radios, TVs, musical instruments	1.9
Furniture and sleep equipment	2.3
Floor coverings	0.9
Kitchenware, home furnishings	1.4
Jewelry, optical goods	1.1
Sporting, recreation equipment	1.6
Hardware, gardening	1.9
Lumber, building materials	3.6
Auto fuels, lubricant	6.2
Tires, batteries, accessories	3.7
Automobiles, trucks	15.1

	1972
	Wash. St.
	% of
	<u>Retail Sales</u>
General merchandise group	13
Food stores	23
Auto dealers	19
Gas service stations	7
Apparel, accessories	4
Furniture, equipment	4
Eating and drinking	9

Source: US Census of Retail Trade, 1972.

TENANTS MOST FREQUENTLY FOUND IN NEIGHBORHOOD CENTERS

TABLE 4B

Tenant Classification	Rank	Median GLA	Median Sales Volume Per Square Foot GLA	Median Total Rent Per Square Foot GLA
Food and Food Service:				
Supermarkets	1	17,565	\$124.44	\$1.60
Restaurants	8	2,425	46.45	3.30
General merchandise:				
Jr. department store	16	10,000	42.00	1.52
Variety	9	10,000	27.57	1.37
Dry Goods:				
Yard Goods	13	2,540	34.09	2.99
Clothing & Shoes:				
Ladies' wear	6	1,800	52.02	2.82
Family shoe	12	2,500	42.10	2.50
Men's wear	17	2,060	83.58	4.13
Other Retail:				
Hardware	20	6,000	48.41	2.18
Drugs	4	6,000	63.27	2.18
Liquors and wines	14	2,275	99.78	3.75
Cards and gifts	18	1,553	38.97	3.00
Financial:				
Banks	11	3,040	---	3.00
Finance company	19	1,066	---	3.24
Offices:				
Medical and dental	7	900	---	3.51
Real estate	15	900	---	3.14
Services:				
Beauty shops	2	1,200	39.54	3.20
Barber shops	3	614	38.93	3.42
Cleaners & dyers	5	1,500	34.91	2.86
Coin laundries	10	1,500	14.60	2.78

Source: Urban Land Institute, 1972 Dollars & Cents of Shopping Centers, p. 110.

WORKSHEET FOR ESTIMATING RETAIL SALES
 POTENTIAL AND REQUIRED SQUARE FOOTAGE

TABLE 5

Personal Consumption Expenditures equal approximately 76% of Cross Household Income (obtained from US Census data for each relevant census tract).

Retail Sales equal approximately 60% of Personal Consumption Expenditures (or 46% of Cross Household Income).

Retail Potential per specific merchandise group equal Retail Sales x (% of Retail Sales per group).

Example:

1975 Cross Household Income in Skamania County Census Tracts 4 and 5 and Cascade Locks Census tract was \$18,020,000.

\$18,020,000
 x .76

\$13,750,000 Personal Consumption Expenditures by trade area residents in 1975

\$13,750,000
 x .60

\$ 8,250,000 Total Retail Sales by Stevenson Trade area

x .229 (Food Store Sales as % of Total Retail sales)

\$ 1,897,000 Food Store Retail Sales Potential by Stevenson Trade Area

÷ 88 (Average Sales per square feet for food stores)

\$ 21,556 Square feet required for all of trade area

x .6 % of market potential though to be "capturable"

\$ 12,934 Square feet required for 60% capture of market

SALES VOLUME PROJECTIONS AND IMPLIED SIZE FACILITIES FOR DOWNTOWN STEVENSON

TABLE 6

	Sq.Ft. Existing	Typical Sales Sq.Ft.	Jarvis Est. Sales (1978)	Sq.Ft. Implied By Jarvis	EDI Est. Sales (1978) ¹	Sq.Ft. Implied By EDI
STEVENSON						
Convenience Goods:					Exp. ¹ Share	
Barber & beauty ²		\$ 50	\$ 100	2,000	.83 \$ 56	1,120
Drug & related	2,450	70	240	3,400	.90 245	3,500
Grocery & combination	9,230	88	1,230	14,000	.60 1,138	12,930
Liquor & other food	2,790	100	270	2,700	.83 167	1,670
Convenience service	<u>2,020</u>	55	<u>60</u>	<u>1,100</u>	-- 60	<u>1,090</u>
Total Convenience	16,490		\$1,900	23,200	\$1,666	20,312
Shoppers Goods & General Purchase:						
Apparel		55	230	4,200	.50 173	3,150
General merch. & apparel	5,410	54	750 ³	14,000	.50 555 ³	10,240
Eating & drinking	7,830	67	300	4,500	.40 289 ⁴	4,310
Home furnishings, furniture and appliances	5,990	41	420	10,200	-- 138	3,370
Other	1,160	48	240	5,000	-- 240	5,000
Auto, home	8,870	41	200	4,900	-- 200	4,900
Auto parts & repair	<u>8,700</u>	--	--	--	-- --	--
Total Shoppers Goods and General Purchase	37,960		\$2,140	42,800	\$1,593	30,970
Total Retail & Services	54,450		\$4,040	66,000	\$3,259	51,282
Office Space				<u>4,000</u>		<u>4,000</u>
TOTAL STEVENSON				70,000		55,282
CASCADE LOCKS	25,000+					
CARSON	16,970					
HOME VALLEY	1,400					

Notes: ¹EDI 1975 potential sales (Table 3, column 5) x expected market share by downtown.²Included in convenience service.³Excludes apparel.⁴Excludes estimate of out of area sales (tourist).

GENERAL NOTES: Both Jarvis and EDI use judgement of relevant factors to determine market share.

Source: Jack Jarvis & Co., Inc., Feasibility Analysis - Commercial Area Development, Stevenson, WA;
EDI Estimates.